SENATE COMMITTEE ON LABOR

March 25 1983
8:00 a.m.

Hearing Room C
State Capitol

MEMBERS PRESENT: Senator LENN HANNON, excused in district
Senator C.T. "CUB" HOUCK
Senator JOHN KITZHABER
Senator WILLIAM MC COY
Senator JAN WYERS (excused until 8:30 a.m.)
Senator WALTER BROWN, VICE- CHAIRPERSON
Senator MARGIE HENDRIKSEN, CHAIRPERSON

STAFF PRESENT : CHEYENNE CHAPMAN , Committee Administrator
LAURA PATTERSON, Committee Assistant

WITNESSES : Senate Bill 484

Commissioner of Labor Mary Wendy Roberts BOLI
Dianna Mc Coy for Commissioner Mike Lindberg, City of Portland
Danny Adair, Metropolitan Human Relations Commission Multnomah County
Eleanor Meyers, Oregon Public Employes Union
Jean De Luca, Oregon Public Employes Union

Barbara Plamer, OPEU, member, employee Oregon State Hospital
Don Prebus, Social Worker and OPEU Local President of Children's Service Division
Vicki Howry, Administrative Assistant University of Oregon and OPEU Clerical Committee member
Lin Ludwick, of Gresham Oregon
Marylin Shannon, of Estacada Oregon
Brenda Shea, of Eugene Oregon
Helen Dalton, Wilsonville, Oregon
Evelyn Rieder, Washington State AFSCME
David Hoover, Milwalkee Oregon
(entered into the record) Ann Hofstetter, University of Oregon
(entered into the record) representatives of American Association of University Women, Oregon State Division

Tapes 58, 59, 60 Sides A & B, 61 A

Tape 58 - Side A

020 CHAIRPERSON HENDRIKSEN called the meeting of the Senate Committee on Labor to order at 8:05 a.m. and called the first witness.

033 COMMISSIONER MARY WENDY ROBERT appeared before the committee and presented prepared testimony, marked EXHIBIT A.

395 Senator HENDRIKSEN noted that nothing precluded citizens from bringing suit against the state of Oregon presently with respect to comparable worth under Title 7

Tape 59 - Side A

38 Senator HOUCK asked about the source of Fiscal Impact, 100 million dollars to bring comprable worth, ROBERTS noted this figure was for the state of Washington, HOUCK asked if projections had been done here by ROBERTS, ROBERTS said no, HOUCK said regarding the 59¢ on the dollar, that "it seemed extremely low given the amount of women in the work force, to take them up to comparable worth, ROBERTS said she hoped with the state's Civil Service system would be able to as a frame work for dealing the of the problems resulted from sex discrimination has escaped some the problems occuring elsewhere regarding pay disparity.

044 DIANNA MC COY, for MIKE LINDBERG, Commissioner Office of Public Works City of Portland submitted a reprint from The Skanner appearing in Oregonian and written testimony of the Commissioner Lindberg, marked EXHIBIT B, and read testimony.

127 Senator MC COY asked about the Spokanne situation, DIANNA MC COY said she did not have those figures, but would get them for Senator MC COY.

125 Senator HOUCK asked about the implementation plan, and asked for elaboration, that he was concerned how this would be done without discriminating against people not included in the increment. DIANNA MC COY stated the issue of comparable worth was something needing discussion with unions at the bargining table with respect to the incremental increases, and was sure Mr. Gillispie from ASFME would be able to answer this question. Senator HENDRIKSEN added she had discussed this with some people in Washington, and her understanding was that there is two funds of money, one set aside for the general negotiations, and another set aside for comparable worth, that there would be further testimony on the method.

142 Senator HOUCK stated the Commissioner had done quite a bit of study on the problem and what was the fiscal impact on the City of Portland, DIANNA MC COY stated they hadn't done a study on City of Portland yet, HOUCK stated this was a key element, that you wouldn't bankrupt a municipality, and he was amazed that it hadn't been done. DIANNA MC COY stated they currently had a resolution to do a study, HENDRIKSEN noted there was not a majority on City Council that "will support the resolution to do a study".

157 DANNY ADAIR, Metropolitan Human Relations Commission, Multnomah County, City of Portland presented a statement adopted by the Commission marked EXHIBIT C.

203 ELEANOR MEYERS, appeared before the Committee, representing Oregon Public Employes Union in support of SB 484, and presented prepared testimony marked EXHIBIT D, and noted she had been with the Union 8 years, and a major portion of her job was to be a resource person to members on personnel system

209 problems and a major portion of that has been with dealing with classification issues.

213 MEYERS noted Jean De Luca will speak to the Committee later, DeLuca is the Union busness agent, and AliceDale attorney will also address the Committee later. De Luca will introduce several Union members.

218 MEYERS presented prepared testimony, noting OPEU were prime sponsors and help write SB 484, and believed it was a sound first step, representing other employers experiences, and believed "labor should be strongly represented on the Task Force" and the goal of collective bargining must be built into the future, and saw the role of government as extremely important, that they support the concept of comparable worth noting sex and minority discrimination continuing to feed the earnings gaps, but supported comparable worth concept as basic to a fit and objective job evaluation system, which would help many kinds of inequities present within the current classification system. MEYERS then presented a brief outline of the classification system, page 1-4 EXHIBIT D, and noted EX-1 and asked that committee members look at this and see if they can determine the difference between the 2 classes outlined, and explained "series of classes" and related classes which are grouped very broadly for inventory purposes, that this inventory makes up the "classification plan".

308 MEYERS stated to her knowledge very few job analysts use the STAC/PAT factor method.

369 MEYERS stated there has never been to "our knowledge a complete look at the classification inter-relationships of either salary or the job classifications themselves. There have been reviews piecemeal.

374 SEN. McCOY asked if the classifications could vary from department to department. MEYERS stated salary range is determined by the Executive Department, and "that is constant, but if an agency does not feel that it's the right salary range they have the authority to determine the classification of the jobs in their agency, it's possible that they could say these jobs belong in another class because the salaries is more appropriate for what we want to pay, so they change the classification." MEYER said this does happen. MC COY asked if the was done in the Personnel Office, but the agency it's self. MEYERS noted two years ago classification determination was done away with so that agencies now have authority to determine the classification of any job in their agency, but do not the authority to create new classes.

400 Senator HOUCK if this classification is not a negotiated issue MEYER said "no, not exactly, the classification system and salary plan are the sole responsibility of the Executive Department, bargining can ask for revisions and new classifications but the Executive Department has the sole right to say whether it is done, if they do any major revisions must prompt re-negotiations of salaries.

424 Senator HOUCK wanted to touch on the way job positions that they don't feel are similar to the private sector by contacting 5 regional states, doesn't that get like "we have 10% over here you get 15%, you get 20%, MEYER said it would be logical that different states would have different job priorities and thus salary priorities.

440 MEYERS said that method of measuring government jobs leaves something to be desired, OPEU has discussed this at length with the Executive Department, for a better method.

453 MEYERS stated this is an imprecise system, which leaves it's self open to lack of objectivity, purposely or not purposely. MEYERS said they have a great respect for the personnel analysts in the Executive Department and yet there have been many times where the lack of objectivity and lack of consistency that this system lends it's self to, agencies differ from agency in definitions of kinds of work in the same class.

Tape 58 - Side B

001 MEYERS continued from EXHIBIT D

045 MEYERS noted in EXHIBIT D the compensation plan, and noted the bottom 15 salary scales have extended longer steps than the 6, this was created primarily according to MEYERS because in 1974 the clerical series of classes which used to be 11 was re-structured into 3 basic clerical classes and in order to accomodate the transition of those 11 classes to the 3 they bottom 15 steps in the salary range were extended (to 9 or 10 steps in some of the classes) so salary ranges with steps below the normal range minimum are called "extended benefits". MEYERS noted another affect is that most of the trades and some of the scientific medical technical classes have 3 steps (the 3 top steps of the salary range) and are called "condensed salary range", these happened apparently because of the market pricing showed that the state got behind in salaries, so instead of trying to fix the whole salary range and the whole 6 ranges above they condensed the salary to the top 3 steps, to remain competitive. MEYERS said these are some the kinds of things that happen in piecemeal fixing, and demonstrate some the very kinds of things she was trying to demonstrate in the cultural and market criteria, which then reflect comparable problems.

070 MEYERS noted prepared testimony "grading for difficulty".
095 MEYERS noted prepared testimony " state of the art systems available.".
109 MEYERS said when negotiating with the Executive Department who told OPEU in 1981 "that there is no perfect system" and "we have one" OPEU agreed there is no perfect system, but do not remain satisfied with the horse and buggy to get "us there when there is an airplane"

131 Senator BROWN asked about the Thompson Association studies, and what did MEYERS like about them. MEYERS stated Thompson used a system that would build in the state's own priorities, and own input better than some others, more flexible methodology. See EXHIBIT D, Ex. No.3

152 JEAN DE LUCA, OPEU addressed the committee and said she would show examples within the state, that MS. MEYERS had discussed, and added that some of the classifications are very difficult to understand unless a close look is taken, and planned to show the committee overhead slide visual aids.

172 DE LUCA presented prepared testimony, page 5 of EXHIBIT D, and noted she would be introducing union members for discuss portions of her testimony, as they were directly involved with the issues.

180 DE LUCA then presented overhead slides, which are also located in EXHIBIT D, Ex. 5 & 6, which were according to DE LUCA examples of inequities withing the present classification system.

288 DE LUCA stated that there has not been a review of the classification system.

268 Senator HOUCK asked DE LUCA if presentation wasn't the exact presentation they would present to the Executive Department in a collective bargining setting, DE LUCA said it was one thing that they do, but the problem is that it makes the union responsible for the pay inequities, as in bargining one class may be upgraded at the expense of another, the problem was that the whole system hadn't been looked at. HOUCK said maybe not as a whole with the union, but "that is the Executive Department's job to determine classifications, they look at it from a whole". HOUCK objected to the statement that "they haven't looked at it in a whole". DE LUCA responded that "there is as MS MEYERS pointed out, no set methodology in looking at classifications as a whole."

347 PALMER addressed the committee and review the history of Psychiatric Security Aide job classification noting the pay scale at the time of job creations, was set as the same as correctional officers, noting over the years the correctional officer job has remained unchanged, and the skills required for psychiatric aide have dramatically increased, which in some cases requires maximum security in a medium security facility, and are also by law required by to be responsible for the custody of the patients, and care and treatment. PALMER described the daily duties of aides and facilities.

400 WYERS asked how it would be factored in that a correctional officer is locked in, PALMER said psychiatric aides are also locked in. WYERS noted there is a factor of hope in a mental instution, how would this be factored in PALMER said staff is locked in, to get from the front door to her ward she needed to go 5 camera controled cages, and one key control cage, but locked doors in a prison or hospital are still locked doors even with the feeling of hope in the hospital, that along with the hope is the feeling of responsibility.

489 Senator HENDRIKSEN noted that in her study of comparable worth that the very skills of nuturing, positive human action are devalued, basically by the fact that they do have these skills there job was consider less valuable she would consider just the opposite, the fact that most jobs requiring nuturing which women tend to gravatate to tend to be devalued in terms of dollars, may be the thought is "well you are providing nuturing, so you don't need to get money" and noted the nurses and tree trimmers, cutting limbs off trees you got paid more than nursing services to the patients.

478 Senator WYERS said it was like coming to the legislature, than practicing your trade in the community, that he was trying to attack the idea, but was trying to understand it

040 Senator HOUCK asked if there was great demand for the job of psychiatric aide, PALMER stated recently there was "no list" when a position opened, but now with the general economic times workers are not leaving jobs. CHAIR thanked PALMER for coming.

055 DE LUCA noted an example, which she thought Senator MC COY would be particularly interested in, that of different groups in different agencies performing the same of similar duties and being paid differently , see EXIBIT D page 5, and Ex. 6 of EXHIBIT D DE LUCA noted in Ex. 6 of Exhibit D that under "examples of work section "DRIVES TEAM PULLING MOWER OR OTHER EQUIPMENT" was an indication of how long it had been since this job description had been updated.

155 DON PREBUS, Social Worker and OPEU Local President discussed problems with Casework/Social Worker classifications; described both job's duties; responsibilities; noted Social Workers have Masters degrees, Case Workers have a Bachlor degree; that the only difference in jobs is the possession of a MSW degree. PREBUS noted that this similarity has caused Case Workers to call for equal pay for equal work, however Social Workers have not been happy with the situation that their jobs are not designed to maximize their professional training. PREBUS noted that Juvenile ParoleCounselors, which are Corrections Officers III are paid more than Social Workers, where the Corrections Officers job classification does not call for graduate training, and that Social Workers with graduate training in related fields are not given addition compensation simply because the training is not specifically in social work. PREBUS stated that simply put what they have a CSD is a classification system that in practice bases compensation for the two largest groups at CSD on educational qualifications alone and does not differential between what is done for the public in terms of the knowledge, skills and abilities and responsibility in the job, this leads to morale problems and attempts to bring about resolutions to this problem have been fruitless and frustrating both the employee and the managers at the agencies. PREBUS noted in 1977 the Department of Human Resources proposed a single classification system that would paid after a period of time both classes at equally at the top step, which simply ignored any referrence of level of difficulty of work and made an automatic increase with experience regarless of duties assigned, which was not satisfactory solution to any group of employee, PREBUS note 1978 & 9 studies to propose a new class structure, however the study and recommendation was set aside,by the Department as it was out of character with the rest of the classification systems.

234 PREBUS stated a proper system must be based on credit being given in three areas 1) education, 2) experience 3) knowledge skills inherent in the job

249 Senator HOUCK stated he wouldn't want this philosophy in the universities and school districts as this is the basis of pay scale for teachers and professors.

268 DE LUCA introduced VICKI HOWRY, a clerical worker from University of Oregon to further discuss the problems within the clerical classification.

271 HOWRY, Administrative Assistant at U of O, stated she had worked

273 HOWRY at U of O 7 years, and worked at 3 levels in the clerical classes, and for the past year involved with OPEU clerical committee, and conducted a survey on U of O campus, of every employee and asked employees to rank order their concerns. HOWRY stated there are 600-700 clerical employees on campus, but no method for sub-dividing the mailing list so the survey was sent to all 1300 employees.

282 Senator BROWN noted he had to present testimony in another committee and had to be excused, but did not wish to seem uninterested of concerned with witnesses comments.

288 HOWRY stated they received 130 surveys back, 20% response rate, and the majority responding were clerical workers. Respondents ranked pay inequities as #1 concern, several noted low pay scales for clerical workers, one commented "working a 40 hour week, and doing a good job, and earning a subsistant wage, was the greatest frustration". HOWRY noted others stated "devalued wages, wages not equal to the value of work performed". HOWRY said the survey didn't mention classification system, but it was brought up be respondents. HOWRY said through conversations with other workers she thought there were problems identifing levels of clerical work, and suspected many people are working at inappropriate classifications, entry level people doing intermediate level work and vice versa. HOWRY also said that it is possible that purely clerical positions are called something else, for example "Education Project Aide" or for positions to be called clerical because another classification doesn't exist.

313 HOWRY stated clerical and food service workers are the lowest paid workers on campus, entry clerical positions paid $737/month, entry level janitors (male dominated) $855/month ($120 per month more), entry level grounds keepers $933/month ($200 per month more), HOWRY said she didn't know what exactly janitors, and grounds keepers did, but that the clerical jobs were probably as difficult, perhaps as difficult in different ways; and added that she didn't believe janitors and grounds keepers were paid too much, it's that clerical is paid too little out of custom for reasons that are false like women only work for supplemental income or clerical work is easy and not very important. HOWRY stated that the value of clerical workers has been incorrectly assessed, and an objective point factor study of state jobs will show that clerical workers are underpaid.

338 CHAIR stated since the committee would be continuing that she would now invite opposition testimony to speak, and Alice Dale of OPEU was asked to return, and noted she would stay past 10:00 a.m., and opposition witnesses needed to speak today.

356 CHAIRPERSON HENDRIKSEN stated she would like to take those who could not return, and invited LIN LUDWICK to come forward, and asked Ms. Ludwick to identify herself, and any group she was representing.

357 LIN LUDWICK of Gresham Oregon apoligized for being in and out of committee, that she had been at the expert testimony Wednesday and went to the committee office and asked for the procedure, and were told this would be a public hearing and come 10 minutes before, and was very concerned as the time was approaching 10:00 with Senators leaving, so apoligized for being out of the meeting talking to individual Senators.

368 HENDRIKSEN said the committee does try to accomodate the public and assured her that Senators who had to leave will receive briefings.

371 Senator MC COY suggested the witness that this is an extra day that the Senators are donating, because many could have doing other things.

377 LUDWICK stated she appreciated this, that she had heard "the rest of the guys are out playing back home, that she had heard this on the radio.

381 CHAIRPERSON HENDRIKSEN stated the Senate and House were on a one day break, but asked the witness to go ahead and testify. Senator HOUCK noted the pay doesn't stop on the "donated day".

386 LUDWICK reviewed in her opinion the previous testimony, including the expert witness, and said she was deeply concerned that some basic things like documentation given to the committee, was highly biased, and realized all have biasis, but the feminist bias is reflected in testimony was biased with 2 exceptions, the National Committee on Pay Equity, and League of Women Voters, article from Working Women, article from Democratic left a non documented article, document from the California Commission on the Status of Women, Ms. magazine, and Ellen Goodman article, so "begged the committee when going through the materials to note the bias is very feminist". LUDWICK said "by feminist she didn't mean she was against equal pay for equal work" she agreed with this point, but was concern her were the other issues of the feminist organization, Women's Coalition in particular who are pushing homosexualality, gay rights, abortion on demand, and equal rights amendment, but won't submitt one in the State of Oregon, according to LUDWICK.

419 LUDWICK said witnesses prior to her today had mad a"major, major error, the presupposition upon which all this material lies, and if this material. LUDWICK stated the assumption is this "that government forces women into lower paying jobs , women are not systematically forced into low paying jobs, they choose to take these jobs, they self segregate.

32 LUDWICK noted personnel directors say jobs are open in the blue collar area, but said women choose not to take these jobs, and choose white collar jobs with lower pay, that it was interesting that the documentation that just came out from the Census Bureau indicates that in 1972 there were 74 women for every 100 men in college, in 1981 108 women for every man in college,"something's going on in the free market system all and by it's self, if women want to stay in the blue collar jobs, why are there 108 women to 100 men, something is going on, that we are self segerating ourselves out by our own permission".

Tape 60 - Side A

004 Senator WYERS said "with all due respect" he "hadn't heard that arguement made with a straight face since I read in the history books the arguements that were going on in the South just before the emancipation of the slaves" and said he meant this with all seriousness, that was the arguement made "that the slaves were happy in their circumstances.

008 LUDWICK said she did not believe this was a comparable issue and did not believe "pay equity and race segregation are the same thing at all". WEYERS said "with all due respect he did believe this", LUDWICK said she would draw the analogy further then, " I am not forced to live in California, and Californians are not forced to live in Oregon, I have self segregated myself" she didn't call this unfair.

014 WYERS said "when my daughter was about 5 years old, I borrowed a book from the library on mathematics, and brought it home as it had been very ingeniously put together, you could make math visually understandable and so when my daughter got 5 years of high school math and a good scholarship to a good school she knows math, but if I hadn't brought that book home and if my wife hadn't read to her and taught her, we could suppose could say now that if she were happily a secretary somewhere that she had choosen that after we had taught her for 18 years, that girls didn't understand math and shouldn't bother themselves with complicated subjects" WYERS said "it has so much to do with so many factors as to what they chose, to say that they self segregate themselves, "misses the point tremendously".

025 LUDWICK said the culture has certain values and she preferred to "go by those, than government telling me what a value system should be"

030 Senator HOUCK said he had to leave and apolized to those people who have taken their time to appear but he had a pre-arranged appointment and if the CHAIR wants to take "these meetings further than designated time" he suggested the committee be notified.

035 CHAIRPERSON HENDRIKSEN said she also thought it would conclude at 10:00, but due to requests of people from out of town, she extended the hearing.

038 LUDWICK state it seemed "unions and women want the goodies, but want government to get them for them, and still believed the free market can best handle the situation." LUDWICK said many believe government is over paid, and that even as the bill is only asking for a task force the bottom line is dollars. LUDWICK commented on the unions; said she was concerned with the outlook for business in Oregon; wanted to know "where does this thing stop, how do you evaluate worth, that there is no stopping; that comparable worth is an individual choice; every women has"the right to choose"; noted State of Washington , City of San Jose; that collective bargining can address the issue if people feel the situation is unfair; and concluded that it is a false assumption that government forces women into lower paying jobs, women by choice take lower paying jobs, it's a free market, and "I can go get what ever I want, based on my qualifications abilities", and was thankful to be in a Country that allows her so much freedom and so much priviledge, and encouraged the committee to look at fiscal impact, that states have to live within their budgets.

134 CHAIRPERSON HENDRIKSEN stated she was prepared to stay until 11:00 a.m. to take testimony for the record, for those who can't come back, but there would be additional time Monday and Monday evening, and she was glad that there was so much public interest in this issue.

138 MARYLIN SHANNON, Estacada Oregon, thanked the committee for taking their break day for hearings.

143 SHANNON submitted prepared testimony marked EXHIBIT E and said that the people testifing before the committee took a day without pay to come before the committee because she spent her own money to come.

148 CHAIRPERSON HENDRIKSEN stated it was her understanding that state employees that come on these kinds of issues do so at their own expense, and are compensated only if the committee requests their presence.

154 SHANNON identified the issue as a"socialist/feminist issue" that she is a feminist, and works for a school district, and supported LUDWICK testimony, in that women chose lower paying jobs, because she had never seen a women apply for principal position and been refused, that not many women apply for higher paying jobs. To Senator WYERS, SHANNON said "when the Judge in Denver Colorado commented that this case was pregnant with the possibility of disrupting the entire economic system of America"

166 SHANNON noted The Feminist Manual called "The Document" and prepared to read a quote, that this was the feminist manifesto, and that exactly what "they want to do".
168 CHAIRPERSON HENDRIKSEN stated she was not familar with the material mentioned, could she clarify for the committee.

169 SHANNON said "you're not?" and explained the material was called "The Document" and read a quote, page 1 of EXHIBIT E and said this was the goal of the feminists "to re-establish the social order in America".

175 HENDRIKSEN asked who published this, or who wrote it. SHANNON said it was a group in Minnesota, and it was out of print now. See EXHIBIT F for witness's copy of copy.

182 SHANNON went on to say that "they want men's pay brought down, that she is a women, and she works and she is not a socialist, and wanted it clarified that the women who are working "for this" are in her opinion want a socialist form of government. SHANNON added that"women are not a minority in the United States and not in Oregon, that this was not women's issue, that equal pay for equal worth is a socialist issue".

191 SHANNON addressed the previous mention of "59¢" and said "show me a women who's making 59¢ on the dollar to a man, that is doing the same job because it's violating state and federal law", no one can produce a single women who earns 50% of what a man earns for the same job, if you know of a violator, you should report it, tell me and I will report it"

191 Senator MC COY left the hearing.

254 SHANNON stated "no state in the union has comparable worth".

256 SHANNON distributed a series of clippings marked EXHIBIT G

313 Senator WYERS asked if SHANNON worked for a school district, SHANNON said yes, that when people don't have jobs, they don't pay taxes and the school districts suffer, and it's time that the whole legislature decided to be pro-business, so the working man would have jobs and pay taxes, every bill that is pro-business, you should support, because it's supporting the working man.

326 Senator WYERS noted that each committee member in private lives are in private business, in the free enterprise sector, and the witness should be"a little ashamed of yourself to call this idea socialist over and over because that is perilously close to name calling of the sponsors who are not socialists and do not espouse socialist ideas."

343 SHANNON asked "what is socialism", Senator WYERS said a school book example was government owning everything, SHANNON said "that's communism, socialism is re-distribution of the wealth", WYERS said "socialism is government owning the railroads", SHANNON said" that's communism", WYERS said "the school district, that you work for is a socialistic approach to providing education to the students in that area". SHANNON said she was not ashamed of herself, that she was not calling anybody a socialist, but was saying it was on "the socialist feminist agenda, that she was not calling Senator HENDRIKSEN a socialist".

360 Senator HENDRIKSEN said that the 40 hour working week, and minimum wage were once on a socialist agenda.

368 BRENDA SHEA appeared before the committee and shared personal experiences which she felt very strongly about and offered two suggestions: 1. evaluation with a human element, as opposed to a computerized system, and 2. and have more than one evaluation per quarter, but more frequently, so that situations can be corrected as the're occuring instead of after the fact, when it doesn't matter. She went on to share the experience which lead her to these suggestions, and described it "as devestating".

427 Senator BROWN arrived back at the meeting at 10:25 a.m.

Tape 61 - Side A

026 HELEN DALTON appeared before the committee, and stated she was a secretary, and had done carpentry, masonry, electrician's work, and did not go for Senate Bill 484, and presented prepared testimony marked EXHIBIT H

112 DALTON presented Chairperson HENDRIKSEN with a jar of homemade strawberry jam as a symbol of her "other worth", Chairperson HENDRIKSEN said she was sure the "jam was priceless, and she and other members of the committee were just then hearing in the Judiciary Committee a bill regarding legislators accepting gifts her Committee Administrator would accept the gift, and thanked the witness.

117 EVELYN RIEDER, from Washington State, AFSCME appeared before the committee and presented a written outline of her remarks, marked EXHIBIT I, and spoke in favor of SB 484, saying she was and members of AFSCME were pleased that the committee was considering such a bill.

130 RIEDER supported employees of a state to discuss SB484 issues in legal process, and said her union had been involved in a number of government negotiations, and were the union mentioned in prior testimony involved in the City of San Jose, although a outside consultant was involved in the process, the union and city management member worked with the consultant to make sure the job discriptions were truely what the workers did, and said if SB 484 did go into effect the task force would represent both sides in describing jobs to make sure that is really what the workers were doing.

161 RIEDER outlined several things that ASFME has discovered as important issues to look at when doing a job study:
1) light vs. heavy work concern, dexterity vs. mass muscle, that amount of weight lifted needs to be considered as well as fine muscle coordination
2) level of physical danger, should ask that dangers inside as well as outside be looked at, fumes, noise, fast moving equipment
3) responsibility for property vs. persons is a major category, and suggest a range of factors to be considered
4) amount of interruption and simultaneous processing
5) contacts with public.

See EXHIBIT I.

212 RIEDER stated that figures quoted for the State of Washington were accurate, and were escalting, because the Governor Evans did put some money in his budget to begin implementation.

221 HENDRIKSEN asked if the plan for phase-in began in 1974, perhaps over a period of 10 years. RIEDER said she understood that an effort would be made in the first biannium, but it would take longer, that state workers wanted a gesture. HENDRIKSEN said she was told that how it would be done, with 2 funds, did she have and information on this. RIEDER said that was correct.

253 Senator WYERS said that when Senator BROWN had returned to the committee, WYERS had said something to BROWN about the prior witnesses testimony, partly in jest, and wanted to let the record show that it was in jest, and would be discussing the testimony in depth with BROWN at a later time, that the witness had heard his comment in jest, that he did understand the difference between saying an idea is socialistic, and the sponsor of an idea is a socialist, that when using highly charged words, it can cause misunderstandings. BROWN made a note that Senator WYERS was a former student of his, and know each other well enough to talk each other with a grain of salt.

283 RIEDER spoke about the State of Washington, saying state employees are represented by a union that does not bargin for wages, the legislature sets wages after doing studies. She added that "when Dixie Ray was running for governor, she was committed to comparable worth, and when elected she removed any money from her budget to implement comparabel worth.

334 RIEDER spoke about the City of Spokanne, saying ASFME had represented city employees, and were successful in bargining with the city to do a study don "in-house" and will be implemented in July'83 , and offered to work with the committee sharing information, that this situation was relatively new. RIEDER said she did not presume discrimination.

381 HENDRIKSEN pointed out that most civil rights law does not require intent to discriminate for the court to find discrimination, if the effect is discrimination. HENDRIKSEN stated as she understood the Gunther Case, the issue was "does Title 7 go beyond the Equal Pay Act, the significance in the case was saying you can use Title 7 to state a cause of action for comparable worth, which is broader than the Equal Pay Act, and thought what happended in the Denver case, with a different judge, was that the judge was

400 unwilling to define Title 7 to go beyond the Equal Pay Act, and she didn't believe the case hinged upon whether there was discrimination.

437 DAVID HOOVER thanked the CHAIR for extending the hearing and stated he had a few comments, saying he had his own business in Milwalkee, in re-sale of computers with 2 employees, and had begun the in the clerical area, and as a small business man looked at SB 484 with alarm as precedents were set in goverment, and trickles down.

467 Senator HENDRIKSEN said she "had heard about trickle downs".

468 HOOVER said he had had alot of peers with opportunity to branch out into business themselves, and take the same risks he had taken, but as looked at SB 484 he was appalled at further requlation in first state government and then looming impact in the business world.

483 Senator HENDRIKSEN noted that the state already has to do classification, SB 484 is only addressing the way it is done, that this is a different concept from equal pay.
Tape 60 - Side B

027 HOOVER was concerned of fiscal impact, that fewer and fewer will be paying the "bill".

037 HENDRIKSEN noted that as people are paid more, they pay more tax. HOOVER invited the Senator to continue this line of thought. HENDRIKSEN said that in her opinion now "we are asking women employees to pay a subsidy by giving of their labor which is undervalued, that they are paying an additional so would rather see workers paid from an objective basis that will fairly compensate and when that occurs that will pay less in subsidies in food stamps and welfare, and public assistance.

053 HOOVER noted that the second employee had was bringing on was a single mother formerly on state welfare, and state regulations made it impossible to hire her part time, either she had to come on part time at the part time salary he was able to pay at this point, and abandon state aide or stay on state aide. HENDRIKSEN said "we have some very bad regulations in this area". HOOVER said when the state is involved unnessarily in our lives then it begins to impede free enterprise, and as result not the normal give and take, with greater segregation. In response to HENDRIKSEN's question, HOOVER said he believed there could be greater segregation than at present, and aske "who will pay"

069 HENDRIKSEN said "someone is paying now" and noted that paying minimum wage, 40 hour work week, ending child labor, all infringed on the free market place. HOOVER said we will have to live with the result, not the intent.

134 CHAIRPERSON HENDRIKSEN noted for the record a note from ANN HOFSTETTER, Director of Auxiliary Services University of Oregon Health Sciences, that she had hope to testiy in strong support of SB 484, but was not able to attend, EXHIBIT J, and American Association of University Women Oregon State Division submitted a statement for the record, marked EXHIBIT K

142 CHAIRPERSON HENDRIKSEN reviewed the witness sign up list to see that everyone who could not return to the next hearing was heard, and finding none adjourned the Senate Committee on Labor at 11: 07 a.m.

Respectfully submitted,

Laura Patterson

Laura Patterson
Committee Assistant

EXHIBIT SUMMARY Senate Bill 484

A - Commissioner of Labor, Mary Wendy Roberts, 10 pages
B - testimony Commissioner Mike Lindberg, and articles by Lindberg given by Dianna Mc Coy, 9 pages
C - Metro Human Relations Commission statement by Adair, 1 page
D - testimony and examples given by Oregon Public Employes Union,27 pages
E - prepared testimony of Marylin Shannon, Estacada,Oregon, 3 pages
F - "The Document declaration of feminism, 27 pages (to support Shannon test.)
G - articles (newspapers)to support Shannon testimony ,2 pages
H - prepared testimony, Helen Dalton, Wilsonville, Oregon,5 pages
I - prepared testimony Evelyn Rieder, ARSCME Washington State, 1 page
J - memo noting Ann Hofstetter support, SB484, 1 page
L - National Committee on Pay Equity materials entered in Bill Folders of committee members as supplemental material for background, refered to in testimony 3/23/83 and 3/25, not specifically discussed 3/25,17 pages
K - American Association of University Women, 3 pages (written testimony, and organization goals)

SENATE COMMITTEE ON LABOR

March 28, 1983 — Hearing Room A

8:00 a.m. — State Capitol
Tapes 62,63, A&B
64 A

MEMBERS PRESENT: Senator LENN HANNON
Senator C.T. "CUB" HOUCK
Senator JOHN KITZHABER
Senator WILLIAM MC COY
Senator JAN WYERS
Senator WALTER BROWN, VICE-CHAIRPERSON
Senator MARGIE HENDRIKSEN, CHAIRPERSON

STAFF PRESENT : CHEYENNE CHAPMAN, Committee Administrator
LAURA PATTERSON, Committee Assistant

WITNESSES : Senate Bill 484 - comparable worth

Nellie Fox, Oregon AFL-CIO
Senator L.B. Day District # 16
Jim Standerfer, Vice President Human Resources, Lamb Weston
Judy Goldsmith, President National Organization for Women
Judy Fulghum, Consulting Partners, Tualatin Oregon
Sam Gillispie, Oregon AFSCME
Sylvia Wirth, Jefferson Oregon
Elizabeth Freauf, Turner, Oregon
Mona Sturges, President Women's Rights Coalition, former Local Government pensonnel analyst

Tape 62 - Side A

011 CHAIRPERSON HENDRIKSEN called the Senate Committee on Labor to order.

011 CHAIRPERSON HENDRIKSEN called the meeting to order and the clerk called the role, at 8:05 a.m., and CHAIRPSESON began calling witnesses from the list carried over from the 3/23/83 hearing.

018 NELLIE FOX, Oregon AFL-CIO and was appearing in support of SB 484 and while AFL-CIO was aware that SB 484 was just the first step, with the people in the public sector she pointed out that this was a very serious problem in the private sector as well. FOX said an other point was that this was not "just a women's issue", that predominately this will fall to women in the work field, and it is a significant factor in male employment also, FOX referred to EXHIBIT A and noted predominately male categories and the wage discrepancies.

054 SENATOR L.B. DAY appeared before the committee in support of SB 484 and declared a conflict of interest in that he represented women in food processing, that issues addressed in SB 484 in the private and public sectors over the years. Senator Day said he was a sponsor of legislation 4 years that changed the Civil Service Act in the state to allowed collective bargining agreements to be the prevailing force as opposed to 700 statues that could affect bargining.

076 Senator DAY stated he had a group of professors approach him about 6 months ago, to inform him that there was a court suit by a group of Oregon State professors regarding compensation

094 Senator MC COY asked Senator DAY if he felt that the free market would correct the inequities regarding issues raised in SB484. DAY said no, he did not, and cited an example in the industry he used to work with of canneries, where at one time equal pay for equal work was considered radical, and that equal pay for equal work would have never come about in this situation without legislation.

114 Senator HOUCK asked Senator DAY if SB 484 would upset collective bargaining balance to the point that it would be better handled through the system than SB 484. DAY said his experience had been that when affirmative action legislation began at the federal level, he had seen that, but that the collective bargining system was aided by federal legislation, and had also seen alot of interference by federal legislation; that having a law is necessary, that it was like having a hammer in a velvet glove, but the cornerstone needed to be laid. In response to HOUCK, DAY said that he believed women were confined to certain types of jobs, that the 1964 federal discrimination laws took 6-7 years to implement; but he did not feel the situation of women in his industry receiving less for the same job men were doing also was exhibited presently.

170 Senator HOUCK said he felt that SB 484 may upset the delicate balance of collective bargining.

179 Senator DAY said that we were not discussing the private marketplace today, that this was a seperate issue, that State government was the worst discriminators, and the last to obey the law in polution control, and sometimes "they need a thorough kick in the pants", that 4 years ago "we gave them a pretty good kick in the pants with SB 57, and 3 or 4 Senators in this room that voted for it" that this helped alot, that SB 484 will get the job evaluation classification system going, and there is no way we can tell

189 DAY what basically in an objective way to measure this without this kind of study, and he was convinced to bring particularly women to management positions , and there should be, although there has been some effort, but it was still lacking, that private industry had done better. That SB 484 would give the state the kind of information needed.

203 HENDRIKSEN asked DAY if his industry had eliminated sex segregated jobs, DAY said yes, absolutely, and said that in 1973-4 when integration in his industry began, they almost "had a revolution, when the macho types and women all began at the same job, but after 2-3 year everyone accepted the fact that all began at the same job and worked up", and said he was speaking about production workers. DAY said in the clerical area, there were some major problems, banking for instance, at least he had heard this. Senator DAY said the discussion had gone astray from what the bill was about, the SB 484 was about a job classification study for the State of Oregon public employees, it's way over due and needed and he hoped "we pass it".

226 JIM STANDERFER, Vice President of Human Resources for Lamb Weston a food processing company in Portland Oregon, and have been involved in compensation and job evaluation systems for 15 years and was before the ocmmittee as a concerned tax payer. STANDERFER said by definition c omparable worth required equal pay for equal worth in the strictist sense, in his opinion it would involve jobs that are similar, and said in the broadest sense it would compare dissimilar jobs across job families. STANDERFER saying that he didn't believe Oregon employers intentionally discriminated, but for the moment consider discriminatory practices do exist which resulted in wage differentials, the under lying issue is not comparable worth, but discrimination, pure and simple. STANDERFER stated he thought comparable worth was being offered as an answer to discrimination. He said he believed we need to examine 4 factors which lead to pay discrimination, 1. employment discrimination, 2. labor market discrimination, 3. job evaluation process it's self, and 4. job pricing process.

297 STANDERFER noted that Equal Pay did allow some differentials, and cited these as valid seniority, merit system, quality or quantiy or work, and factors other than sex. He noted the requirements of Title 7.

309 STANDERFER noted Oregon statues that "already address pay discrimination based on sex, and noted the language in Oregon statue, which says comparable HENDRIKSEN noted that the choice of words were put in for the benefit of men who were in the military service. STANDERFER noted ORS 652.220 and stated Oregon had the enforcement of comparable woth within this statue.

340 HENDRIKSEN said she didn't believe this was quite true, that the above statue was a Wage and Hour statue, and what SB 484 was about was an obligation of the state make sure the state employee classification systems were accurate, that if every state employee sued the state this would not be good management. HENDRIKSEN noted that as a Wage and Hour statue this statue was for individual suits, that the state wouldn't get involved suing itself. HENDRIKSEN said the witness was perhaps correct in that this staute was a policy, and it hasn't had the effect he was suggesting.

393 STANDERFER discussed seniority, stated that if Oregon can accomplish the goals in SB 484 that has never been accomplished, and in fact the points in the bias free point evaluation system of classification has been in government

Tape 62 - Side A

and industries for 30 years and hasn't yet been able to develop a system for accomplishing the criteria.

473 STANDERFER noted the Carter National Academy of Science study identified pay discrimination problem, but did not offer a solution.

Tape 63 - Side A

003 Senator BROWN left to attend Ways and Means.

004 STANDERFER said when wage discrimination exists, pay will generally be less for women, and supported enforcing employment discrimination laws which will be slower than comparable worth legislation, but the laws were in effect to do this; that job evaluation was an art, not a science, that definition of "worth" will vary according to what is perceived as value, to the evaluator; that educated men and women will benefit the most if comparable worth is enacted at the expense of skill and semi-skilled tradesmen who have successfully negotiated for higher wages assuming a limited amount of dollars as opposed to raising all workers wages who are undervalued currently; currently 5 systems are used to determine fair pay:

1. time spent on job
2. output, quantity, quality
3. job content
4. labor market supply and demand
5. all workers paid equally

073 STANDERFER asked if the study showed female dominated classifications were paid lower than the market, would the state pay females more because they are women.

092 STANDERFER said that one of the most telling arguements against state government implementing comparable worth was the producitivity equation, that when an employer is required to spend money not required by it's own need the cost side goes up, that there may or not be a gain in goods or services to offset costs and asked if quality or quantity would go up if certain workers were paid more.

112 HENDRIKSEN stated the witness hadn't heard testimony about sex segregated jobs, that women were segregated in low paying jobs which appear be paid based on sex rather than what the workers were doing, so if the state did not enact comparable worth, how would he see sex segregated jobs as being discriminatory. STANDERFER said he did see this as discriminatory and should be address with equal employment opportunity law.

150 HENDRIKSEN asked if STANDERFER used a point system and he said yes they used Norm Willis consultant point system, and in response to HENDRIKSEN question of whether they used this system for management, or all employees, STANDEFER said it was used "for all salaried employee"

Tape 63 - Side A

244 JUDY GOLDSMITH, President National Organization for Women presented a resolution passed by the Oregon NOW conference 3/28/83, marked EXHIBIT B and said it was a pleasure to be in Oregon before the Senate Committee on Labor and said she was appearing in support the concept of SB484, comparable worth.

263 GOLDSMITH stated the concept was extremely important especially in view of the what has been called the feminization of poverty, and said the NOW Oregon conference defined comparable worth as among other things that "comparable worth is the value of work measured by the knowledge composite skills, effort, responsibility, and working conditions required in the performance of work regardless of sex." GOLDSMITH said when the recent movement for women's rights began in the late sixties the focus was at that time for economic issues for "equal pay for equal work" it was at that time considered somewhat radical and is no longer in 1983, in spite of the fact that "we still do not have equal pay for equal work" but "we do have the continuation of a gap, and economic devastation suffered by women. GOLDSMITH cited the 59¢ wage gap, that is was the economic problems that women have faced result in the fact that today women and their children constitute 2/3 of the poor in this country, and the study done by the National Advisory Council on the Economic Opportunity indicated that by the year 2,000 women and their children will constitute all of the poor in this country. GOLDSMITH said one of the ways we can turn this economic tide is to support studies of comparable worth and implement those results. GOLDSMITH said comparable worth is complex and will require revising thinking about occupational categories and compensation for work done in those caterogies. GOLDSMITH said in most places nurses are still paid less than tree trimmers,

321 GOLDSMITH asked the comittee to consider that while we are pragmatic she understood that women needed to be reasonable considering the financial impact, that cost projected of correcting the problem, is a cost being paid today, by women, and it is the cost of sex discrimination, and urged the committee's support.

339 JUDY FULGHUM, of Consulting partners, Tualatin Oregon appeared before the committee in support of SB 484, see EXHIBIT C

489 Senator WYERS returned to the hearing.

Tape 62 - Side B

127 SAM GILLISPIE, representing Oregon AFSCME appeared before the committee in support of the bill, and said much of his comments were stated by previous testimony and he wished to rebutt some of previous testimony, and presented written testimony from which he "hit the highlights", see EXHIBIT D

206 GILLISPIE stated in response to questions raised by Senator HOUCK 3/25/83 "why do we need an study", and said we need a study because we need to demonstrate the fact of pay inequities exists.

211 Senator HOUCK this was an interesting question, but didn't remember asking it.

Tape 62 - Side B

211 GILLISPIE said that he didn't recall if and when Senator HOUCK asked the question, but he recalled Senator asked a similar question, HOUCK asked GILLISPIE not to equate the question to him, GILLISPIE stated no offense was intended; HOUCK said the point was that he understood why the study was being asked for and asked to be quoted more carefully.

231 GILLISPIE said the reason his union had a strike in San Jose and his union's position in San Jose, was that they helped elect a city council on the basis of a study had been done, completed and results would were there, and the union did an independent analysis of the city's economic situation and found that in fact the City had the money to implement the study as determined by both groups, and the city failed to implement that study even though many parts were implemented from members of managements so Local #101 decided to strike and after 9 days pay equity was adjusted.

280 GILLISPIE noted that Civil Rights legilation passed in 1964 and 1972 that only jobs that are substantially equal can be compared, and the definition of "substantially equal" is unclear.

313 GILLISPIE noted that most organized labor has supported legislation that address inequities of all workers, whether they are organized or not, that most labor does not think this supports unorganized workers.

340 GILLISPIE did not feel comparable worth was a phrase that will pass away with time, it is a national movement that will become universially accepted as more women work and vote, and asked the committee to allow Oregon to step into the future. See EXHIBIT E for additional comments made in rebuttal to STANDERFER testimony.

363 SYLVIA WIRTH of Jefferson Oregon presented written testimony, marked EXHIBIT F. in opposition.

Tape 63 - Side B

032 In response to WYERS, WIRTH said she had no doubt that if the study was done in state government, it would spread to small business.

071 WYERS noted that he didn't think this would happen with SB 484 that it would take additional legislation, which would be opposed, and he respected the feeling that government shouldn't be overly interfering.

075 HOUCK said he heard witness saying was small businesses now fear the impact of what this will do in the form of taxation, through the precedent it will set, and will lead to discrimination suits.

084 EL IZABETH FREAUF of Turner, Oregon submitted written testimony, marked EXHIBIT G, and said she apoligized for her outburst, questioning why it appeared she was being called out of turn, that she had sat in a number of public hearings during this legislature and continually saw that most of "us have to wait while the rest of the appointed elected officials get to speak before we do and was under the impression that everybody got hear before we did" CHAIRPERSON HENDRIKSEN said there was a courtesy that

Tape 63 - Side A

091 that a Senator or a Representative are allowed to come in because they are often in other committee meetings, FREAUF said she had the same problem with her schedule also, that John Doe Citizen has a job too, and had given up a great deal of their time to testify, at own expense, would the Senator forgive her, HENDRIKSEN said she would be happy to.

098 FREAUF noted most prior testimony had addressed the legality of the issue, she planned to address it from a different angle, and stated her opposition, and read testimony marked EXHIBIT G

110 FREAUF noted that she said "Mr. Legislator, not Ms. Legislator" on purpose.

113 Senator KITZHABER returned to the meeting at 9:40 a.m.

161 FREAUF stated in her prepared testimony p. 1 " It definitely appear to be a women's battle with the men standing on the sidelines eoncouraging the confrontation. (Sort of reminds me of a recent "pool table" rape....) that men are angry with women in general" that she could understand this situation.
162 Senator HENDRIKSEN asked if she understood the rape to be against the feminism movement? FREAUF said she didn't know but had a feeling, which she was about to explain, that men are very angry at all women because "we've been putting them down and demanding that, and this is just their way of striking back at any women that comes along, not necessarily one that is part of the women's movement" that this was just an aside comment, and returned to prepared testimony.

365 FREAUF from prepared testimony said in effect that legislators do not give enough attention to private citizens, that often by the time they testify the legislators are "wandering rudely around the chamgers getting coffee and whispering to others, You really don't care very much about our input but You tolerate us!",and thanked HOUCK for not signing on the bill.
402 MONA STURGES presented prepared testimony to the committee marked EXHIBIT H

Tape 64 - Side A

002 STURGES continued testimony.

064 CHAIRPERSON HENDRIKSEN closed the hearing at 10:08 a,m., there being no further testimony before the committee on Labor.

Respectfully submitted
Laura Patterson
Laura Patterson, Committee Assistant

EXHIBIT SUMMARY SB 484

A - "Women's Work: Undervalued, Underpaid, a fact sheet, 2 pages
B - NOW Oregon resolution, 1 page
C - Consulting Partners, Fulghum prepared testimony, 4 pages

continued

EXHIBIT SUMMARY (continued)

Oregon AFSCME

D - prepared testimony, Gillispie, and Pay Equity Resolution, 8 pages
E - additional notes, Gillispie Oregon AFSCME, 1 page
F - prepared testimony Sylvia Wirth, 2 pages
G - prepared testimony Elizabeth Freauf, 6 pages
H - prepared testimony Mona Sturges,3 pages

SENATE COMMITTEE ON LABOR

March 28, 1983 p.m.
7:00 p.m.

Hearing Room A
State Capitol

MEMBERS PRESENT: Senator LENN HANNON
Senator C.T. "CUB" HOUCK
Senator WALTER BROWN, VICE-CHAIRPERSON
Senator MARGIE HENDRIKSEN, CHAIRPERSON

MEMBERS NOT PRESENT: Senator JOHN KITZHABER
Senator WILLIAM MC COY
Senator JAN WYERS

STAFF PRESENT: CHEYENNE CHAPMAN, Committee Administrator
LAURA PATTERSON, Committee Assistant

WITNESSES: KAREN GORDER, Oregon Federation of Teachers, Oregon Coalition of Labor Union Women
MARY CULLIVAN, Portland
ALICE DALE, Oregon Public Employees Union
BARBARA BURTON, West Salem
HELEN DALTON for LESLIE CRUNK of Wilsonville
ROSE MARIE BELEZOS, Milwaukie

Tape 66 - A

006 CHAIRPERSON HENDRIKSEN called the meeting to order at 7:00 p.m.

015 KAREN GORDER, representing the Oregon Federation of Teachers the Oregon Coalition of Labor Union Women, and the Democratic Party of Oregon appeared in support of SB 484, and presented testimony marked EXHIBIT AA.

144 GORDER added to prepared testimony that after listening to prior testimony regarding collective bargining "and collective bargining will take care of it" and stated this statement may unrealistic as 98% of the time she would prefer to debate an issue at the bargining table than the state legislature however, she stated she had been at the bargining table with this issue, and had heard from employers " there's no law making me do it so I'm not going to do it" and thought we have to begin saying we are going to mandate so it will be done.

154 Senator BROWN stated 2 observations that he imagined 2 people with identical education you would find the problem GORDER was concerned about present, but BROWN had a feeling that women do not always choose those courses in education that befit them for the most economic attractive jobs, which is related the cultural conditioning of women. GORDER agreed with Senator BROWN that there is a definate choice that people make but also contended that alot choice is determined by society, especially when counselors suggest say secretarial work to young women, they are influenced while in Junior High School,and added the case of Judge Helen Frye Willma Hine vs. Western Oregon State College women had identical education and similar experience equal or better credentials and were given lower starting salaries, and Judge Frye ruled this was indeed a violation, so even with exact experience and education the job market still doesn't support women. BROWN said he was painfully aware that this does happen but regarding the consperiacy case mentioned in Boston, and thought this was an apparation of the free market, that one problem was keeping those who believe in free enterprize from subjugating free enterprize. GORDER stated that she wished the Boston case was an isolated case, that the reason Congress looked at wage disparity in the 1960's was because there were lots of problems in the free market.

214 MARY CULLIVAN appeared in opposition of SB 484 and prefaced her remarks with a statement that she was from an other generation, that she was a native of Portland, a gradute of Tigard High School, that she was one the girls who took chemistry, that girls didn't want to take this subjects, that girls today want to do "girls things, and be girls, they choose to be girls, that there was no discrimination in her time, girls were girls, boys were boys, everybody like it and everybody got along with no problems", that she had worked, gone to college, lived through the Great Depression, worked 20 years as secretary (men and women bosses, that she swore after her first women boss never to work for a women), that she was promoted on ability,not sex, promoted over 40 other women because she was the only "they" would recommend for the promotion, most the "girls" she knew "weren't interested in working, would play around", that "we girls weren't worried about sex discrimination, and this pay for equal work, we knew that men were husbands and fathers and were responsible for the support of their families, and today you would think the women were responsible

Tape 66 - A

250 for the families, women got to work, get ahead, it's a big battle" CULLIVAN said she thought all this was ridiculeous, that we were getting to the dark ages, we got equal pay, what do they want next, we have the free market system, and the only substitute to the free market was socialism.

263 CULLIVAN asked if the women today can't take care of themselves, women of her generation did, "we got paid what we earned and what we were worth, and there was no stopping the ability of any women who had it", that women could "do anything they wanted" but the War and Depression had interfered, there were women doctors, lawyers in her younger days, women everyplace.

295 CULLIVAN than presented her prepared testimony marked EXHIBIT BB.

347 Senator BROWN noted an observation that this is not like the old days, 2/3 women now have no husbands, CULLIVAN said "that's not our fault" BROWN stated a good number of women who lost their husbands in Viet Nam and World War II, 2/3 women who are working have no husbands, it's a different world, he would prefer women to be able to stay home and raise children, read to children, but that's not the way it is. CULLIVAN asked who made it a different world.

377 Seantor HENDRIKSEN noted that in Judiciary Committee, she heard issues relating to women who are older and did not wish their marriage to end, and they are left with children and themselves to support. CULLIVAN said they could still go back to work. HENDRIKSEN noted that traditional female jobs may have inadequate salaries. CULLIVAN stated she was not against women working, and added that since she was 72 years old, she was not in the force in response to Senator HOUCK's question.

423 CHAIRPERSON HENDRIKSEN thanked the witness and called the next.

Tape 67 - A

001 ALICE DALE appeared before the committee representing Oregon Public Employees Union, and presented testimony marked EXHIBIT CC, statistics sheets from US Department of Labor, Office of the Secretary, Women's Bureau marked EXHIBITS DD & EE which had been referred to in prior testimony, and noted Senator BROWN may be particularly interested in Table 8. and noted the Women's Bureau no longer existed making further statistics difficult. DALE noted stats showing women as heads of household which showed over 50% women working, working out of necessity.

062 Senator BROWN noted when DALE gave equal pay definition, it sounded like comparability as defined in SB 484, what was the distinction, why isn't there a remedy under Federal law now. DALE responded saying under equal pay act, courts have been very strict about saying the jobs have to be equal, with a few exceptions, under comparable worth employees could do different jobs, but be compensated equally, HENDRIKSEN said that as she understood the issues, some people had hoped that comparable worth would be covered under the equal pay act, but the courts had ruled narrowly, which won't reach the sex segregated jobs. DALE read her summary the the equal pay act for Senator Brown, and BROWN noted that it does not say equal jobs, but DALE said the evolution of the case law had defined it as same jobs.

Tape 67 - S

090 Senator HOUCK asked if another system wasn't being used other than comparable worth to determine equity in pay. DALE sated under equal pay analysis, they do not go through a point system analysis,or any sort of factor evaluation system, and cited the Western Oregon College case, which she was quite familiar with to establish pay equity, the problem was to find a male to compare duties, that there is no point system. HOUCK asked if Higher Education had no standards to determine pay, based on DALE's comments, DALE said no, she was saying in equal pay, you look for male comparison, that the equal pay law was very restrictive, and noted that no remedies existed for women who otherwise could prove they were receiving less in comparable worth.

141 Senator HOUCK asked if the problem applied to a small number of people, DALE stated the number of classifications looked really are relatively small but unfortunately women tend to fill a very large percentage of the those jobs.

159 Senator HOUCK asked about the problems in the nursing field. DALE stated it required a high level of education, was hight stress and pay low compared to education requirements and job demands, and noted classic case in Denver, that this was an example of a serious problem in society.

190 DALE said that in the case of nursing, the market place hadn't responded to the demand in the form of increased wages. Senator HOUCK didn't entirely agree with this statement, Senator HENRIKSEN stated she would be interested in if his wife agreed with this. HOUCK said he had heard this issue discussed between laborers, nurses/tree trimmers and hoped DALE understood how the wage difference occurred; that legislators dictated this by creating a false standard of labor wage in the form of prevailing wage laws, which gave a 50% stimulation of wages and this was why we had a false market in the areas of prevailing wage and perpetuated. DALE noted that if we had a purely point evaluation system there would be some areas not addressed, and continued prepared testimony.

404 Senator HOUCK asked if "you don't open yourself to real litigation during the phase-in period", DALE stated stated being sued are states that did studies and did nothing to remedy the situation.

424 Senator HENDRIKSEN asked the dollar amount in the current Oregon Department of Higher Ed class action suit. DALE said there is no dollar amount but could say there are 1700 women class members in the suit and one statistic in certifing the class based on back pay analysis was as high as $60,000-$80,000 per person. HENRIKSEN asked if the State of Oregon could feel comfortable if they did not do a study, DALE said no. HOUCK stated for 30 years he had been threatened with strikes, litigation etc. in some of these areas and strongly felt it should not be a part of the decision to support of not support the bill, and hoped everyone looked at it this way and not listen to any blackmail. HENDRIKSEN state that perhaps since she wan an attorney she dealt with lawsuits, that she thought it was prudent in the management of state money to avoid litigation.

460 Senator BROWN apolized for having to leave, that he had a long standing appointment to meet with Marion County Foster Parents Association.

472 DALE stated to Senator HOUCK that she did not want any misunderstanding that she was not here to offer threats, but to offer testimony that there are alternatives, and there is a fair amount of litigation around the country and Oregon can't overlook the fact that there is the potential here in Oregon, was by no means threatening litigation if SB 484 does not pass. DALE concluded saying SB 484 is a prudent move.

Tape 66 - B

008 Dale concluded testimony.

009 HOUCK noted in previous testimony given earlier, and asked DALE if she believed there was a 20% shortage of secretaries. DALE said she couldn't speak for the nation as a whole, but didn't believe it was the case in Oregon but was not the best source of information, but did know that fewer talented women were going into clerical, because of low pay, and as options become available for women the quality of secretarial skills is diminishing, that this is recognized by people who work in the personnel area.

021 Seantor HANNON stated in jest he was going to vote for a salary increase for legislators because his wife was "getting double what he was getting", HENDRIKSEN asked if his work was comprable,

028 BARBARA BURTON appeared before the committee, of West Salem, in favor of SB 484 and presented testimony marked EXHIBIT FF.

063 BURTON stated the only way to lower barriers for women in new fields is to have comparable worth such as SB 484, that pay differentials motivations may be due to slow down women enter new fields.

070 HOUCK asked BURTON if she were an engineer, BURTON said no, she was a biologist, but have acting as an engineer to some extent, did work that was often done by engineers, had worked for the Department of Environmental Quality as an Environmental specialist, that she had a bachlor degree.

082 HELEN DALTON appeared before the committee and presented testimony for LESLIE CRUNK of Wilsonville, Oregon marked EXHIBIT GG, and asked who would decide comparable jobs.

135 ROSE MARIE BELEZOS, of Milwaukie stated she was against the bill after listening to testimony, and asked questions about the bill, Senator HENDRIKSEN and HOUCK responded.

210 BELEZOS stated if she needed to work, she wouldn't choose the low paying positions in the clerical area, so she would choose to be a secretary or a blue collar worker depending on how much money she needed, but women today choose secretarial because they like it and therefore choose low pay, that this bill should be called a women's bill, and saw no proof of 59¢ on $1.00, BELEZOS did not like state money being spent when the cities and counties weren't in favor. BELEZOS asked if there were another comparable worth bill.

264 Senator HENDRIKSEN said SB 245 was similar, that it had been introduced by an intrim committee.

Tape 66 - B

278 Senator HENDRIKSEN noted the following to be entered into the record: Council on the Economic Status of Women, Minnesota
City of Eugene, Eugene Commission on the Rights of Women
Governors Commission for Women
Portland Metropolitan Employees Union Local 189 fact sheet and letter

298 There being no further business before the Senate Committee on Labor CHAIRPERSON HENDRIKSEN closed public hearing on SB 484, 9:00 p.m.

Respectfully submitted,

Laura Patterson

Laura Patterson
Committee Assistant

EXHIBIT SUMMARY - SB 484

A A - prepared testimony, Karen Gorder, AFT, AFL-CIO, 6 pages
B B - prepared testimony, Mary Cullivan, 2 pages
C C - prepared testimony, Alice L. Dale, Oregon Public Employee Union, 4 pages
D D - US Department of Labor Women's Bureau charts, 3 pages
E E - US Department of Labor Facts on Women Workers, 3 pages
F F - prepared testimony, Barbara Burton, 1 page
G G - prepared testimony, Leslie Crunk, Wilsonville, OR, 3 pages
H H - Council on Economic Status of Women, Minnesota, 1 page
I I - City of Eugene, Commission on the Rights of Women, 2 pages
J J - letter, Cynthia Hilden, Chair Governor's Commission for Women, 1 page
K K - Portland Metropolitan Employees Union Local 189, letter, 3 pages
L L - Portland Metropolitan Employees Union Local 189"Comparable Worth, Civil Rights Issue of the '80s", 4 pages

091 MOTION: SENATOR HANNON moved to table SB 101.
VOTE : SENATOR MC COY and BROWN voted nay
all other members being present voted aye.
MOTION CARRIED

091 CHAIR open Work Session on SB 136, and reviewed for the committee the issues involved.

124 MOTION: SENATOR MC COY moved to refer to the President for a subsequent referral to Commerce, Banking and Public Finance, with no recommendation.
VOTE : SENATOR BROWN excused for another committee meeting
all other members being present voted aye.
MOTION CARRIED

26 CHAIR opened Work Session on SB 484 and explained her wishes to delete the appropriation amount and insert a blank amount, and noted discussion with Co-CHAIR Ways and Means, President of the Senate, members of the Commitee, and Speaker of the House in reference to her suggestion, so that the bill can be referred to the floor and a vote on the Senate Floor on the bill can occur, then the bill could be referred to the House Labor Committee and then to the Ways and Means Committe, who can then determine the appropriation amount and Fiscal Impact of the bill

141 MOTION: SENATOR MC COY moved the amendments, which read .....

146 SENATOR HOUCK stated before the committee proceeded with the motion he had an alternate and wanted a chance to present another way. CHAIR noted there was an motion on the floor, but he would be free to present his motion after voting on motion on the floor.

147 SB 484 proposed amendment 4/1/83 page 2 of printed bill lines 16, delete $300,000 insert (blank).

VOTE: SENATOR BROWN excused, SENATOR HOUCK voted nay
all other members being present voted aye.
MOTION CARRIED

163 SENATOR HOUCK stated he had another approach to this, see EXHIBIT K and explained his suggestion.

187 HENDRIKSEN asked if HOUCK was suggesting deleting the policy statement in section 1, and deleting the Task Force also. HOUCK said Section 2 becomes Section 1.

196 HENDRIKSEN stated she understood this to mean that the Task Force would exist but they would not be charged with not making policy recommendations declared in Section 1, HOUCK explained his amendments. HENDRIKSEN stated this would mean deleting the point evaluation system, HOUCK said he wanted to delete the mandatory aspect used. HENDRIKSEN stated she understood his amendment, but it took the guts out of the bill, that this was her April Fools' joke (?). HOUCK stated his amendment protected the state from the legal problems that SB 484 would create, and would facilitate the reviewing process in such a way so as to protect from lawsuit, if SB 484 were enacted.

227 MOTION: SENATOR HOUCK moved his proposed amendments EXHIBIT K.
DISCUSSION :

229 HENDRIKSEN stated she had talked to Carl Fredrick who had expressed the same viewpoint that Commissioner Roberts (BOLI) had expressed with respect to the bill and her interpretation, that she disagreed with that interpretation, and also disagreed that it had a legal consequence by the policy statement of making the State of Oregon liable for a lawsuit, that the testimony with respect to the liability of lawsuit which occured in the State of Washington was the fact that after the study had been conducted and a implementation plan agreed upon the State of Washington never carried out the implementation plan. HENDRIKSEN went on the say the policy statement does not enact a comparable worth in the sense, that the Commissioner of Labor said it would then require her to administer through the Bureau of Labor, the bill she introduced in the last session would have amendmended CHapter 659, and made Comparable Worth a state civil rights law, this bill does not do that, this bill makes a policy statement and a directive to a task force to address the issue and begin study the issue with the objective of trying reach a recommendation and solution to achieve comparable worth. HENDRIKSEN stated what HOUCK's amendment would do is remove the policy statement which was modeled after Minnesota law, adopted, which has not lead to lawsuits, so she does not consider the arguement put forth by the Commissioner of Labor as an objection to the bill as a valid one nor arguements put forth by Carl Fredrick as valid arguements, so therefore resisted the amendments, and the other portion of the amendment which would take the whole idea of comparable worth from the bill ie. the point factor system, also identifing and correcting inequities between female dominated and male dominated classes in state service, that this was the essence of the bill, and would consider the bill gutted if that amendment were passed, and for that reason was opposing the amendment. See EXHIBIT M

276 SENATOR BROWN concurred with HENDRIKSEN's evaluation of the amendment, and noted Commissioner was not an attorney, and supported Senator HENDRIKSEN.

287 WYERS stated a concern of timing, but agreed Section 1 wasn't the basis of lawsuits, but would be open to an amendment to state that the intent is that there would not be any enforcement, or additional enforcement until carring out the study, that the Commissioner's arguement was that if SB 484 passed the state would be immediately in violation, perhaps could say is only a direction. HENDRIKSEN suggested on line 6, adding the word "should exist" instead of "exists"Section 1. WYERS said it seemed that would more accurately reflect the intent of this bill, HENDRIKSEN stated she thought the legislative history was"quite clear as to the intent of this bill".

323 Senator BROWN suggested "as soon as practicable", HENDRIKSEN stated as she had said to Commissioner Roberts that there is nothing to prevent anyone from filing a lawsuit today on comparable worth against the state of Oregon, under state and federal law, that the whole arguement was a red herring, that she was willing to play around with the language to alleviate some concern but didn't consider it to be a real issue. WYERS agreed, that it wasn't a real issue.

350 HENDRIKSEN stated she thought the issue mentioned above detracted from the momentum of the bill, that it was raised by opponents of the bill

350 HENDRIKSEN continued, that she wasn't saying Commissioner Roberts was an opponent of the bill, but opponents had used this arguement, which Minnesota law and experience has shown to be not true.

352 HOUCK asked if HENDRIKSEN was saying there weren't lawsuits in Minnesota in regards to the comparable worth bill, HENDRIKSEN said the policy statement and directive used by Minnesota to set up comparable worth program is not to her knowledge the basis of a lawsuit, that lawsuits had occured in the State of Washington.

368 Senator BROWN requested a verbatim recording of this discussion put into the record, regarding Senator HENDRIKSEN's suggestion of "shall exist" addition and deleting "exists" to establish the express understanding of the policy statement establishes no ground for cause of action, that cause of action exists totally and independently from this action.

380 HENDRIKSEN noted Chapter 243, affirmative action statement which were strong, and Representative Bauman and her had in 1981 asked for an Attorney General opinion and the Chancellor of Higher Education hired an Associate Chancellor without any job search without any affirmative action efforts what so ever, and they at time at the request of Senate Instutuional Faculty Senate requested an AG opinion as to what it meant when someone violated these policy statements and the AG advised it didn't mean anything, that there was absolutely no consequence to a violation to a policy statement set forth in statue.

402 VOTE: to Senator Houck's amendment, SENATORS HOUCK and HANNON voted aye, all other members being present voted nay.

MOTION FAILED

426 MOTION: SENATOR BROWN moved on line 6 of printed bill to add "should" be added and delete "s" from "exists"
VOTE : SENATORS HOUCK and HANNON voted nay, all other members being present voted aye.
MOTION CARRIED

443 SENATOR HENDRIKSEN noted that a note had been passed from the audience to her saying the Minnesota law has the words "attempt" in the policy statement, that she hadn't had a chance to research this independently, and if this is true and it seem a reasonable solution to allay any possible concerns that we were immediately adopting comparable worth, althought she though it was already the law of the land after court cases based on Title 7.

455 MOTION: SENATOR HENDRIKSEN moved in line 7 of printed bill that add after "to" and after "achievable" to add "to attempt to achieve"

DISCUSSION:

471 MC COY asked what this does, HENDRIKSEN said it added more language to demonstrate the policy statement in Section 1 is a directive to the Task Force in terms of what legislative policy is, that this is not an instant mandate, but direction.

025 VOTE: SENATORS HOUCK and HANNON voted nay, all other members being present voted aye
MOTION CARRIED

027 MOTION: SENATOR MC COY moved SB 484 as amended to the floor of the Senate with a do pass recommendation.

VOTE : SENATORS HOUCK and HANNON voted nay, all other members being present voted aye.

MOTION CARRIED

EXPLANATION OF VOTE

035 Senator HOUCK stated his negative vote was in no way reflective of not supporting comparable worth, it was the system and the mechanics of doing concerned, the fear of litigation, he did not share HENDRIKSEN's opinion of what was possible of enactment, and was deeply concerned, that his amendments reflected his concern, that there was a way of achieving the same thing that this bill achieves without exposing to that possibility.

048 CHAIR noted for the record VIRGINIA DEAN, Coordinator for Comparable Worth Project in California has submitted written testimony, and entered into the record. (EXHIBIT L)

050 There being no further business before the committee CHAIRPERSON HENDRIKSEN adjourn the Senate Committee on Labor, at 10:10 a.m.

Respectfully submitted,
Laura Patterson
Laura Patterson
Committee Assistant

EXHIBIT SUMMARY

A - Northwest Forest Worker's Association prepared testimony SB 432, 7 pages
B - Dept. Forestry prepared testimony SB 432, Carl Smith, 2 pages
C - BOLI prepared testimony SB 432, 2 pages
D - John Foster prepared testimony SB 432, 3 pages
E - Kess Cannon, AOC prepared testimony SB 432, 2 pages
F - Bob Kischel, Public Lands Dept, Douglas County prepared testimony SB432,1 page
G - Oregon AFL-CIO, Fletcher SB 432 prepared testimony, 1 page
H - Rod Bunnell, memo SB 101, 1 page
I - Labor Commissioner's amendments SB 101, 1 page
J - Carol Bartlett, Select Care submitted testimony SB 101 read into record 2 pages
K - Senator Houck's amendment proposed SB 484, 1 page
L - Virginia Dean submitted testimony SB 484 read into the record, 39 pages
M - Comparable Worth addressed in Minnesota, article, including Minnesota law Chapter No. 634, SB 484, 6 pages
N - fact sheet on comparable worth, National Commission on Worker Women, 2 pages refered to in prior testimony
O - SB 484 State Employees Salary Equalization reports by Nina Rothchild Minnesota Department of Employee Relations, 2 reports dated Jan. 31, 1983 and Feb. 18, 1983, 36 pages, background information

SENATE COMMITTEE ON LABOR
SB 484
Exhibit C PUBLICATION
March 23, 1983 (archives
pages 6 only)

WOMEN'S WORK AND WAGES:

Equal Pay for Jobs of Equal Value

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WOMEN, WORK, AND WAGES:

Equal Pay for Jobs of Equal Value

Donald J. Treiman and Heidi I. Hartmann
Editors

Committee on Occupational Classification and Analysis
Assembly of Behavioral and Social Sciences
National Research Council

NATIONAL ACADEMY PRESS
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SENATE COMMITTEE ON LABOR
SB 484
EXHIBIT A Comm. Roberts BOC/
DATE 3/25/83 Page (s) 10

TESTIMONY ON SB 484, COMPARABLE WORTH, MARCH 25, 198

E ISSUE OF COMPARABLE WORTH IS CONSIDERED TO BE THE LAST MAJOR UNRESOLVED SSUE IN EQUAL EMPLOYMENT OPPORTUNITY LAW. THIS PROBLEM OF PAY EQUITY WHICH IS ALSO KNOWN AS COMPARABLE WORTH FOR WOMEN, IS NOT A NEW ONE. DURING WORLD WAR II, THE WAR LABOR BOARD ADDRESSED THE PROBLEM OF SEX-BASED WAGE INEQUITIES OCCURRING WITHIN A SINGLE PLANT, RECOGNIZING THAT THE WOMEN HELD JOBS WHICH WERE NOT THE SAME OR EVEN REASONABLY SIMILAR TO THE MENS' JOBS. THEY APPROACHED THE PROBLEM BY LOOKING AT A COMBINATION OF EQUIVALENT, SKILL, EFFORT AND RESPONSIBILITY FOR EACH POSITION. THE WAR LABOR BOARD ADJUSTED THE WAGE SCALES ACCORDINGLY. IN ESSENCE, THEY APPROACHED THE ISSUE OF SEX-BASED WAGE INEQUITIES JUST LIKE ANY OTHER INTRAPLANT WAGE PROBLEM.

WITH THE DISBANDING OF THE WAR LABOR BOARD, THE ISSUE OF INEQUITIES OF WOMENS' WAGES DID NOT TAKE ON NATIONAL SIGNIFICANCE AGAIN UNTIL THE PASSAGE OF THE 1963 EPA WHICH REQUIRES EQUAL PAY FOR EQUAL WORK.

(SEE CHART)

IT IS IMPORTANT TO UNDERSTAND THE DIFFERENCE BETWEEN THE EQUAL PAY AND THE COMPARABLE WORTH CONCEPTS.

CHART #1 - EQUAL PAY

AT THE END OF THE CONTINUUM IS EQUAL PAY FOR EQUAL WORK. SIMPLY STATED THIS MEANS A MAN AND A WOMAN ARE DOING THE IDENTICAL OR ALMOST IDENTICAL JOB, AND SHOULD BE RECEIVING EQUAL PAY. WE CURRENTLY HAVE CASES IN THE CIVIL RIGHTS DIVISION WHICH HAVE BEEN FILED ON THIS BASIS.

MPARABLE WORTH IS AT THE OTHER END OF THE CONTINUUM - AND IS AN ATTEMPT BALANCE, OR MEASURE, TWO DISSIMILIAR JOBS ON THE BASIS OF THE SKILL, EFFORT AND RESPONSIBILITIES REQUIRED. IN OTHER WORDS: EQUAL PAY FOR

WORK OF EQUAL VALUE.

CHART #2 - COMPARABLE WORTH

FOR EXAMPLE IN A RECENT COURT CASE ILLUSTRATED ON THE NEXT CHART - WOMEN NURSES COMPARED THE SKILLS, EFFORT AND RESPONSIBILITIES OF THEIR JOBS TO TREE TRIMMERS AND PLUMBERS, POSITIONS HELD BY MEN WHICH PAID SIGNIFICANTLY MORE. THE U.S. APPEALS COURT AT DENVER REJECTED THE NURSES CLAIM CITING DISRUPTION TO THE US ECONOMIC SYSTEM AND REJECTED THE CONCEPT OF COMPARABLE WORTH. THIS DECISION WAS UPHELD BY THE US COURT OF APPEALS FOR THE 10TH CIRCUIT.

RESEARCH DURING THE PAST 10 YEARS HAS FOCUSED ON THE CONTINUING DISPARITY IN WAGES DESPITE PASSAGE OF THE EQUAL PAY ACT AND THE PASSAGE OF TITLE VII OF THE 1964 CIVIL RIGHTS ACT WHICH PROHIBITS DISCRIMINATION IN EMPLOYMENT ON THE BASIS OF SEX. OREGON HAS ENACTED SIMILAR LAWS WHICH ARE ENFORCED BY THE BUREAU OF LABOR AND INDUSTRIES.

STATISTICS PUBLISHED BY THE U.S. DEPARTMENT OF LABOR IN 1975 REVEALED THAT THE VAST MAJORITY OF WOMEN HAVE BEEN SEGREGATED BY SEX TO SUCH AN EXTENT THAT 40% OF ALL WOMEN EMPLOYED WORKED IN ONLY TEN (10) OCCUPATIONS; IN CONTRAST, LESS THAN 20% OF MEN EMPLOYED WERE WORKING IN THE TEN LARGEST OCCUPATIONS FOR MEN.* 80% OF WOMEN ARE IN SEX SEGREGATED JOBS.

*WOMEN'S BUREAU, U.S. DEPARTMENT OF LABOR, 1975 HANDBOOK ON WOMEN WORKERS AND U.S. DEPARTMENT OF LABOR, 20 FACTS ON WOMEN WORKERS, 1979.

THE PRIMARY "CROWDING" OF WOMEN INTO SEGREGATED JOB CATEGORIES IS OCCURRING IN THE FOLLOWING OCCUPATIONS WHICH HAVE BEEN DUBBED "THE FEMALE GHETTO".

CHART #3 - "FEMALE JOB GHETTO"

THE PERCENTAGES LISTED ON THE CHART INDICATE OF ALL THE EMPLOYEES IN THAT PARTICULAR JOB CATEGORY--WHAT PERCENT ARE WOMEN.

BECAUSE OF THE SEX SEGREGATION, THE EPA AND TITILE VII DO NOT USUALLY HELP THOSE WOMEN WHO ARE WORKING IN FEMALE PREDOMINATE JOBS BECAUSE THE LAWS HAVE REQUIRED A MALE COMPARATOR WHO IS DOING THE SAME JOB FOR A SUCCESSFUL CASE OF WAGE DISCRIMINATION BASED ON SEX.

SEGREGATION IN THE WORK FORCE HAS RESULTED IN AN OVERWHELMING "WAGE GAP"--SOME EXAMPLES TO ILLUSTRATE THE EXTENT OF THIS WAGE GAP MAY BE USEFUL TO HELP US LOOK AT THIS ISSUE:

YOU ARE ALL FAMILIAR WITH THE FACT THAT A WOMAN MAKES 59¢ FOR EVERY $1.00 A MAN EARNS; STATED DIFFERENTLY--THE AVERAGE WOMAN WHO WORKS FULL TIME MUST WORK NINE (9) DAYS TO EARN WHAT THE AVERAGE MAN EARNS IN FIVE (5) DAYS.

1. MOST WOMEN WORK OUT OF ECONOMIC NEED. THERE ARE CURRENTLY 46.7 MILLION WOMEN IN THE WORK FORCE. OF THE WORKING WOMEN, 2/3RDS ARE SINGLE, WIDOWED, DIVORCED, SEPARATED OR HAVE HUSBAND'S EARNING LESS THAN $10,000.

WOMEN ARE THE HEAD OF 9.1 MILLION HOUSEHOLDS, AND WHERE NO HUSBAND IS PRESENT 34.6% ARE CURRENTLY LIVING BELOW THE POVERTY LEVEL WHICH IS DEFINED AS AN ANNUAL INCOME OF $9,287 FOR A FAMILY OF FOUR.

3. THE FEDERAL GOVERNMENT HAS PREDICTED THAT BY THE YEAR 2000, ALMOST EVERY FAMILY LIVING IN POVERTY WILL BE HEADED BY A WOMAN.

4. BLACK FEMALE HEADS ARE MORE THAN 10 TIMES AS LIKELY TO LIVE IN POVERTY AS WHITE MALE HEADS.[1]

IF WE LOOK CLOSER AT JUST ONE JOB CLASSIFICATION WHICH IS PREDOMINATELY OCCUPIED BY WOMEN AND WHICH IS THE LARGEST JOB SECTOR IN THE UNITED STATES, WE SEE SOME INTERESTING FACTS WHICH SEEM TO CONTRIDICT THE MARKET THEORY OF SUPPLY AND DEMAND.

THERE ARE APPROXIMATELY 16 MILLION CLERICAL WORKERS IN THE UNITED STATES, ACCORDING TO THE DEPARTMENT OF LABOR STATISTICS. THIS IS MORE THAN STEELWORKERS, ELECTRICAL WORKERS AND AUTOMOBILE WORKERS COMBINED.

THERE ARE APPROXIMATELY 295,000 SECRETARIAL AND STENOGRAPHIC JOB OPENINGS EVERY YEAR; MORE THAN ANY OTHER JOB CLASSIFICATION AND THE RATE OF OPENINGS IS PROJECTED TO CONTINUE AT THAT RATE OR GREATER THROUGH THE MID 1980's. THE UNFILLED POSITIONS ARE ESTIMATED AT 60,000 PER YEAR, YET THE WAGE INCREASE FOR SECRETARIES HAS REMAINED AT 7.3% OVERALL, AND ONLY 3% FOR THE LOWER PAYING SECRETARIAL POSITIONS -- NOT ENOUGH OF AN INCREASE TO ATTRACT APPLICANTS FOR THESE POSITIONS.

WITHIN THE SAME CLASSIFICATION, COMPARING MEN TO WOMEN, THE WOMEN EARN ONLY 63% OF THE PAY THE CLERICAL MEN ARE RECEIVING.[2]

(1) NATIONAL ADVISORY COUNCIL ON ECONOMIC OPPORTUNITY, CRITICAL CHOICES FOR THE EIGHTIES, 18-19 (1980) AND U.S. DEPARTMENT OF LABOR.

(2) FOOTNOTE STATEMENT OF NANCY KREITER, RESEARCH DIRECTOR OF WOMEN EMPLOYED AT THE EEOC'S HEARING ON COMPARABLE WORTH ON APRIL 29, 1980. SHE PREDICTS A VACANCY RATE OF 60,000 CONTINUING INTO THE MID-EIGHTIES.

ART #4 - STATE OF OREGON EMPLOYEES

FIRST LETS LOOK AT THE LABOR FORCE STATISTICS FOR OREGON: THE MALE/FEMALE DISTRIBUTION IS ALMOST EQUAL WITH FEMALES REPRESENTING 50.8% OF THE LABOR FORCE AND MALE - 49.2%. FOR FULL TIME PERMANENT STATE EMPLOYEES, ACCORDING TO THE JUNE 30, 1982 AFFIRMATIVE ACTION STATISTICAL REPORT, RELEASED BY THE EXECUTIVE DEPARTMENT: MEN - 50.2%; WOMEN - 49.8%. AS THE FOLLOWING CHART ILLUSTRATES, EMPLOYEES IN STATE SERVICE MIRROR THE NATIONAL TENDENCY FOR GROSS PAY DISPARITY BETWEEN MEN AND WOMEN.

IN THE TOP PAY RANGE, AS OF JUNE 30, 1982, WHICH IS OVER $29,500, WOMEN REPRESENT 9.3% OR 46 OF THE TOP POSITIONS, WHILE MEN OCCUPY 90.7% OR 448 OF THE TOP POSITIONS.

AT THE BOTTOM OF THE PAY SCALE WHICH IS LESS THAN $10,700 PER YEAR, WOMEN OCCUPY 89.6% OR 1529 POSITIONS WHILE MEN HOLD 177 POSITIONS OR 10.4%.

THESE FIGURES SUGGEST THAT IN SPITE OF THE FACT THAT OREGON WAS ONE OF THE FRONT RUNNERS IN ENACTING PROTECTIVE EQUAL PAY AND ANTI-DISCRIMINATION STATUTES; AND IN SPITE OF AFFIRMATIVE ACTION, UNION REPRESENTATION AND A CIVIL SERVICE SYSTEM - THE WAGE DISPARITY EXISTS, FOR WHATEVER REASONS.

THIS INFORMATION IS BASED ON SALARY LEVELS ONLY AND IT SUGGESTS SEX SEGREGATION BASED ON PAY LEVELS IS OCCURRING IN THE STATE EMPLOYEE WORK FORCE.

STUDY WOULD BE ONE WAY TO DETERMINE IF THE DISPARITY IS OCCURRING AS A RESULT OF DISCRIMINATION ON THE BASIS OF SEX.

HELEN REMICK, FROM THE STATE OF WASHINGTON, SPOKE TO YOU ON COMPARABLE WORTH. IN HER DISCUSSION SHE SUMMARIZED DEVELOPMENTS IN WASHINGTON. THE AMERICAN FEDERATION OF STATE, COUNTY AND MUNICIPAL EMPLOYEES (AFSCME) CONTENDS THAT THE STATE OF WASHINGTON IS ENGAGED IN INTENTIONAL SEX DISCRIMINATION AGAINST THEIR FEMALE EMPLOYEES IN THE STATE CLASSIFIED SERVICE; THAT THE STATE MAINTAINS MANY SEX-SEGREGATED JOB CATEGORIES; AND THAT THE STATE UNDERCOMPENSATES THE FEMALE-DOMINATED JOB CLASSIFICATIONS; RELATIVE TO MALE-DOMINATED CLASSIFICATIONS INVOLVING THE SAME DEGREE OF SKILL, EFFORT AND RESPONSIBILITY.

THE FINDINGS OF THE WASHINGTON STATE STUDY HAVE BEEN USED BY THE PETITIONERS TO CONFIRM THEIR CONTENTIONS THAT PAY DISPARITY BASED ON SEX IS OCCURRING.

BECAUSE THE STATE OF WASHINGTON FAILED TO TAKE ANY REMEDIAL ACTION, AFTER THE STUDY CONFIRMED THE PAY DISPARITY BASED ON SEX, AFCSME AND THE PETITIONERS ARE CITING THIS FAILURE TO IMPLEMENT CHANGES AS PROOF OF INTENTIONAL DISCRIMINATION BY THE STATE.

THE STATE OF OREGON CAN PROFIT FROM THE EXPERIENCES OF OTHER PUBLIC EMPLOYERS WHO HAVE COMPLETED COMPARABLE WORTH STUDIES THAT CONFIRMED THE EXISTENCE OF PAY INEQUITIES BASED ON SEX. IN THE TWO EXAMPLES WHICH I WILL CITE BRIEFLY, THERE WAS A FAILURE TO PLAN FOR ACTION WHICH MIGHT BE REQUIRED SHOULD INEQUITIES BE REVEALED BY THE STUDY.

E RESULT OF NOT PROVIDING FOR A PLAN OF IMPLEMENTATION, SHOULD DISCRIMINATION IN PAY BE FOUND, CAN RESULT IN ONLY NEGATIVE AND COSTLY CONSEQUENCES TO BOTH THE STATE AND STATE EMPLOYEES.

HERE ARE TWO EXAMPLES FROM OUR NEIGHBORING STATES: IN THE CITY OF SAN JOSE, CALIFORNIA, A COMPARABLE WORTH STUDY WAS COMPLETED FOR THE CITY. FROM THE START OF THE STUDY TO THE TIME OF IMPLEMENTATION, TOOK OVER 10 YEARS AND OCCURRED ONLY AFTER A 9-DAY STRIKE.

THE ESTIMATES OF THE COST ARE $1.45 MILLION FOR A 2-YEAR IMPLEMENTATION WHICH DOES NOT RESULT IN ABSOLUTE PARITY FOR THE 700 WOMEN. THE COST OF THE STUDY ITSELF IS CITED AS BEING BETWEEN $200,000 AND $500,000.

..E STATE OF WASHINGTON STUDY INVOLVES 35,000 UNDERVALUED JOBS AND IS ESTIMATED AT A MINIMUM OF $100 MILLION TO ADJUST FOR PARITY.

MS. REMICK EXPRESSED CONCERN THAT THE COURTS RATHER THAN THE STATE OF WASHINGTON WILL DICTATE THE METHODS AND TERMS OF IMPLEMENTATION IF THE PETITIONERS PREVAIL IN THEIR CASE. THIS COULD HAPPEN IN OREGON.

AS THE STATE-WIDE ELECTED OFFICIAL CHARGED WITH THE RESPONSIBILITY OF ENFORCING THE EQUAL EMPLOYMENT OPPORTUNITY LAWS, SHOULD ANY COMPARABLE WORTH LEGISLATION BE ENACTED, IT WOULD BE MY AGENCY THAT WOULD BE RESPONSIBLE FOR ENFORCEMENT.

WOULD THEREFORE LIKE TO CALL YOUR ATTENTION TO SEVERAL POINTS IN THIS BILL. FIRST, SECTION I WHICH ADDRESSES ENACTMENT OF POLICY. THIS LANGUAGE COULD BE READ TO REQUIRE IMMEDIATE IMPLEMENTATION OF A COMPARABLE WORTH POLICY PRIOR TO THE COMPLETION OF THE STUDY THE ACT CALLS FOR. THIS WOULD MEAN, POTENTIAL WOULD EXIST FOR FILINGS OF DISCRIMINATION PRIOR TO LEGISLATIVE GUIDANCE, PRIOR TO THE INITIATION OF THE PROPOSED STUDY AND PRIOR TO THE IMPLEMENTATION OF ANY PLAN OF ACTION.

THIS COULD HAVE A LARGE IMPACT ON THE BUREAU BECAUSE WE COULD RECEIVE A LARGER NUMBER OF FILINGS. FOR EXAMPLE IN CALENDER 1982, THERE WERE 373 CASES FILED ON THE BASIS OF SEX. 70 OF THESE FILINGS WERE BASED SOLELY ON THE WAGE ISSUE, WHICH AS I HAVE EXPLAINED, IS VERY NARROWLY COVERED AT THE PRESENT TIME. UNDER A COMPARABLE WORTH POLICY, THESE FILINGS COULD EASILY TRIPLE DUE TO CASES FILED AGAINST THE STATE. THIS IMMEDIATE EFFECT IS NOT WHAT I BELIEVE THE BILL INTENDS. THE PROBLEM COULD BE REMEDIED BY MAKING THE POLICY EFFECTIVE AFTER THE STUDY IS COMPLETED AND ACCEPTED.

I BELIEVE THAT IN ORDER FOR ANY STUDY TO BE MEANINGFUL AND A SOUND INVESTMENT OF LIMITED RESOURCES, A WELL THOUGHT OUT <u>IMPLEMENTATION PLAN</u> IS <u>CRUCIAL</u>.

THOSE WHO MIGHT LOOK AT A STUDY AS A WAY OF AVOIDING A MORE CONFRONTATIONAL APPROACH TO THE COMPARABLE WORTH ISSUE, MUST RECOGNIZE THAT A STUDY ABSENT AN IMPLEMENTATION PLAN, DOES NOT AVOID THE SIGNIFICANT EFFECTS THAT A STUDY WOULD COMPEL IF IT SHOWED INEQUITIES.

I REITERATE MY MAIN POINT, A STUDY WHICH CONFIRMED INEQUITIES AND HAS NO IMPLEMENTATION PLAN AS A COMPONENT, ENSURES LEGAL ACTIONS AND/OR STRIKES WHICH IN TURN FORCE A HASTY, ILL-CONCEIVED, MORE COSTLY, INEFFICIENT IMPLEMENTATION.

ONCE THE COURTS BECOME INVOLVED, IMPLEMENTATION BECOMES MORE COSTLY BECAUSE, COURT AWARDS CAN INCLUDE BACK PAY, ATTORNEYS FEES AND OTHER DAMAGES BEYOND BRINGING SALARIES INTO PARITY.

FURTHERMORE, ALL FINANCIAL MANAGEMENT DECISIONS WOULD REST WITH THE COURT. AS A STATE WIDE OFFICIAL, I AM ALSO AWARE THAT A LACK OF IMPLEMENTATION PLANS CAN ALSO CAUSE DEVESTATION TO STATE EMPLOYEES' MORALE.

THEREFORE, STRONGLY RECOMMEND THIS COMMITTEE GUARANTEE THAT AN ACTION PLAN WHICH INCLUDES MEETING FISCAL CONSIDERATIONS, STATUTORY CHANGES, TIMEFRAMES AND METHODS OF IMPLEMENTING, BE THE FIRST STEP IN ANY STUDY WHICH IS COMMISSIONED.

AS THE HEAD OF THE AGENCY WHICH WOULD BE CHARGED WITH ENFORCEMENT OF ANY EQUAL EMPLOYMENT OPPORTUNITY LEGISLATION, I WOULD BE HAPPY TO OFFER MY EXPERTISE OR THAT OF MY STAFF TO SERVE ON A TASK FORCE OR IN A CONSULTANT CAPACITY.

##

OREGON - JUNE 30, 1982

	MALE	FEMALE
ⁿ - $10,704	177 10.4%	1529 89.6%
$9,960 - $15,792	2977 32.6%	6153 67.4%
$12,060 - $18,180	2067 41.9%	2871 58.1%
$15,120 - $20,004	1933 65.8%	1004 34.2%
$16,464 - $23,220	2511 71.0%	1028 29.0%
$19,104 - $26,868	2071 69.1%	926 30.9%
$22,068 - $36,048	1766 87.2%	259 12.8%
$29,640 - ⟶	448 90.7%	46 9.3%

TOTAL/BOTH SEXES:	27,766
TOTAL MALE:	13,950
'AL FEMALE:	13,816

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appeared in Oregonian 2/24/83

B 2/25

WHY WE NEED TO STUDY THE ISSUE OF COMPARABLE WORTH

BY

COMMISSIONER MIKE LINDBERG

SENATE COMMITTEE ON LABOR
SB 484
EXHIBIT B
DATE 3/25/83 Page (s) 9

It's time that we in government take a good, hard look at how we pay our employees. There is a growing body of evidence that some classes of jobs may be undervalued, simply because most of the employees in these jobs are women. If this is true, it means that we in City government have been short-changing these workers because we traditionally have not placed the proper value on their services.

But how do we find out if we have, in fact, been short-changing people? And if we have, what do we do about it?

We can begin by ranking jobs in relation to each other, according to the skills required to do the jobs. Jobs requiring higher levels of skill, training or education would pay more than those requiring only basic skills.

But wait! Some of you are thinking. Why not just pay the "fair market value" for these jobs? Why go to all of this trouble, comparing jobs and ranking them by skills required, if society already dictates how much these jobs are worth according to the law of supply and demand?

Because recent studies are beginning to uncover a basic flaw in how society has valued these jobs. The flaw is that many jobs that are traditionally held by women, whether or not they possess the requisite skills, are paid at the lowest possible rates.

This is analagous to the situation faced by many black workers, before the pressures of the Civil Rights era of the 60's who found that no matter how much they attained in the way of education, training and knowledge, they were still underpaid as workers because society tolerated pay inequities. But when the plight of the black worker became common knowledge, through lawsuits and demonstrations and publicity in the media, laws were passed to outlaw these inequities and great strides were made in closing the wage gap.

My point is that so long as society is tolerant of pay inequities, it will find justification for these inequities to continue. And in the case of women in the workforce today, the justification is the specious argument of so-called "fair market value" for women's services.

The same argument of "fair market value" probably was used 150 years ago to justify the continuance of slavery. But remember the value placed on the labor of slaves was an arbitrary value imposed by a society that was dead wrong in its perception of human worth.

Slavery, of course, is a rather extreme example of a society undervaluing the worth of a certain class of workers, but it is an example that points out just how wrong society could be; just as the Comparable Worth issue points out just how wrong present-day society can be.

When you consider that only 3.8% of the jobs held by women in Portland City Government pay over $33,000 a year, while over 81% of the jobs held by women pay the lowest possible rate: less than $13,000 a year, you begin to sense that there just might be a problem with pay inequity right here in River City.

So how do we right these wrongs without bankrupting the City in the process?

Fortunately, we don't have to look too far for an answer. Last spring, the City of Spokane, Washington, began working with Local 270 of the American Federation of State, County and Municipal Employees to grapple with the issue of "pay equity" or "Comparable Worth."

Working closely with the City, the Union gathered detailed descriptions of 300 City jobs and looked at how much these jobs paid.

The worst pay inequities were found among clerical workers, legal stenographers and library personnel.

The City of Spokane then devised a plan to provide salary upgrades for victims of pay inequities, with the result that most of them will receive raises starting this spring. The study itself was done by the City so its cost was negligible...and the costs of salary adjustments were offset by union concessions in several areas.

The point is that in Spokane both the Union and the City were able to sit down and mutually work to resolve Spokane's pay equity dilemma, in a cost-effective and meaningful way without bankrupting the City in the process.

Critics of Portland's involvement in pay equity at this time point to the City's financial crises as "proof" that government should ignore this issue. I believe that if the study results call for salary adjustments, they can be implemented in an incremental fasion to meet our financial obligations to taxpayers, while at the same time meeting our moral obligations to our employees. As Commissioner Margaret Strachan so eloquently pointed out when the City Council first considered the issue of pay equity in January: "If this country had waited until it was economically advantageous to abolish slavery, we wouldn't have abolished slavery. If we wait until everything is hunky-dory and fine, we'll never do it."

It is time that we in Portland City Government exerted the moral leadership our citizens have come to expect of their elected officials.

Contact Person: Pat Wlodarczyk

3/25 B

Friday, March 25, 1983 - 8:15 a.m. - Hearing Rm. "C"

TESTIMONY BY PORTLAND CITY COMMISSIONER MIKE LINDBERG

ON SB 484

Good morning, and thank you for the opportunity to appear beforeyou with my comments. I am here to testify in favor of Senate Bill 484 because quite frankly I feel it is time that we in government took a good, hard look at how we pay our employees, with an eye toward identifying any inequities that might exist and with the aim of correcting them once we have determined that they truly exist.

This issue of pay equity has been a personal concern of mine for quite some time. As some of you know, as a Portland City Commissioner, I am also seeking to get Council approval of a measure that would formally study the City's pay classifications to see if some classes of jobs have been traditionally undervalued primarily because they are held by women.

Figures compiled by the City's Personnel Bureau would seem to indicate we do have a problem in this regard in Portland (and I imagine if it's true in Portland then it's true for the rest of the State as well). Consider, for example, that only 3.8 percent of the jobs held by women in Portland City government pay more than $33,000 per year, while more than 81 percent of the jobs held by women pay <u>the lowest possible rate</u>, less than $13,000 per year... and consider that many of these low-paying jobs are held by women

who are the heads of their household or who are working out of plain economic necessity, and that pretty much destroys the notion that somehow women's jobs are a "luxury" and that they should be home with the "kids" despite economic realities to the contrary.

But aside from the fact that these jobs held by women are in most instances not "luxuries" at all but absolute necessities, consider the ethical and moral implications of the continuation of a system that is inequitable. If, in fact, we <u>are</u> shortchanging people because we have not been placing the proper <u>value</u> on their services, why that is just plain wrong and there is no justification for it to continue.

But can we fairly rank jobs in relation to the skill levels required to perform them, and can we then upgrade pay scales of undervalued jobs without bankrupting government in the process?

Yes we can.

Let me cite you an example. Up in spokane, Washington, last spring, City officials began working with a union local to grapple with the issue of pay equity. Working closely with the City, the union gathered detailed descriptions of 300 city jobs and looked at just how much these jobs paid.

Inequities were found in several areas: the worst were found among clerical workers, legal stenographers and library personnel... jobs for the most part that are held by women.

City management then devised a plan to upgrade the salaries of victims of pay inequities. Starting this spring the worst of the victims will receive upgrades totalling as much as $250 a month. The city received some concessions from the union to get the upgrades for union employees, such as eliminating paid lunch hours. The overall added cost to the City of Spokane for implementing a program to correct past injustices will only be about 6 percent over the previous year's budget...a very reasonable increase indeed when you figure the resulting good.

The point is that in Spokane, both the union and the City were able to sit down and mutually work to resolve its pay equity dilemma in a cost-effective and meaningful way, <u>without</u> bankrupting the City in the process.

I believe that if study results in Oregon call for salary adjustments, they can be implimented in an <u>incremental</u> fashion to meet government's financial obligations to its taxpayers, while at the same time meeting its moral obligations to its employees.

But the time to act is now. Despite the economic uncertainties we are facing as a state, there will never be an absolutely "best" time to begin. As Portland City Commissioner Margaret Strachan pointed out when the City Council first considered the issue of pay equity in January: "If this country had waited until it was economically advantageous to abolish slavery, we wouldn't have

abolished slavery. If we wait until everything is hunky-dory and fine, we'll never do it."

Senate Bill 484, introduced by Senator Margie Hendricksen and a number of fine legislators is needed now. It would begin the process of evaluating the worth of jobs so that eventually we might have a system of pay equity as official State policy.

There is a problem. It does exist. And it will simply get worse, not better, during the passage of time. Only a study can determine the extent of the problem and can point the way toward its eventual cure.

Thank you very much.

SENATE COMMITTEE ON LABOR
SB 484
EXHIBIT C
DATE 3/25/83 Page (s) 1

Metropolitan Human Relations Commis

Multnomah County • City of Portland

RESOLUTION

WHEREAS, women's organizations, labor unions, and civil rights activists have begun to address the issue of obtaining equal pay for work of comparable value by utilizing the so-called comparable worth theory; and

WHEREAS, the major contention of comparable worth advocates is that jobs held primarily by women are under-compensated relative to those that are characterized by similar levels of skill, effort and responsibility but held primarily by men; and

WHEREAS, advocates of comparable worth maintain that this under-evaluation of work performed by women may constitute sex discrimination; and

WHEREAS, the Metropolitan Human Relations Commission is a primary advocate for equal opportunity in employment in the Portland Metropolitan Area;

NOW, THEREFORE, BE IT RESOLVED that the Metropolitan Human Relations Commission urges all groups, public and/or private, to research the possibility of past and future pay inequities based upon sex.

Armando Caguadia
Chairperson

ADOPTED BY THE COMMISSION
March 15, 1983

MULTNOMAH COUNTY

1120 S.W. Fifth Avenue
Room 520
Portland, Oregon 97204-1989 • (503) 796-5136

SENATE COMMITTEE ON LABOR
SB 484
EXHIBIT D
DATE 3/25/83 Page (s) 31

Testimony before the Joint Meeting
Senate Committe on Labor
and
House Labor Committee

Friday, March 25, 1983

BY: Oregon Public Employes Union
In Support of SB 484

History of Oregon State Classification and Job Evaluation Systems

The current classification system was established by the Civil Service Commission in the early 1940's. It is called a Position Classification system. It analyzes positions on the basis of kind and level of work performed, then groups similar positions together under common job titles, which become the classification. A class specification is written - usually on one page - describing in general the distinguishing features of the class, a list of typical duties, and a statement of the minimum qualifications listing the knowledge, skills, and abilities required. If there are specific training, experience, or education requirements, these are written separately as part of the testing guidelines for the class, but are not stated in the class specifications because of validation problems.

In your supplementary materials are two examples of class specifications for Clerical Assistant and Clerical Specialist classes. Classes that involve the same kind of work but at different levels of difficulty and responsibility are arranged into class series, such as Laborer 1 and Laborer 2. Related class series are grouped into broad occupational groups, such as General Government and Human Resources Occupation Groups. This gives an inventory of all the kinds of work, which makes up the Classification Plan.

Job Analysis is the process used to determine job content and qualification requirements, and serves as the basis for grouping positions into classes and for classifying any one position into the system.

There are nearly 1,600 classifications in the Plan. That sounds like a lot, but in the large and varied nature of the state's work force, there are still positions that are one or several of-a-kind which have been classified with other positions erroneously rather than endure the bureaucratic process of creating a new class. There are also very large classes and series of classes that do not distinguish clearly levels of difficulty and responsibility, as our previous testimony demonstrated.

In the last several years, Executive Department Personnel Division, where the administrative responsibility lies for the classification system, has improved the job analysis process by the use of a Position Inventory Questionnaire. It is designed to measure knowledge, skill, responsibility and working condition elements of the work. These questionnaires were designed to use a factor analysis system called STAC/PAT which uses two sets of grid measurement of factors: one for Professional, Administrative and

Technological jobs (PAT), and one for Supportive Technical and Clerical jobs (STAC). This system is not used officially, and rarely, to our knowledge is the STAC/PAT factoring method applied. The questionnaires are used by job analysts with their own generalized judgment to determine the class of the job.

This is an ungraded class system. There is no rank ordering of jobs according to similar levels in the total system. A basic salary range plan was established with forty-six (46) salary ranges, each five percent (5%) above the last, with six (6) steps within each range differentiated by five percent (5%), and designating merit increases. The classes are given a designated salary range established by market survey of selected benchmark classes. The rest of the classes are slotted in where there are clear relationships with benchmarks. Where there are none, the salary level of many classes is very infrequently reviewed unless employes or agency management ask for a review, in which case special surveys or "canned" market surveys of national consulting services are used.

The Salary Range and steps are no longer exactly five percent (5%) nor always six (6) in number. Variances have been created through the years. Examples: a) In 1975 eleven clerical classes were restructured into four and salary ranges 2 through 15 have from one to four steps added below the standard first step to accommodate the new structure with more salary steps for transition. These are called extended ranges. b) Most of the trades classes and some of the technical classes in the medical occupations use only the top three steps, called condensed salary ranges. Apparently these were created to keep up with market pricing without raising the whole salary range.

This then, is a brief summary of the current system, the principles and methods of which were established forty (40) years ago. All changes since have been piecemeal, and prompted by only the most obvious necessities, and since 1975 by a few negotiated agreements. The difficulties of this system are gross. We have given you some demonstration in the foregoing testimony.

1. The system lacks objectivity and consistency. The specifications become the sole subject of interpretation by managers and personnel officers and employes throughout all the agencies in a system that uses decentralized class determination authority. Their interpretation becomes the basis of appeal to the Employment Relations Board (ERB), or arbitration. Their interpretation can become extremely subjective and subject to change by management's practical priorities and personal differences in interpretation among analysts and other managers. We have experienced many instances of different interpretation of class specifications by different personnel analysts, agencies, and even different interpretation by the same analyst of the same specifications within a year's time.

   There is no objectively based factor measuring system to correct this wide open to subjective interpretation system. We realize that no system can avoid some subjective interpretation, but the art of the trade has developed much more objectively based systems that need to be applied. The Oregon Public Employes Union has argued and tried to bargain and legislate for the adoption of more objectively based methods for many years. Several years ago the Executive Department

apparently made an attempt to review the system and adopt the STAC/PAT factor methodology, which is still old methodology, but an improvement. We don't know exactly what happend to that attempt. Employes were never brought into the process, but after about a year of plans to review, a man who obviously was hired from another state to administer the review of the whole system by job family, examine internal relationships and adopt more objective methods was demoted and the STAC/PAT system put on the shelf "for reference." A piecemeal review of some classes as suggested by agency managers was made, resulting in updating of a number of classes to describe changes in work assignments that had already taken place through the years. Some new classes were created reflecting new kinds of work that had been necessitated by new programs and new work technology. Still no change in methodology was made, no improvement in objectivity, and no examination of the whole system and internal relationships of the classes.

2. The system lends itself to internal inequities. Because, to our knowledge, no overall review of the comparative levels of knowledge, skill, and ability, beyond obviously similar jobs and class series, has ever been made (at least not in forty (40) years), all kinds of inequities have become problems for employes seeking equity.

   The market pricing guide to salaries has been inequitably applied. Some benchmark surveys have led to greater adjustments than others - (witness the trades condensed salaries and the clerical extended salaries).

3. No grading of jobs for comparative level of difficulty. The current system uses job analysis (the analysis of job context) with class specifications as the determiner of class, but job evaluation, which examines the level of knowledge, skill and ability in relation to other jobs, is skipped over lightly and only applied to determine the level within a series of classes - again with the class specifications, not generic job evaluation, being the determiner.

   If there were a state-of-the art objectively based point factor system adopted, the class and compensation system could not only be reviewed in total, with consistency, for which it is certainly overdue, but maintenance of the system would be easier and more reliable. Perhaps we could even go another forty (40) years before another total review were necessary.

State-of-the Art Systems are Available

Private industry has for twenty (20) years demonstrated growing concern over internal equity problems caused largely by the market pricing of salaries and poorly maintained job evaluation systems. They have created a very large job evaluation consulting industry which has developed a wide array of variations of the basic objectively based point factoring method. We do not agree with Executive Department who told us in negotiations in 1981, that "there is no perfect system and we have one." We agree that there is no perfect system, nor will there ever be. But, we do not remain satisfied with

the horse and buggy to get us there, when the state of the art in transportation could provide the airplane. We cannot continue to live with a classification system in disarray and based on out-dated, incomplete principles when there is state-of-the art methodology which could take us a long way, much faster, to cure the problems that will continue to make life difficult for employes, management and the legislature. We know you look forward to long agendas of reclassification requests.

We have researched a number of available systems, and present in our supplementary material to you a synopsis of four consultant methodologies that to us represent the best potential for application to public employment systems and for providing bias free systems.

Goals of New Methodology.

We believe we can apply new methodology to accomplish these goals:

1. Eliminate as far as possible subjective job analysis and job evaluation methods.

2. Eliminate as far as possible sex and minority bias in measuring the value of work.

3. Provide as much consistency as possible to a decentralized class determination process.

4. Achieve internal equity among jobs based upon one common, objective measure of knowledge, skill, effort, responsibility and working conditions required for each job.

5. Ability to objectively validate compensation differences.

Comparable Worth.

We firmly support the principle of comparable worth as basic to all equitable job evaluation systems. Not only because it can help cure the gender gap in earnings, but because it can help cure what we have experienced as a broad range of inequitable pay problems among employes, as we have tried to demonstrate in our collective bargaining relationship with management, and in our testimony to you today.

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jasl006J

It is not our intention to single out individuals or individual agencies when presenting the following examples, but rather inadequacies with the job classification itself. With this disclaimer in mind, I would like to present three examples of different kinds of inequities within the state's classification system with the help of testimony of three state employes and members of OPEU.

I. Psychiatric Security Aide I / Correctional Officer (Exhibit 5)

Many employes in different classifications in the state structure are performing duties that are not included in their classification specifications. However, the duties that they are performing do not fit into other classification specifications.

Barbara Palmer, a Psychiatric Security Aide at Oregon State Hospital is here to present further testimony on the inequities between Psychiatric Security Aides and Correctional Counselors.

II. Conservation Aide / Laborer I (Exhibit 6)

Forestry and Agriculture primarily employ Conservation Aides while Oregon Department of Transportation employs Laborer I's.

Note the inequities in pay between employes performing comparable jobs.

III. A similar problem between two classes doing the same or similar duties exists within the Children's Services Division where Caseworkers and Social Workers perform work of equal difficulty yet the Caseworkers receive $240 less when each worker is at the top of the pay scale. The only distinction between the two positions, besides the pay, is that the Social Workers have a master of social work degree, though many of the Caseworkers have graduate degrees in other related fields.

Don Prebus, a Social Worker and OPEU Local President of CSD is here to further explain the problems associated with the Caseworker - Social Worker classifications.

As you can see from the examples of Conservation Aide/Laborer I and Social Worker/Caseworker, there is an inconsistent philosophy that exists within the job classification system. Some departments which need revision of classifications to fit their individual needs are unable to convince the Executive Department that a new classification is necessary, yet other agencies have workers performing the same duties in different classifications who are compensated at entirely different rates of pay!

IV. Lastly, there is a lack of internal consistency between salaries of employes performing dissimilar jobs which require similar knowledge skills and abilities:

Automotive Service Worker / Accounting Clerk I (Exhibit 7)

Vicki Howry, a clerical worker from the University of Oregon is here to further discuss the problems within the clerical classification.

Alice Dale, Assistant Executive Director of OPEU and an Attorney, will now present testimony on the legal developments and economic implementation of the correction of salary inequities.

1012a

BARBARA PALMER:

In the early 1960's the Forensic/Security unit of Oregon State Hospital was for all intents and purposes created. The state recognized the dangerousness and unpredictability of those persons who had committed a crime and were found not responsible because of mental disease or defect (the old not guilty by insanity law). At that time they created a new personnel classification of Psychiatric Security Aide. The pay scale for those positions was deliberately made the same as the Correctional Officer series.

Through the years the job of Correctional Officers has remained basically the same, but the skills required to be a PSA have increased dramatically.

We are still expected to provide a secure setting for the custody of patients--in some cases maximum security custody in a medium secure facility.

But we are also charged by law with not only custody of the residents, but also their care and treatment.

Most of the Aides are providing one-to-one therapy, group therapy, living skills training and a wide variety of other therapy and training to help the resident cope once outside the hospital setting.

The Corrections Division has set up four intensive treatment programs for their inmates ranging from social skills to drug and alcohol rehabilitation and sex offender treatment. These residential programs are on the State Hospital grounds, working under Mental Health Division guidelines (which are much more restrictive than Correctional Division guidelines) and are staffed with Aides.

There is also a secure (locked) treatment program for children and adolescents. These are children who are too emotionally disturbed to be handled in any other public program in the state. This program is also staffed with Aides.

Despite the original salary intentions of the state and the increased responsibilities, training and therapy skills required by Psychiatric Security Aides, we are currently being paid over 17% less than Correctional Officers.

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I am Donald Prebus, President of my OPEU Local and a Social Worker at Children's Services Division.

Children's Services Division has struggled long with a group of problems associated with the classification of its Caseworkers and Social Workers. At CSD these are the two most numerous groups of workers. There are presently about 370 Caseworkers and about 180 Social Workers. Taken as a single group they are the majority of workers of the agency, working in the areas of protecting abused and neglected children, arranging and overseeing adoptions, and assuring adequate planning and care for the children committed to the state for placement in family foster care, group care and residential treatment centers. Many workers are responsible for the rehabilitation of families and the upgrading of child care for children still residing with their natural family.

The difference in pay between these two groups is 15% or $240 per month. The major distinction between them is the possession of the Master of Social Work Degree.

The agency has an estimated 100 positions designated as Social Work positions that are underfilled by Caseworkers who are paid at the lower Caseworker rate. In addition, while position descriptions and work plans may allege a difference in the difficulty of work assigned, in practice there is no difference in the duties and often the same description is shared by Caseworkers and Social Workers. The only difference is the MSW Degree of Social Workers.

Awareness of this state of affairs has led to a call by large numbers of Caseworkers for equal pay for equal work. On the other hand, Social Workers have not been happy in a situation in which the agency has not designed roles for them which maximize the use of their professional training. And incidentally, they are paid less than Juvenile Parole Counselors whose classification as Correctional Counselor III requires no specific educational training.

Many Caseworkers have training on the graduate level in areas of importance to the achievement of the agency's goals, such as psychology, counseling, child development, etc., who are not given any more compensation simply because their degree happens to be in a specialization other than Social Work.

Simply put, what we have is a classification system that in practice bases compensation for the two largest groups of workers at CSD on education qualifications alone and does not differentiate between what is done for the public in terms of knowledge, skills and levels of responsibility. This leads to morale problems and attempts to bring about resolutions to this problem have been fruitless and frustrating to both employes and managers.

In 1977 the Department of Human Resources proposed a single classification for Caseworkers and Social Workers. It simply ignored any different levels of difficulty of work and made an automatic increase with experience regardless of duties assigned. This was not a satisfactory solution to any group of employes and was withdrawn when salary negotiations were unsuccessful.

In 1978 and 1979 CSD management, under the direction of the Department of Human Resources, put in a great deal of time and effort to proposing a new class structure for its workers. However, it was set aside after DHR balked at implementing something out of character with the current classification system.

We believe that a proper compensation plan must include credit being given in three areas: in addition to educational qualifications, there needs to be credit for experience as well as the measure of knowledge, skills and responsibility inherent in the job done for the public. The current classification structure has simply failed to meet these needs. For us it is high time to be looking at a better class methodology that will more adequately meet the needs of the agency and its workers.

VICKI HOWRY

I've worked at the University of Oregon for 7 years. I've worked at three levels in the clerical classification series. For the past year or more, I've been involved with the OPEU Clerical Committee at the University. Last winter, the Clerical Committee sent a survey to every classified employee on campus asking them about their concerns and asking them to rank order a group of the committee's concerns. Clerical positions on campus number six to seven hundred, but we sent surveys to every employee on campus because there was no method of subdividing the mailing list. We sent out 1300 surveys and we received 10% back.

The people who responded to the survey voted pay inequities as their #1 concern. Several people, in their comments, wrote about the low pay scales for clerical workers. One person said the greatest frustation was working a 40-hour week doing a good job but not earning anything more than a subsistence-level income. People also wrote about devalued pay--about how clerical workers are not being paid an amount equal to the work that they perform. We hadn't mentioned the classification system in the survey but several people brought it up anyway. They felt that job descriptions should be re-evaluated statewide because too many jobs are under-ranked for their responsibilities and other jobs might be over-ranked.

Through my work and from talking with co-workers, I know that there are problems across campus distinguising between the levels of clerical work. I suspect that many people are working in inappropriate classifications. Some entry level people are probably doing intermediate-level work and vice versa. It is also possible for positions that are totally clerical in nature to be called something else, like Education Project Aide, and for positions to be called clerical because a more suitable classification, like Library Assistant, doesn't exist.

Clerical workers along with food service workers are the lowest paid workers on campus. Entry clerical positions pay $737 gross a month. Compare this to the pay scales of some typically male-dominated classifications. Entry level janitors are paid $120 more--they earn $855 a month. Entry level groundskeepers are paid $200 more--they earn $933 a month. I don't know everything that janitors and groundskeepers do, but I sincerely doubt that most clerical jobs are actually <u>less</u> difficult. And it isn't that I think janitors and groundskeepers are <u>paid</u> too much. It's that clerical workers are paid too little and they are paid too little out of custom for reasons that are false. I believe the value of the work performed by clerical workers has been incorrectly assessed so far and that an objective point-factor evaluation of state system jobs will indicate that clerical positions are almost uniformly underpaid.

0377H

EX 1

CLERICAL ASSISTANT 0007

Clerical Assistants do clerical and secretarial work of limited variety and complexity, either in direct support of agency programs or to relieve a superior of clerical detail. After learning the specific tasks of the position, the appointee is expected to perform recurring duties without continuous close supervision. The work follows clearly outlined procedures, usually concerning a closely-related body of subject matter.

Decisions involving work-content are made by referring to existing, well-defined standards or guidelines. Non-routine questions are referred to the immediate supervisor. Employes may use independent judgment in determining details of work methods. Most errors are detected at the end of the work cycle, except in the case of repetitive work such as data-entry or filing. Employes do not normally supervise others.

Typical Duties *(Duties listed below are examples only. Allocation of positions will depend on the total work performed and the degree of skill, judgment, and knowledge required to perform it, as well as the consequences of error. On occasion, employes may be required to perform higher-level tasks for limited periods, for training purposes or for work coverage.)*

- -provides visitors or phone callers with information based on the application of regulations or standard policies to routine situations.
- -forwards calls, takes messages, makes appointments.
- -opens, sorts, and distributes mail according to addressee and general knowledge of agency activities and programs.
- -codes fiscal or other records according to readily-identifiable established categories, accounts, etc.
- -computes or verifies computations, manually or by machine.
- -types correspondence, reports, and form entries from draft, oral or machine dictation, or source documents, using various kinds of manual and power keyboard equipment to produce finished copy and/or computer data entries.
- -composes and types simple letters.

Minimum Qualifications

Knowledge of: oral and written English usage appropriate to office operations; arithmetic.

Ability to: communicate effectively and correctly, orally and in writing; learn and perform assigned tasks quickly and accurately from oral and written instructions; make apporopriate decisions within well-defined guidelines; work harmoniously with others; learn the operation of various office machines.

DISTINGUISHING FEATURES

Clerical Specialists do varied communicative and records-processing work in direct support of agency programs. Positions require judgment in applying knowledge of laws, regulations, policies and procedures controlling the work assignment to specific circumstances. Employes work under general supervision, handling many details on their own initiative; and within the limits of established procedures frequently decide on the appropriate action. They may have lead-worker or supervisory responsibility; and are responsible for the accuracy of their own work as well as that of any subordinates.

CHARACTERISTIC DUTIES

(Duties listed below are examples only. Allocation of positions will depend on the total work performed and the degree of skill, judgment, and knowledge required to perform it, as well as the consequences of error. On occasion, employes may be required to perform higher-level tasks for limited periods, for training purposes or for work coverage.)

Supervises workers of lower grade in varied office operations of limited complexity.

Applies knowledge of, and interprets, laws, regulations, policies and procedures, in order to obtain information from, or provide it to, other work-units, organizations, or the public.

Types varied and complex materials in a production setting, from machine or oral dictation or rough draft, applies an understanding of an extensive specialized vocabulary, and uses manual or power keyboard equipment.

Receives, checks, adjusts, and records documents and reports which, by their variety of content and/or difficulty of computation require use of technical subject-matter knowledge, limited by standardized practices and further confirmation of results.

MINIMUM QUALIFICATIONS

KNOWLEDGE, SKILLS AND ABILITIES

Two years of office and clerical experience affording or demonstrating:

Knowledge of general office practices; arithmetic.

Ability to communicate effectively and appropriately, orally and in writing.

Ability to interpret and apply program information in making work decisions or supplying information to others.

Ability to organize own work efficiently and make appropriate decisions concerning work methods.

Ability to maintain complex specialized records and prepare narrative or statistical reports based thereon.

Ability to make accurate arithmetic computations, or apply standardized statistical or mathematical procedures, manually or by machine.

Ability to operate various office machines.

Ability to maintain harmonious working relationships.

EX 2

OPEU
MONTHLY SALARY SCHEDULE
JULY 1, 1982

	extended ranges				standard ranges	condensed ranges				
1					663	684	710	737	767	801
2				663	684	710	737	767	801	830
3			663	684	710	737	767	801	830	863
4		663	684	710	737	767	801	830	863	898
5	663	684	710	737	767	801	830	863	898	938
6	684	710	737	767	801	830	863	898	938	976
7	710	737	767	801	830	863	898	938	976	1013
8	737	767	801	830	855	889	933	973	1012	1059
9	767	801	830	855	889	933	973	1012	1059	1106
10	801	830	855	889	933	973	1012	1059	1106	1158
11	830	855	889	933	973	1012	1059	1106	1158	1202
12	855	889	933	973	1012	1059	1106	1158	1202	1260
13	889	933	973	1012	1059	1106	1158	1202	1260	1316
14	933	973	1012	1059	1106	1158	1202	1260	1316	1383
15	973	1012	1059	1106	1158	1202	1260	1316	1383	1449
16					1202	1260	1316	1383	1449	1519
17					1260	1316	1383	1449	1519	1592
18					1316	1383	1449	1519	1592	1670
19					1383	1449	1519	1592	1670	1751
20					1449	1519	1592	1670	1751	1832
21					1519	1592	1670	1751	1832	1923
22					1592	1670	1751	1832	1923	2020
23					1670	1751	1832	1923	2020	2116
24					1751	1832	1923	2020	2116	2219
25					1832	1923	2020	2116	2219	2326
26					1923	2020	2116	2219	2326	2440
27					2020	2116	2219	2326	2440	2561
28					2116	2219	2326	2440	2561	2689
29					2219	2326	2440	2561	2689	2818
30					2326	2440	2561	2689	2818	2957
31					2440	2561	2689	2818	2957	3101
32					2561	2689	2818	2957	3101	3254
33					2689	2818	2957	3101	3254	3415
34					2818	2957	3101	3254	3415	3585
35					2957	3101	3254	3415	3585	3758
36					3101	3254	3415	3585	3758	3942
37					3254	3415	3585	3758	3942	4142
38					3415	3585	3758	3942	4142	4344
39					3585	3758	3942	4142	4344	4558
40					3758	3942	4142	4344	4558	4782
41					3942	4142	4344	4558	4782	5018
42					4142	4344	4558	4782	5018	5266
43					4344	4558	4782	5018	5266	5525
44					4558	4782	5018	5266	5525	5797
45					4782	5018	5266	5525	5797	6087
46					5018	5266	5525	5797	6087	6390

10098/225 (12/81)

EX 3

EXAMPLES OF JOB EVALUATION METHODS CURRENTLY IN USE

In the 1970s, two prestigious organizations, the Bureau of National Affairs, Inc. (BNA) of Washington, D.C., and the American Compensation Association (ACA) of Scottsdale, Arizona, conducted surveys to determine (1) what kinds of job evaluation methods (plans) are currently in use, (2) groups of employes covered by these plans, and (3) overall satisfaction with these plans. Their surveys provided the following information.

HIGHLIGHTS OF THE BUREAU OF NATIONAL AFFAIRS, INC. PERSONNEL POLICIES FORUM SURVEY NO. 13 ON JOB EVALUATION POLICIES AND PROCEDURES, JUNE 1976 (pp.1&4)

- Three fourths of the companies responding to the survey have one or more formal job evaluation plans, and the employee groups most frequently covered by job evaluation are technical, office/clerical, and professional employees.

- The most commonly used method of job evaluation is the point system, the evaluation is conducted by a job analyst from the personnel department in the majority of job evaluation plans, and there is a formal procedure for appealing the results of the evaluation in two thirds of the plans reported.

- Job descriptions used as the basis for the evaluation are developed from interviews with the supervisor in 57 percent of the plans, interviews with the employee performing the job in 49 percent, and observation by the job analysts in 48 percent. The job descriptions are revised every year in 28 percent of the plans.

- Nearly one half of the job evaluation plans were developed by company personnel; about one half of the plans covering managerial groups have been instituted since 1970, compared to 30 percent of plans for nonexempt employees and 16 percent of those covering production workers only.

- Very few companies indicated the cost of installing their job evaluation plans; of those that did, the median cost is $10,000.

- Nine out of ten companies make use of data from wage and salary surveys in the administration of their job evaluation plans; and in four fifths of these companies, surveys are conducted in house.

- Written manuals on the job evaluation plan are used in 83 percent of the companies with plans, special programs to communicate information on job evaluation to supervisors are found in 87 percent of the companies, and communications on job evaluation are aimed at nonmanagement employees in 71 percent.

AMERICAN COMPENSATION SURVEY OF JOB EVALUATION
PLANS IN USE, 1977

JOB EVALUATION PLAN SURVEY

of Plan	HOURLY NO.EMP.	HOURLY PERCENTAGE	NON-EXEMPT NO.EMP.	NON-EXEMPT PERCENTAGE	EXEMPT NO.EMP.	EXEMPT PERCENTAGE	EXECUTIVE NO.EMP.	EXECUTIVE PERCENTAGE
Factor Ranking-	236,511	37.3	72,946	32.6	90,845	30.0	2,291	24.5
Guideline-	1,450	.2	16,549	7.4	18,480	6.3	514	5.5
Hay Plan-	5,200	.8	36,528	16.3	96,989	33.0	4,584	49.0
CWS 3-	52,295	8.2	15,867	7.1	1,910	.7	-	-
NMTA 1-	46,045	7.3	6,370	2.9	-	-	-	-
NEMA 2-	56,984	9.0	400	.2	-	-	-	-
Time Span-	-	-	-	-	-	-	-	-
Market Pricing-	71,428	11.3	22,111	10.0	44,673	15.2	1,172	12.5
Custom Designed-	31,702	5.0	34,897	15.5	33,242	11.3	612	6.0
Other 4-	132,983	20.9	18,052	8.0	7,791	2.6	185	2.0
TOTAL	634,598		223,720		293,930		9,358	

1 NMTA - refers to the former National Metal Trades Association evaluation plans (now the American Association of Industrial Management-AAIM).

2 NEMA - refers to the National Electrical Manufacturers Association job evaluation plan.

3 CWS - refers to the Cooperative Wage Study conducted by twelve of the largest steel corporations at the direction of the War Labor Board in 1944. The resulting twelve-factor evaluation plan for hourly employees and seven-factor plan for nonexempt office and technical employees has grown in application to embrace most of the steel industry.

Other plans in use for hourly employees consisted, for the most part, of union-negotiated job rate plans and various self-developed point and factor comparison systems. Other plans in use for salaried employees included the following:

Plan designed by Cole & Associates (Bank Industry)
Plan designed by Life Office Management Association
Plan designed by Robert H. Hayes & Associates
Plan designed by McKinney & Associates
Self-developed point system
Self-developed point/factor system
Self-developed factor comparison system
Three-factor Bench Mark System
Value making of jobs by supervision
Basic ability evaluation
Classification System
"Point Count" system

EX 4

Job Evaluation Consultants Investigatd by
Oregon Public Employes Union
Reviewed in Order of OPEU Preference

CONSULTANT SYNPOSIS

Thomsen Associatees

Donworth, Taylor & Company

Norman D. Willis & Associates

Hayes/Hill Incorporated

List of Questions Asked Each Consulting Firm:

How does your system treat internal ranking of knowledge, skill, and ability levels?

What role is recommended for market survey in setting compensation?

Does your system factor professional, technical, and clerical jobs using the same basic set of factors?

Does your system lend itself to use by employes without professional training in classification methodology, assuming users can be trained in this system?

How many hours would such training normally require?

What is your rough estimate of the cost of consulting services to establish your system for use by Oregon State Personnel Division?

How much time should be allowed for such a project to be completed?

Are there other public employers who are currently using your system?

Who and where are some large private employers with a broad mix of jobs using this system?

Thomsen Associates
Compensation Institute
David J. Thomsen, Ph D
Director
869 Via De LaPaz
Pacific Palisades, California 90272 (213) 454-9931

Firm specializes in pay practice research and consulting publications, seminars, and surveys.

David Thomsen has been intimately involved with comparable worth study, with the National Academy of Sciences research and report, comparable worth cases, and the Gunther case. He expresses belief that the days of "canned" approaches are gone, and that participative development, modifications, testing for reliability and validation must be used as a framework for a custom-developed approach to job evaluation analysis. He is aware of the need for and development of better technology and a more realistic outlook in the area of comparable worth.

Quantitative measurement scales are used to measure these sample potential factors designed for non-discriminatory job evaluation by several levels:

1. Job Related Experience Required (measured in length of time).
2. Formal Training Time Required.
3. Frequency of Work Review.
4. Utilization of Independence of Choice (percent of time)
5. Frequency of Reference to Guidelines (percent of time).
6. Frequency of Work Transferred through Supervisor (percent of time).
7. Interpretative/Analytical Complexity (specific analysis processes measured).
8. Time Spent in Processing Information (percent of time).
9. Time Spent in Planning (percent of time).

10. Contact with Public (percent of time).

11. Contact with Customers/Supplies (percent of time).

12. Impact on Department Budget (percent of budget authorization).

13. Persuasion/Setting/Directing others (percent of time)

14. Training of Staff (percent of time).

15. Physical Stress Experienced (percent of lifting by number of pounds).

16. Time Spent Working Under Deadlines (percent of time).

17. Time Spent in Hazardous Conditions (percent of time).

18. Travel Outside Work Location (percent of time).

19. Job Related Experience Required (by level in organization).

20. Salary Midpoint to which this Position Reports.

21. Highst Salary or Grade Midpoint which this Position Supervises.

22. Revenue Size of Unit.

23. Asset Size.

24. Employe Size.

25.. Budget Size.

26. Payroll Size.

27. Personnel Size for which Position is Responsible.

28. Number of Supervisors Reporting and Number of Supervisory Levels Reporting to this Position.

These are scored and compared with Benchmark positions developed by the evaluation system.

Donworth, Taylor & Co.
Management Consultants
Vance B. Jacobson, Consultant
1111 Third Avenue
Seattle, Washington 98101 (206) 622-9840

Job evaluations specifically designed for internal equity and bias-free measurement of EEOC criteria. Seems especially applicable to public employment organizations and seems most thorough and bias-free in measurement of knowledge, skills, and working conditions.

Point-factor system evaluates following job content areas:

1. Skill - Mental: level and variety.

   Physical: coordination and manipulative skills.

   Social: level of interpersonal skills (especially thorough factoring).

2. Effort - Mental: knowledge applied to problem challenges.

   Physical effort.

   Social - scope of personal contacts.

3. Conditions - Environmental: physical working conditions.

   (Especially thorough) work demands and pressures contributing to stress

4. Responsibility - Organizational: level of work and/or management.

   Impact on work of others and delivery of services.

System represented by firm to be particularly applicable to comparable worth issues; fair and consistent applicability for entire range of classifications; easily understood; flexible to growth and change in organization and market place; and requiring minimal maintenance.

Norman D. Willis & Associates
Management Consultants
812 3rd Avenue
Seattle, Washington 98101

With Ann O. Worcester of that firm the State of Washington did a Comparable Worth Study in 1974 (one of first).

Uses factor-point evaluation method based on four major factors:

1. Knowledge and Skills:

   Measures understanding depth, familiarity with facts or information, dexterity, job knowledge (occupational, specialized or functional) and job skills with special measurement of interpersonal skills to serve, motivate, or influence others.

2. Mental Demands:

   Measures degree of effort of required thinking process in analysis and evaluation of alternatives to reach solutions.

   Measures: latitude for independent judgment, extent of decision making and problem solving.

3. Accountability:

   Amount of contribution toward overall expected end results.

   Measures freedom to take action - extent of restraint in form of supervision or inherent in nature of position, and nature of job's impact - direct, supportive, and non-direct.

4. Working Conditions:

   Measures: Physical effort - lifting, climbing, working in tiring positions;

   Hazards: danger of injury or probability of physical harm;

   Discomfort: environmental conditions - cold, wind, dust, rain, snow, fumes, dirt, etc. Pschological discomfort is also included.

Hayes/Hill Incorporated
Management Consultants
20 North Wacker Drive, Suite 3330
Chicago, Illinois 60606 (312) 984-5250

Philosophy: Taylor project to philosophy, structure and strategic direction of the organization.

Insure internal equity for all employes.

Integrate market data to promote competitive but equitable compensation levels.

Develop guidelines for effective maintenance of system.

Train staff in organization in mechanics of process to facilitate long-term maintenance.

Seems more geared to private industry, though has considerable experience in public employment field.

Uses point-factoring method measuring:

Job Content: Fourteen questions regarding framework of job assignments; availability of instructions, advice, and precedents; freedom to select methods and priorities; frequency of work review and ease of determining correctness; impact of regulations; equipment proficiency and technical skills; etc.

Personal Interaction:

Five questions regarding nature and frequency of interaction with what groups of people

Supervision Exercised:

Five questions regarding type and scope of supervisory responsibility.

Working Conditions:

Five questions regarding deadlines, irregular hours, physical effort and danger, and exposure to unpleasant conditions.

Entry Qualifications:

Four questions addressing academic or equivalent, additional format training, certification or licensure, and necessary experience.

Impact:

Four questions regarding importance of decisions, fiscal responsibility, likely effect of errors, and overall impact of position on organization.

3/17/83
1003J/jas

I.	PSYCHIATRIC SECURITY AIDE I	CORRECTIONAL OFFICER
Major** Duties	Maintain security at all times as directed and outlined in security procedure manual.	Maintains order, sanitation and acceptable levels of interpersonal relations in group living circumstances detecting evidence of friction, tension, taking corrective action through individual and group counseling directions and others
	Initiates interaction with residents in an assertive constructive manner.	
	Detect, expose and work with manipulative behavior.	
	Recognize and interpret symptoms and conditions of drug usage.	Searches enroller's person, property, building and grounds for contraband.
	Intervene and report drug usage by residents.	
	Assume responsibility for transportation of residents, manning of security areas, supervising visiting areas and other functions as assigned.	Escort and transport inmate to and from institutions and the facility, including those who may be under restraints.
	ADDITIONAL DUTIES	
	Recognize the emotional, physical, intellectual and social needs of residents and assist in formulating a treatment contract based on those needs.	
	Participate in planning, implementing and evaluating the ward therapeutic treatment program.	
Knowledge* Skills & Abilities	Understanding of the purposes and principles of psychiatric ward care for potentially violent and disturbed patients and prisoners and of the methods of objects of discipline required for persons under restraint. Ability to control and direct patients and prisoners individually and in groups.	
	Ability to learn and carry out prescribed medical care, dustodial care and security measures.	Equivalent to: Graduation from a senior high school at time of appointment or within 6 months after appointment.
	Preferably, some experience in law enforcemnent, prison or security.	Preferably supplemented by supervisory, law enforcement, military or other experience demonstrating an ability to work effectively with people

Salary Steps	SR 14 1106 - 1158 - 1202 - 1260 - 1316 - 1383	SR 17 1316 - 1383 - 1449 - 1519 - 1592

* From Classification Specifications

** From Job Descriptions

EXHIBIT 5

EX 6

II.	CONSERVATION AIDE	LABORER I
General Description	Performs conservation field work of an elementary nature	This is manual work of an unskilled or limited semi-skilled nature requiring no special previous training or experience.
Examples* of Work	Performs fire suppression and pre-suppression activities including building and grounds maintenance, road mantenance and fire fighting. Performs field maintenance in forest nurseries including activities such as weeding, inventory and transplanting.	Fights forest fires on a suppression crew. Performs heavy manual labor in digging ditches, culling and burning brush and weeds, removing slides, tree and other obstacles from road. Performs unskilled tasks in connection with nursery, greenhouse, forest or grounds maintenance. Drives team pulling mower or other equipment.
Knowledge* Skills & Abilities	Ability to understand and to perform assigned tasks. Good physical condition, manual dexterity and hand-eye coordination. Ability to keep simple records. Ability to use simple tools.	Ability to understand and to perform assigned tasks. Good physical condition and strength. Ability to read and write.
Salary Steps	SR 1 663 - 684 - 710 - 737 - 767 - 801	SR 8 889 - 933 - 973 - 1012 - 1059 - 1106

*From Classification Specifications

EXHIBIT 6

IV.	AUTOMOTIVE SERVICE WORKER	ACCOUNTING CLERK
Major* Duties	Serves as attendant at a garage with main responsibility for servicing automotive equipment. Conducts basic and routine inspection of supply and condition of servicing materials.	Maintains the books and general fiscal records of agency or division. Keeping of records and statistics and preparation of summary statements for budget information Performs auxiliary bookkeeping functions such as payroll deductions, purchase requisitions, inventory control records and expense claims for a large accounting unit.
Knowledge* Skills & Abilities	One year experience as service station attendant. Ability to read and write.	Graduation from a senior high school including or supplemented by courses in bookkeeping AND Two years of office experience including one year of Bookkeeping
Salary Steps	SR 12 $1158 - 1202 - 1260	SR 10 $933 - 973 - 1012 - 1059 - 1106 - 1158

* From Classification Specifications

EXHIBIT 7

SENATE COMMITTEE ON LABOR
SB 484
EXHIBIT E
DATE 3/25/83 Page (s) 3

March 25, 1983

Marylin Shannon
Estacada, Oregon 630-6706

Testimony against Senate Bill 484

Just as a point of information, I would like to ask if all of the state employees that have testified today did so on their own time?

1. The concept of 'equal pay for comparable worth' is one of the major items on the socialist-feminists adgenda. It is important that we identify this issue as a socialist-feminist issue. There are many types of feminists. Many believe in equal pay for equal work, and a woman's right for equality in the market place. However, they reject the radical concept being discussed today.

The National Organization for Women in Minneapolis, Minnesota, distributed "THE DOCUMENT: declaration of feminism" a few years ago. I quote from page 5:

> In order to break the tyranny of class oppression it is necessary to establish a socialist order based on two premises:
>
> 1. The economic independence of women from men.
> 2. The elevation of "women's work" to the highest status,...
>
> In the final hours of capitalism we will dance on the grave of corporate America.

That is a pretty radical statement, but it was made by socialist-feminists not me.

In 1978, a Denver judge realized the radical socialist impact in the case of the nurses requesting the same pay as the tree trimmers and sign painters. In denying their claim he said this case was 'pregnant with the possibility of disrupting the entire economic system of ... America."

Please remember NO ONE is authorized to speak for "Oregon Women." Some individuals are elected by their organizations to speak for their members, but those women speak for identifiable groups(usually both men and women belong to these groups). They do not speak for all women. All issues are women's issues and men's issues. There are conservative and liberal solutions, and many conservative women do not appreciate being ignored if they do not wave the socialist-feminist 'flag'.

2. We have heard a lot about the 59¢ hoax today. The hoax says, "Women make only 59¢ for every $1 men make." NO ONE CAN PRODUCE A SINGLE WOMAN IN AMERICA WHO EARNS 59% of what a man earns for the same job. That would violate

4. There is a law suit going on in Washington State on this issue. One year ago it was estimated that it would cost Washington taxpayers $400 million if the employees win. No doubt that figure has been raised in the past year. The $400 million would have to be paid in a two year period. (The Daily Record, Ellensburg, Wash., Fri., July 23, 1982 Page 2)

If the public demands this, let it be negotiated by labor and management. If employees demand it, they will negotiate it. DO NOT SHOVE IT DOWN THE TAYPAYER'S THROAT, PLEASE.

This type of legislation is anti-business. It is also an example of one reason many Democrats are turning Republican. This radical bill is sponsored by Democrats. I will go back to my taxpaying Democratic friends and once again explain how their party is wasting time and money in Salem. I was once a strong Democrat, now I am the Chairman of the Republican Party in Clackamas County. Why did I switch? Because of the way the Democratic Party has embraced and promoted the items on the socialist-feminist agenda. Marion County has been experiencing Democrats switching to Republicans, this just gives over-taxed Democrats more reason to switch.

When anti-business legislation passes in Oregon it discourages business from settling in Oregon. When there are fewer businesses in Oregon, there are fewer workers in Oregon. When there are fewer jobs, fewer people can work and pay their taxes. When people don't pay their taxes, the schools have a harder time raising funds for their budgets. I work for a school district, so does my husband. We want business to settle in Oregon, and people to work at the jobs business provides. Then they can pay their taxes and fund the schools. Please vote against all anti-business legislation, for the sake of the working men and women in Oregon.

5. Finally, when Governor Ray in Washington State took the funding for 'comparable worth' out of her budget she said the study "ended up comparing apples and pumpkins and was a can of worms." (The Daily Record, 7-23-82) What can I add to a statement like that? It "ended up comparing apples and pumpkins and was a can of worms." She said it all.

Lynda Johnson Robb while serving as chairperson of President Carter's Advisory Committe on Women testified that 'equal pay for comparable worth' would not eliminate sex discrimination but would reinforce it. She said, "any effort to increase wages in female-dominated jobs by regulation would lead to sex segregation of the work force."

Perhaps there are a few jobs that need to be renegotiated on an individual basis, but this radical study needs to be rejected.

Please vote NO on S.B. 484.

Thank you for your time, are there any questions?

SENATE COMMITTEE ON LABOR
SB 484
EXHIBIT F Shannon
DATE 3/25/83 Page (s) 27

The Document:
declaration of feminism

3/25 Intended to

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.. Children
.. Art
.. Herstory

COLLECTIVITY

.. Collectivity
.. Individualism
.. Knowledge
.. Self Consciousness
. Leadership
.. Criticism
Reinforcement
Sharing Responsibilities
Personhood

INTRODUCTION TO FEMINISM

"A man can work from sun to sun but a woman's work is never done."

Feminism is pride in being female and is based on the principle that for centuries women have done all of the essential work in keeping the human race alive and healthy. A Feminist Revolution is one which will elevate the status of this work and spread it equally among all people both young and old, male and female.

Women, having spent their lives in servitude and in meeting others human needs, will be the first to understand the need for a socialist revolution. Only a revolution led by women will be truly feminist and can insure our complete liberation. For only if women are united in a collective struggle, will we be able to overthrow male supremacy and replace it with Feminist consciousness.

Feminism is the love of women which comes from a common understanding of our oppression in patriarchial society. It is the discovery of the gifts that women share because of the roles we have been assigned by male society. Women throughout the world share a common culture premised on the fulfillment of basic needs but manifested in different ways in each society. While we must not minimize the social and class differences among us, the existence of a common domain gives us hope and sustains us in our struggle toward a ~~Feminist Socialist Revolution~~.

~~It could never be said that Feminists are women who wish to be men. On the contrary, we would have men be more like women.~~

Women have learned sensitivity to people because our role has always been meeting others' basic needs. It is vital that all humans learn to serve others and are capable of making sacrifices for the good of all. In the past we women have sacrificed ourselves for others and men have lived off our selflessness. In the course of building the Feminist Revolution we shall sacrifice ourselves only for the good of

Feminism.

Men and women speak different languages; they operate from different realities. Men relate to each other and to the world from a position of strength. At the root of man's problems is the fact that he has equated human needs and feelings with weakness. He continually attempts to assert his mental and physical superiority to both men and women. He has made himself into an emotional cripple who denies or is unable to recognize his own feelings. Much of women's strength is to be found in what has been called our "weakness". We are not afraid to say that we need other people, nor to cry and show our feelings. Women share a collective consciousness of people's interpendence on one another. unknown to men as they struggle to match the image of American manhood.

Feminism rests on the belief that it is up to women to rescue the planet from the deeds of patriarchy and that women will join hands to build a Feminist-Socialist Revolution.

ON THE ROOTS OF OPPRESSION

The enslavement of women by men was the first form of oppression to appear in human history. It has existed in every culture and under every type of economic system. It has made possible the oppression of class by class, race by race, and nation by nation.

Many theories exist as to the origin of the oppression of women. One is rooted in the different biological functions of men and women:

> In prehistoric times, women were continually pregnant. The human child's survival was totally dependent on the mother for the first years of life. This created a division of labor women nourished the children and provided shelter, while men became hunters and warriors. Thus as society evolved, women's lives were centered around the home freeing men to explore the world.

A second theory also stems from the biological function but relates to the psychological identity that men and women developed because of their biological differences.

There came a point in the development of the human race when people became conscious that they existed in time; that is, they had a past, present, and future. This enabled them to reflect on their existence. As they looked around they saw that the universe regenerated itself through cycles; the sun rose and set, the moon changed its shape in patterns, women bled in cycles and gave birth to children, the seasons grew old and were reborn. Men did not see their function in this universe. They felt they had no special powers, while women were not only vital to the life process but were cloaked in mystery because of their monthly bleeding. To gain a sense of power and participation men had to control that which they did not understand. Thus they put themselves at the center of the universe. Suddenly all of nature existed for their benefit and fulfillment. First and most forcefully, women became their property. Later they exploited land, goods, and anything else that got in their way. The male identity then was created not in relationship with life processes so that man was a part of a whole, but counterposed to them so that man was the whole and all else rotated around him.

A third theory is suggested by recent anthropological findings. It appears likely that women were the <u>creators</u> of civilization, that because human beings are <u>animals</u> there was a natural division of labor in the beginning. Men, similar to the "king of beasts" roamed the forest while women gave birth to children, sheltered, fed, and reared them. Because of the responsibility women had for protecting the young they found it beneficial to join together with other female human beings and their young. From these early groupings women began to refine their existence. They discovered farming, built homes, and painted the first drawings on the walls of caves. It was later in time that men, seeing what women had created, came in from the forest and seized the power from the mothers. Where the mothers did not consent, force was used. Thus began the patriarchial era.

There is truth in all of these theories, but we will never know exactly what took place in prerecorded history. However, we must act out of the truth we see. For centuries men have used women for their own pleasure and for procre-

ation. Women in all cultures have been primarily, if not solely, responsible for maintaining the life of the human race while men have been gradually leading us all toward self-destruction. The material conditions now exist for women to control their bodies and for men and women to share equally in meeting the basic human needs of society. Both of these are necesaary for our liberation and for the liberation of all people.

CLASS AGAINST CLASS

Class is the stratification of groups, according to ownership, which takes the shape of a pyramid. Those owning the most have the most power and form a small group at the peak. Those owning the least form the large base.

Class is the logical extention of individualism. It is the social system created by the ownership of ideas, skills and property. Women were the first private property.

The class system is a patriarchy based on relationships among men. A woman's class status is determined first by her father and later by her husband. The single woman is a social faux-pas and has no place in this class system.

Class heirarchy (the oppression of the masses by a small ruling class) is possible because one half of the population (men) benefits by the oppression of the other half (women). The benefits are twofold:

1. Women's Work: ~~Women have been a vast source of unpaid labor, placed in bondage by the institution of marriage.~~ Because they have done the work necessary for the survival of the human race, i.e. maintained homes for individual men, men have been freed to compete for class position by selling their labor.

2. An outlet for frustration: ~~Capitalism, the most grotesque form of class heirarchy~~, has exploited the labor of the masses of men. Men have been forced to work long hours for low pay at meaningless jobs. This has created frustration and stripped them of their identity. The home has become the working man's last refuge. It is his castle: his children are his property, and his wife, his slave. Here he can be king. Because this last refuge remains, men

tolerate their own oppression and allow a small group of men to become rich off of their labor.

In order to break the tyranny of class oppression it is necessary to establish a socialist order based on two premises:

1. The economic independence of women from men.
2. The elevation of "women's work" to the highest status, making the primary function of the society that of meeting the basic human needs of all people.

In the final hours of capitalism we will dance on the grave of corporate America.

RACE AGAINST RACE

The oppression of women by men is the prototype for all other oppressive relationships. The distinctions made between men and women wherein men are intelligent, aggressive, strong, domineering, and independent, and women are stupid, passive, weak, submissive, and dependent, set the pattern for relationships between races. In the world today the white race takes the "male" role, assigning non-white races to the "female" role.

Throughout history different races have developed different aspects of human potential. While the white race has developed rationalism and pursued dominance over nature, other races have developed an organic relationship with their enviroment; some pursuing spirituality, while others expressed their unity with nature through dance, ceremony and the acceptance of natural dichotomies. The white race capitalized on the non-aggressive nature of other races and extended the "male-female" relationship to include other cultures, thereby creating what we now call racism.

In order to overcome the tyranny of racism it is necessary to establish a socialist order based on two further premises

1. An end to the oppressive "male-female" relationship as it now exists and the creation of an egalitarian society based on collectivity.
2. The interweaving of the gifts of all races into the fabric of our society so that the complete potential of the human race can be realized.

NATION AGAINST NATION

~~The whole idea of nations is crazy.~~ ONE WORLD ←

A nation is a plot of land with arbitrary boundaries determined by some silly war or other diplomatic game. Sometimes these boundaries encompass natural groups of people. However, more often people have been thrown together as the bounty of wars, and unnatural nations, (often ruled by outside forces) have been created.

Clearly the world does not operate collectively. Nations compete with nations for power. A nation's power is based on control of natural resources, technological advancement and military strength.

Nations competing for power have carried Individualism to its ultimate conclusion where peace is dependent on a balance of power and nuclear destruction is the counterweight.

~~Imperialism is the rape of the resources of poor nations by powerful ones.~~ Just as men are dependent on women for their survival (i.e. maintenance of the home) powerful nations like the united States are dependent on third world countries for their survival (i.e. natural resources, cheap labor, and foreign markets.

~~In order to break the tyranny of Imperialism it is necessary to establish a socialist order~~ based on two more premises: ←

1. World-wide socialism based on cooperation and the sharing of resources so that the needs of all peole are met.
2. The right of all natural and cultural groupings to self-determination.

Individualism carried to its logical conclusion is extinction, if not through ecological pollution caused by the rape of nature then by nuclear haulocost resulting from attempts to dominate other human beings.

ON WORKING WOMEN IN THE PATRIARCHY

The role of women in the patriarchy has changed considerably since the days when women were legally the property of the men they married and were expected to work only .

in the home as wife and mother. Today working women make up 37% of the labor force. 48% of the women in this country work. Many work to support the family and in fact have two jobs, one at work and one at home. Most of the work we do is in low paying service jobs like office and factory work, waitressing, nursing, and teaching. The changes that have occured in our situation have not improved things much. It is very difficult both economically and socially for us to remain single, yet in marriage we become both economically and socially dependent on our husbands. Women without men become the welfare recipiants, prostitutes and poor working women.

While our class position as women is determined by our relationship to men it is undeniable that there are class differences among women. If we are to build a Feminist-Socialist revolution, realize sisterhood, and build a society based on collectivity, we cannot overlook these differences. Until we look squarely at our privileges in the attempts to overcome them, some women will oppress others and our movement will suffer.

White women have an inherent privilege in relation to non-white women. Racism has put non-white women in the lowest ecoromic position in our society. Each of these women experience the double oppression of Racism and Sexism.

Class differences include language barriers, educational background, family life, earning potential, and the luxury of supporting certain ideas. For example, the middle class woman may want to find "meaningful" work. This idea is oppressive to the working class woman. She is forced to take whatever job comes along. There is no such thing as meaningful work for her. She works for money.

All of us are prejudiced by our class background. We must be able to admit our prejudices, and must demand of each other that we work to overcome them. Only in this way will we be able to transcend our seperation from one another and struggle together to build the Feminist Revolution.

ON SEXUALITY

Heterosexual relationships are by their very nature oppressive to women in a male dominated society. In Western society sexual roles are defined for the benefit of men. The woman is treated as a sexual object, a thing which exists for the gratification of man to ensure his physical comfort and his sexual pleasure. In the eyes of men this is woman's place - for Eve was created from Adam's rib - or so the story goes.

The single woman is a commodity on an open market - available prey for any man. In marriage woman is bought by one man and promised protection from the aggression of others.

While women are treated as sexual objects our sexuality is defined by male society. We are expected not to enjoy sex. We are told it is our responsibility to control premarital relations and to serve our husbands sexual whims in marriage. Because we are expected to control the situation or to serve the needs of others we can never explore our own sexuality.

The cult of female virginity is a symbol of male control. It keeps the women in line by labeling those who dare to refuse to become slaves as loose women, whores, and concubines. It sets the rebels and the virgins against each other and guarantees continued control by men.

Sexuality in our society is intimately related to the roles assigned to men and women. The man is expected to be aggressive, strong, virile, self-centered, and a good fucker while the woman is expected to be self sacrificing, passive, docile, weak, and responsive to men's initiatives. These roles ensure the oppression of women by men in a heterosexual relationship.

It cannot be denied that there is a relationship between male sexual identification and violence. The prevalence of actual and fantasized rape by men is blatant proof. It is obvious that men must develop an entirely new self concept.

Fucking is a fetish in male society. Sexuality has been concentrated in the male sexual organ rather than in the total physical being of each person. Liberated sexuality freedom from oppressive sexual sterotyping. The freedom t choose heterosexuality, homosexuality, bi-sexuality, or a- sexuality but not to be bound by them. Liberated sexualit is NOT mass fucking. Liberated sexuality is freedom from pression of sexual needs and desires. The freedom to disc sex openly without embarassment. Liberated sexuality is sensuality. The freedom to be physically expressive with others. The freedom to show affection. Above all libera- ted sexuality is freedom from the fear of aggression.

ON OUR BODIES

A woman's sexuality is severely limited by the continual fe of pregnancy. To gain control over our lives we must have control over the reproductive functions of our bodies. We must have safe and effective birth control and access to free legal and safe abortions. The decision to have a chil is ours and ours only - not the doctor's, the father's or anyone else's. We women are the only ones in the position to decide whether or not we can care for a child both emo- tionally and physically.

Women have been denied information about our bodies. Since men began the study of Obstetrics and Gynocology in the ear 20th century more and more of our knowledge about our bodie has been stolen from us, and now the doctors are charging outrageous prices so we can buy it back. We must have con- trol of female medicine.

Because every woman lives in constant fear of male aggres- sion, it is necessary for us to develop means of protecting ourselves. We must have equal opportunity from the time we are young to develop our bodies. We must learn methods of self defense such as karate and we must begin to explore the possibilities of group actions of self defense. Together women shall demonstrate that acts of male aggression will no longer be tolerated.

ON MARRIAGE

Marriage has historically been a means of linking men with their offspring and assuring them a direct line of inheritance to their sons. Marriage has existed for the benefit of men and has been a legally sanctioned method of control over women. This control manifests itself in several ways.

Economic Dependence on Men:
In marriage, particularly where there are children involved, the woman becomes economically dependent on the man because it is very difficult, if not impossible, for her alone to support the family. She is therefore virtually forced to stay with her husband much in the same way that indentured servants were kept in the past. This is possible because the institution of marriage provides the justification for the unequal treatment of women in the labor market. Since the woman is expected to marry and rely economically on her husband, business can justify paying her less than a man for doing the same work and can justify not promoting her to more prestigious positions because her primary commitment is supposed to be that of wife and mother. This sort of reasoning applies to all women in the labor market because even the single woman is a potential wife

Dependence on Men for Social Life:
The married couple is the primary unit of social life within our society. Most social activities involve groups of couples. There is a brief time in early adulthood when single relationships flourish and people are not paired off yet, but even in this period the purpose of most social activities is to create an atmosphere where individuals can find the "right" partner. Once married, the woman finds her single relationships fading away and replaced by relationships with her husbands' friends and their wives. When marriage ends in death or divorce, the widow and divorcee soon discover that they are burdens to the social structure. Their friends relate to them out of pity with half-hearted attempts to pair them off again. Single women are treated in much the same fashion. Thus, married, single, divorced, and widowed women all find that they have no social status without a man.

The Woman as Domestic Slave:
A married woman is expected to be the domestic slave of her husband (often it is even stated in the marriage ceremony: "the wife shall be subject to her husband"). It is her duty to cook his meals, wash his clothes, clean his house, and raise his kids. It goes without saying that she receives no salary for this work, except what he graciously decides to give her. She is expected to be subservient to him, to obey his requests and orders. He gives her whatever liberties he chooses because he is 'king of his castle'.

Legalized Abuse:
Within the institution of marriage a woman is legally required to perform sexually for her husband at his command. In addition, because men conceive of their wives as their property they often use women as an outlet for physical aggression. This practice is still condoned by many today, and because marriage is still seen as a "personal" matter between husband and wife, women have little, if any, legal protection from the aggression of their husbands.

Marriage is a means of dividing women, of isolating each of us from the other and forcing us to deal with our problems alone. In addition it separates us from the "affairs of the world" (those of men) and allows us no control over our destiny.

Male society has sold us the idea of marriage. Through a constant stream of propaganda promoting myths about marriage, the male-female relationship is idealized. We are promised security, love, and the mutual dependence of two persons on one another. We can put up with low-paying jobs because we're only waiting for that end of the rainbow - marriage. Ever wonder what happened to all those fairy-tale princesses after the line in the story "and they lived happily ever after"? In the past we women have been afraid to admit that marriage wasn't all it was cracked up to be because it meant we had failed. Now we know it's the institution that has failed us and we must work to destroy it.

The end of the institution of marriage is a necessary condition for the liberation of women. Therefore it is impor-

tant for us to encourage women to leave their husbands and not to live individually with men. All women must examine their relationships with men in terms of what marriage and sexual roles do to women. We must build alternatives to marriage, new socializing forms, new ways of experiencing companionship and interdependence with other people. This must go hand in hand with the conscious building of a viable movement of women to confront male power and overthrow it.

ON THE FAMILY

In early civilization the structure of living was an extended family in which related and non-related people lived in close proximity. The family was the center of life and each member worked with the others to grow food, create shelters and make clothing for all.

The very earliest communities were matriarchies in which the institution of marriage was unknown and the work of the mothers was the important work of the society. The value of the society was the survival and comfort of its members. When the men took over, women and children became their property. Marriage was instituted to control women and to determine a child's paternity. CONTRARY TO GENESIS

The extended family continued in patriarchal civilization but when industrialization brought an end to the agricultural economy, families were forced to divide and migrate to cities to work in factories. This resulted in the development of the nuclear family consisting of mother, father and children. The nuclear family has isolated people into small units each forced to be economically self-sufficient. Each unit is responsible for purchasing the commodities necessary to maintain itself. Each must work in isolation of the other at identical tasks of cooking, cleaning and washing.

The development of the nuclear family has been particularly isolating to women. Men spend eight hours a day at work away from the home, children are sent to school to be educated and mother is left at home to maintain a drop-in center at which other family members refuel on their way to and from the various responsibilities of their lives.

The value of this society is making money. A person's worth is determined by how much money he can make. Within this structure the tasks of providing food, shelter and clothing have no value of themselves. They have been defined as "women's work", for which we receive no salary and no commendation. Women, therefore, have no value within a society in which their work is valueless

The ~~nuclear~~ family is slowly disintegrating. Men leave because the pressure of supporting a family is too great. Children leave because parents demand too much of them and because they have a higher allegiance to their peers. Women usually suffer in this process. Either they are left to provide financially for their children when the father leave or they must take on employment in addition to their work at home in order to make ends meet and keep the family together

~~The nuclear family must be replaced with a new form of family where individuals live and work together to help to meet the needs of all people in the society~~. New space must be found to house this family and new collectivized work must prevent members from being exploited and isolated from each other.

Socialism

ON CHILDREN

~~Within the structure of the nuclear family children are oppressed because they are defined as property~~. Children born without a father or outside the institution of marriage are labelled illegitimate. Parents see children as their foothold in the next generation. Women have been mainly responsible for the upbringing of children and have been supposed to find their only fulfillment in motherhood; this has place a huge burden on the mother-child relationship and has limited children as well as mothers from realizing their full potential. At the same time childhood has been separated from the rest of life as an institution with its own media, culture, and value system. We are called a child-centered society yet our children are separated from us in schools and haphazard child care situations. In these places an imaginary world is set up for children which channels them to accept their places in the real world and purports to pro-

tect their innocence. Capitalism is moving toward child care centers as a way of profiting from the needs of mothers and children. We support parent controlled child care centers as a necessary step toward the feminist-socialist revolution, but our vision of the upbringing of children extends beyond them.

With the destruction of the nuclear family must come a new way of looking at children. They must be seen as the responsibility of an entire society rather than individual parents. Children's lives should not be separated from society; instead children should begin to share in the life of society at an early age -- on the one hand because the work they can do is useful and is the best way to learn, and on the other hand because this will teach them the interdependence of people in a collective society. Thus children will not be the primary focus of attention but will be an equal part of the fabric of our culture.

ON ART

All art has a class basis. It expresses the beliefs and outlooks of its creators. The society of arts in America is controlled by the wealthy. They define what is art and what is good art in terms of their own biases. They have developed art which enshrines and worships individualism, male supremacy and class heirarchy. It is "art for art's sake" which only a "refined" taste can appreciate. This art serves the interests of the ruling class and helps to maintain its position as oppressor.

The development of art is a vital part of any revolution. It is a shot of adrenalin in the arm of the movement. Art gives a common voice to our suffering as oppressed people. It intensifies our anger, lifts our spirits and gives us pride in ourselves and hope in our future.

Women's art and women's culture have been undermined through centuries of patriarchy, yet a common culture is shared by the women of the world. The art of women is based in the home; in sewing, cooking, and the creation

of a decent environment in which to live. Women's art is th art of necessity. Its creations are eminently practical but reflect the additional touch that makes the ordinary into the extra-ordinary. Women, because we have had to make do with what was at hand, have learned to be inventive, to create something from nothing, and to make sure that nothing was wasted. Often our art has been collectively created, -as in the old-fashioned quilting bee. These homemaking arts are gradually being stolen from us and the hucksters of male society are trying to sell us back a cheap imitation. We shall not let this happen. Preserving the female arts is a vital part of our struggle to build a liberated society.

Women have had totally different experiences of living than men. Our reality is beginning to emerge through women's art music, and drama. Our experiences are leading us to change the form of this art as well as its content. Feminist art is the collective story of women. It gives us pride in ourselves and our heritage and enables us to struggle to victor

ON HERSTORY

All oppressed people need to have a sense of their past. On sure way of keeping a people down is to repress their histor to keep from them the story of their social achievements and their struggles to gain liberation.

The distorted view of women that male history gives is designed to make us fearful of women exerting opposition to male domination. It makes it impossible for us to identify our present struggle with women of the past. The restoration of female Herstory is essential to the creation of our collective identity as women and in the formation of our vision of the future.

"Women have been fighting this country ever since men first established it and what now smolders between the lines will soon break out and cover the page."

History, as we have been taught it, is a continuing story of the affairs of men; of what wars were fought, who the heroes were, and what the great "minds" of the day were thinking.

Women's Herstory has been left out of the history books. We learn nothing of the affairs of women; of how our sisters fed, clothed, housed, nurtured, nursed and comforted the human race. Male history has grudgingly allowed us glimpses of female rebels, but has portrayed them as either saints or caracatures rather than revolutionaries.

All of history must be rewritten in terms of the oppression of women. We must go back to the matriarchies to rediscover how women managed their non-heirarchical societies; back to ancient female religions (like witchcraft) to rediscover the uses of herbs in healing and to regain unity with our environment; back to the female rebels who have struggled for centuries against male oppression to rediscover the courage it takes to be feminists. Together with women down through the centuries we will struggle until we win.

ON COLLECTIVITY

Collectivity is the mutual dependence of individuals on one another, working together to serve the needs of all people. In our future, collectivity is to be our way of relating to each other. In early history, necessity caused people to mutually depend on each other. They had to work together to stay alive. Today this need has been camophlaged by competition and individualism. Rather that cooperate to meet every ones needs, we compete with each other to better ourselves individually. We must recapture our ability to rely on each other. Small closed groups called collectives have enabled us to express our needs to each other, to understand our oppression, and to work together to overthrow our oppressors. Collectivity can be learned in these small groups but is not limited to them. Every facet of our lives must reflect our belief in collectivity and our struggle to recreate a world based on it.

ON INDIVIDUALISM

Individualism is a myth, based on the idea that individuals do not need each other, but can be "self-made men". By teaching us this myth, male society has kept us separated from each other. An individual gains self worth through ownership of talents, ideas and property. Individualism is responsible for exploitative leadership, self-consciousness, and competition.

Believing the myth of individualism, men have created a society in which each person is isolated. Individualism looks like this: each person carries with her a basket in which she collects experiences, knowledge, and ideas as she walks through life. This basket is used to give her a sense of self worth and direction.The knowledge, experiences and ideas are put to bad use when individuals compete to be the strongest, smartest, or most sophisticated. In competing an individual denies that she has common goals, needs and interests with other people. This is also true of political parties, organizations, and nations: witness the race to the moon. In acting collectively, each person must place her basket in the new collective pot. By *doing* this

individuals stop the wasteful and self destructive games c
competition. All human resources can then be put to the ta
of building a collective identity, history, and Feminist v
sion. This creates a united spirit in the people and enab
us to struggle to victory.

ON KNOWLEDGE

In American society knowledge has become a commodity. We b
it in schools and sell it in professions. We are told that
knowledge is in books and that our worth comes from how mu
book learning we have. This is crazy. There are many kinds
of knowledge and many ways to learn. We have much to learn
from all people.

There are at least three kinds of knowledge:
The first type we call "personal knowledge". This is the
knowledge of how to communicate with others, to be sensi-
tive to others, and make others feel comfortable, and to
challenge them when necessary.
The second type is called practical knowledge . This is
knowledge of skills, how things work, how to maintain mach-
ines, and how to meet the physical needs of people.
The third type is called theoretical knowledge . This type
stems from the first two types it is taking knowledge fro
the past, both personal and practical, reflecting on it and
reapplying it for the creation of the future. It is import-
ant that all people have basic knowledge in each of these
forms. Only in this way can we, the people, decide how
knowledge can best be used for the benefit of us all.

Too much knowledge has been hidden away in books, and separ
ated from its real sources. We must take the knowledge fro
the books, give it back to the people and live our lives
constantly learning from each other.

Knowledge cannot be owned. It was created in the process
of people living together and it must be used to benefit al
of those people rather than certain individuals.

Knowledge existing solely in the mind of individuals, or
in the mind of the collective is nothing. Knowledge has

meaning only when it is put into social practice.

Every individual in the collective, group or organizatio the responsibility to give her knowledge to the group. Th group has the responsibility to look critically at all kn ledge and to use it to further the cause of the Feminist olution. The myth of individualism forced each of us to t ideas through before we could bring them to the group. We to defend them from the attacks of other individuals. As struggle collectively we must bring new ideas to the grou in their raw form and work through them together. We must think out loud and play with ideas as a group and mold th into a shape that will help us to realize our goals.

ON SELF CONSCIOUSNESS

Self-consciousness is the crippled off-spring of Individ ualsim. It can be expressed in several ways:
To constantly worry about one's self image and to speak o act in the attempt to make one's self look admirable;this is one way.
To constantly worry about what others think of you so as be rendered helpless, speechless or incapable of action; this is another way.

Self-consciosness limits the effectiveness of individuals hinders the organization of our movement. It makes it pos sible for some people to use their knowledge or to use ve bal skills in order to promote their own ambitions and ai while it renders others incapable of expressing themselve

Collective consciousness is the necessary alternative to consciousness. Establishing group consciousness is not a passive process. It requires a decision by all the member of the group that every individual's first allegiance be t strengthening of the group and its politics and the develo ment of strategies and tactics for the realization of its vision. Without collective consciousness we cannot overcon self-consciousness, competition, or individualism;we will continue to relate in the same ways we have in the past- to be isolated and to waste human resources.

ON LEADERSHIP

Collectivity is by its very nature antithetical to leadership as it exists in male society. When we operate collectively each individual within the group has equal responsibility to give her knowledge to the group and to struggle with the the others to give the group direction. In this way the group can receive leadership from each person.

The old oppressive types of leadership are usually manifested in a few easily recognizable forms. Individuals who are constantly occupied with their own self image and making themselves look good to others become the leaders of those who have become incapable of speaking for fear of what others will think of them. Bad leaders often use knowledge to achieve and maintain a power position; they say "I know something you don't know" to make others feel stupid or ignorant and parcel out bits of knowledge at times when it is most advantageous to their own position. These types of leaders can only exist in self conscious groups. They create lifeless, stagnant organizations and attack the essence of our movement.

Collectivity offers many types of leadership, each of which is essential to the life of the people. Each meets a specific need of a people in revolution. Under the new forms, groups as well as individuals, can provide leadership. Leadership is not static. Different people and different groups take leadership at different times.

The new forms of leadership require that everyone be prepared to take initiative. This means losing our self consciousness and trusting that the group will reinforce us. It means that each of us must come prepared and acquire the skills necessary to view situations critically and to act on them.

A first type of leadership is sustaining leadership. A sustainer keeps the group together through difficulties and times of crisis. The sustainer helps us through our daily struggles, knowing that the ability to survive and grow over a period of time is one of our great strengths. The sustainer roots us in the earth.

Another type of leadership is that of the mover. The mover brings us forward, gives us new ideas, structures and plans. The mover provides us with a coherent vision of who we are and what we are struggling for. The mover gives us hope.

A third type of leadership is that which makes us achieve complete thoughts. This critical leadership neither allows us to rest on our achievements nor to dash forth recklessly. This leader puts us on the right path.

A fourth type of leadership provides us with events and confrontations which give us renewed spirits; it gives us music poetry, and theater to keep us alive.

These four types of leadership are intertwined; they are all absolutely necessary to our long-term revolutionary struggle. Each type must exist in a spirit of unity, for each alone can divide us or put us in the wrong direction.

ON CRITICISM

Criticism and self criticism are necessary for preserving unity in our organizations. Contradictions and conflicts that naturally occur as we struggle to build a revolution can eat away our unity if we do not consciously use criticism and self criticism to resolve differences. Criticism used in this way is a weapon for strengthening our movement.

Our method of criticism is unity-criticism-unity. Criticism takes place in the context of our common vision and our common struggle to build a Feminist-Socialist revolution. The principles put forth in this document are the basis of our unity. Criticism, then, cannot hurt us but can only serve the cause of our revolution. When we criticize we must allow all of our thoughts, feelings, and resentments to be expressed. This is necessary for reaching a sound resolution to our conflicts. With criticism our theories and our practice come together. Each sheds light on the other and a new and clearer direction is the outcome.

The resolution of conflicts and contradictions is not always easy. Conclusions are not always evident through criticism, but our common vision of a Feminist-Socialist Revolution for-

ces us to resolve our differences. Resolution comes in three ways; first through principled compromise (an agreement reached without compromising one's principles), second by one side winning the others over to its point of view and third by dividing and allowing different points of view to struggle out their differences through practice. The third type is a last resort if all other attempts to reslove the conflict fail.

Because our lives are committed to the service of our sisters and to building a people's revolution we are not afraid of criticism. No matter who gives it, we will evaluate the criticism or suggestion in terms of our principles and if it will further the cause of the revolution we will incorporate it into our practice.

Self-criticism: We must constantly evaluate our personal development, as well as our political work. Criticism should always begin with self-evaluation. If we can admit our shortcomings and laud our accomplishments, it will be easier for us to hear the criticisms of others.

Criticism is not always of a political nature and sometimes turns into personal attack. This is damaging to organizations as well as individuals because it brings about internal divisions and animosities. We must guard against this improper use of criticism.

Our vision of a Feminist-Socialist Revolution is a way to evaluate both our personal and political struggles. This framework carries us through all types of criticism. When it is difficult to give or to receive criticism we must remember what we are fighting for and why it is necessary for our struggle

During times of great struggle we must not lose sight of our achievements.

ON REINFORCEMENT

Reinforcement, like criticism comes out of a context-a common set of beliefs. To reinforce constantly in a vacuum means absolutely nothing. Reinforcement comes in three ways:

Reinforcement through Political Work: Reinforcement comes from the day to day work with other women for it is in this work that theories and analyses are born out. Reinforcement comes from women who are becoming excited about Feminism. If the women's movement is growing then reinforcement of both a political and personal nature will result.

Reinforcement through our Organizations: The strengthening of the group as a whole reinforces the individuals within it enabling each person to deal with her day to day problems. In addition, friendships will be built based on the trust and knowledge that come from working and struggling together Close friendships are necessary and sustaining factors in our struggle.

Reinforcement through Criticism: Reinforcement comes about through criticsim. In order for this to be true the criticism must come from a set of common beliefs so that it is apparent that the criticism is not a form of personal attack To criticize is to engage oneself in the other person and to show that one is concerned about where the other is going to say that the other is most necessary to the struggle.

ON SHARING RESPONSIBILITIES

As women, we have been divided from each other. Our oppression has left each of us alone to fend for herself in a male world; as wife, mother, and worker. When each of us is left to struggle alone with our responsibilities, be they child care, work, transportation, family life, money, or whatever these responsibilities can easily be overwhelming. Alone we do not have the time and energy to respond to the needs of other sisters. Sisterhood is a pre-revolutionary society is women attempting to collectivise our responsibilities so as to overcome our isolation and give us the time and energy necessary to struggle together to build the revolution.

ON PERSONHOOD

Our development as persons does not happen in a vacuum. In the male dominated society the individual says, "What am I going to do with my life--I have to make a decision. If he

is middle class. Or "I have to pull myself up by my bootstraps and make something of myself--become somebody," if he is lower class. But in both cases, the individual is seen in a void; there is no understanding of the social forces acting on the person or his decision. It is a lonely and alienating choice.

In the context of revolutionary struggle the individual wants to make the greatest contribution possible toward the liberation of her sisters and all people. She does this by sharing her skills and knowledge with many other people and by perfecting the skills so that they can be used to work out complex problems. We want to develop ourselves to the greatest extent possible so we'll have more to give. Conversely, the situation of struggle with its demands of responsibility, fortitude, courage, and compassion will cause us and force us to develop these qualities in ourselves. Taking part in building a struggle will encourage the best parts of our character to grow. This is the slow change from being individuals in isloation to becoming truly collective people.

Back cover

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Comparable worth issue hits federal court

By ALLISON ARTHUR
Staff Writer

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They contend the $600 a month disparity in pay can be traced to an unwritten policy of sex discrimination and the fact that, historically, girls grow up to be nurses and boys grow up to be mechanics.

They say that's unjust. They say state officials know — because state studies have proven — that it's unjust.

And because the last two governors and the last eight Legislatures have done nothing to correct what employes see as a blatant inequity, the state's largest union has taken the debate to court.

Last Tuesday nine individuals, including a secretary at Central Washington University, joined the Washington Federation of State Employees in filing a lawsuit against the state in U.S. District Court in Tacoma.

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In essence, they want the state to pay the nurse as much as the mechanic because they say she is worth just as much.

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"There are different kinds of nurses. It (pay) should be based on merit...and the individual," said Smith, who said he believed in the concept of equal pay for equal work. Told that comparable worth went one step beyond equal pay for equal worth, Smith said he disapproved of trying to compare different jobs.

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But Gov. Dixy Lee Ray, the first woman governor in the state, slashed the $7 million line item, saying the study "ended up comparing apples and pumpkins and was a can of worms."

While campaigning, Ms. Ray had been in favor of implementing comparable worth.

"A lot of women felt betrayed by it (Governor Ray's action)," said Peggy Holmes, a secretary for the mathematics department at Central Washington University who is one of nine individuals involved in the suit as a plaintiff against the state.

"The lesson is to not believe that women in power are for it...or any women's issue," said Ms. Holmes.

Advocates of comparable worth argue that women are not the only victims of salary injustice. The pay difference also has discouraged men from becoming nurses or legal secretaries or going into fields they may enjoy, Ms. Holmes said.

In fact, a man, Milt Tedrow, a licensed practical nurse for the state, is one of the plaintiffs in the suit filed Tuesday.

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"Women are not trying to break the state. But we just can't sit back and say 'they can't afford to pay us what were worth and that's okay,'" Ms. Holmes said.

Fair or unfair, until the court decides the issue, nurses probably still will be paid less than auto mechanics, even though state-financed studies indicate the two employes are worth the same amount of money.

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After the election, however, Gov. Ray opposed comparable worth and killed a $7 million appropriation former Gov. Dan Evans had included in the state's budget.

"I was angry about that. A lot of women felt betrayed," she said.

Though not timid about speaking in public as a spokesperson for women's issues, Ms. Holmes often

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onnecticut has passed a law requiring a study of the parable worth" issue but has not yet committed elf, by law, to implementing the findings of the study.

In addition to Minnesota and Connecticut, the states whose representatives at the conference identified "comparable worth" as a top goal for the future were: California, Colorado, Illinois, Kansas, Massachusetts, Oregon and Washington.

But all of those who discussed the issue were fearful that the fight for equal pay for work of comparable worth would be a difficult one.

The reason: It will be expensive to bring the pay of women up to what men are paid for jobs of comparable worth. No one is even considering the possibility of reducing the pay of men as the means of achieving equality.

In all states, the first effort to be made will be equalizing the pay of state employees. The expense will thus be borne by the taxpayers.

Nonetheless, if there vernors who back the goal and legislative leaders pport it and union leaders who agree that it is des — as the American Federation of State, County and Municipal Employees does — the women think they could get "comparable worth" legislation enacted, except for one problem.

That is the opposition they anticipate from private industry, whose leaders will fear — correctly — that once the concept of equal pay for work of comparable worth has been adopted for state employees, their companies will be next. This concern is particularly strong among the women legislators who believe that business interests were responsible for the death of the ERA.

But Iowa's Minette Doderer spoke for many of her fellow legislators when she said: "We have to battle for 'comparable worth' not just because it's fair but because we can buy our way to legal equality once we have real economic equality."

©1982, Eileen Shanahan

Comparable worth tops women's agenda

(Last of two parts)

By EILEEN SHANAHAN

FALMOUTH, Mass. — State Representative Minette Doderer, D-Iowa, thinks she knows what issue will replace the Equal Rights Amendment as the central political goal of feminists for the forseeable future.

It is the goal of "equal pay for work of comparable worth" — a more far-reaching concept than the familiar "equal pay for equal work" that is already required under federal law, though it is not always vigorously enforced.

Equal pay for equal work means that men and women must get the same pay when they are doing the identical job, give or take some traditional differentials that are permitted for differences in seniority, for working a night shift, and so on.

Work of comparable worth, on the other hand, deals with such matters as how much education and training are required in order to be able to do a job, how difficult the work is, and how pleasant or unpleasant the surroundings are.

Setting up rules and formulas for determining just what constitutes work of "comparable worth" plainly will be a difficult and controversial task.

But women from nine of the 22 states represented at a conference of women members of state legislatures put the "comparable worth" issue at the top of their agenda.

Many of the other objectives for the 1980s set by the women legislators were also economic in nature.

Among those with the most widespread support were:

• Enactment of legislation that would give women who were divorced after a lengthy marriage some rights to their husbands' pensions.

• Laws that would give middle-class women help in collecting child-support payments from runaway fathers, similar to those now on the books for welfare families.

• Financial support out of public funds for shelters for victims of family violence, perhaps by assigning some of the money collected from marriage-license fees for this purpose, as Oregon does.

The conference, sponsored by the Center for the American Woman and Politics at Rutgers University, was held just as the clock was running out on ratification of the Equal Rights Amendment.

The women legislators, almost all of whom supported the amendment, expressed some sadness and anger at its defeat but mainly turned their attention and energies to what they saw as the task ahead — adoption of laws to end hardships and discrimination experienced by women, item-by-item and state-by-state, now that there is to be no national policy forbidding sex discrimination.

Among the new laws that have been adopted in many states — but not all — and thus were agenda items for the states where they have not yet been put on the statute books, were these:

• Outlawing "strip searches" of women who have been arrested for minor offenses, such as traffic violations.

• Making the sale of sex — prostitution — no greater a crime than the purchase of sex.

• Outlawing testimony about the victim's previous sexual history in rape trials and requiring all police officers to have training in the considerate handling of rape victims.

• Defining rape by a spouse as rape, instead of permitting marriage as an absolute defense against a charge of rape.

• Forbidding school systems to expel pregnant, unmarried girls.

• Providing equal educational opportunities and training for women and men prisoners.

Some long-familiar objectives of feminists and social activists in general were also still on the agenda; for example, tax credits for employers who provide day-care on their premises.

But it was the newer issue of equal pay for work of comparable worth that got the most discussion.

Only Minnesota, of the 22 states represented at the conference, has such a law on the books now. Its implementation is still in the study stage.

The advocates of the "comparable worth" standard believe that there is no doubt that jobs that have traditionally been held mainly by men are better paid than those that traditionally have been held mainly by women.

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Comparable worth issue hits federal court

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Staff Writer

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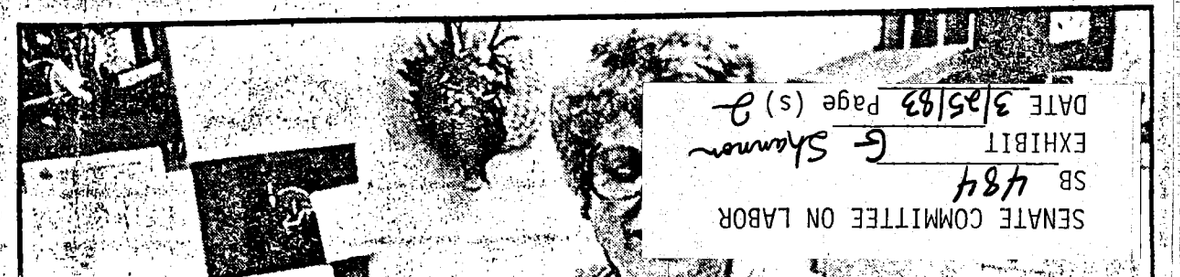

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3/25/83

SB-484

"COMPARABLE WORTH"

Testimony

of

HELEN DALTON

26800 S. W. 45th Dr.

Wilsonville, Oregon 97070

Madam Chairman:

I wish to thank you for the opportunity to testify this morning regarding SB-484 -- comparable worth.

When I applied for my first job I was tickled to death to get the job at the salary offered. I feel that when one applies for a job they know what that job will be paying and they can either accept the position or turn it down. I just can't see accepting the position and then demanding that I get as much as someone else in a different type position as I knew when I accepted that position what the salary would be.

If state employes, and others, feel they are underpaid they should look elsewhere and give up their present position --- there are many unemployed out there that would be more than happy to take over their position. I think spending $300,000 for a comparable worth study is ridiculous. The State of Washington conducted such a study in conjunction with Willis & Associates and the cost of implementation was estimated at $100 million to adjust approximately 35,000 undervalued jobs. The Washington State legislature has refused to appropriate the funds for its implementation.

Wage discrimination, if it did exist, cannot be measured and therefore may not exist.

Sarah Weddington (former $57,000 a year advisor to Jimmy Carter) was fond of comparing the pay of nurses (primarily female) to plumbers (primarily male) and inveighing against the alleged injustice of their wage differential. The Denver case that was thrown out of court in 1978 involved the comparison of the pay of nurses and tree timmers (primarily male).

An objective decision simply cannot be made that a nurse is worth as much as a plumber or a tree trimmer, since their work is obviously not equal. It may depend on what is the emergency of the moment

This is why the bottom line of any demand for equal pay for comparable worth is Federal Wage Control. It means that a Federal Bureau or Federal Court would be given the ultimate decision-making authority to order equal wages for jobs that are not equal.

The radical nature of the comparable worth concept is shown by a recent complaint filed in an Illinois commission alleging that Chicago city female workers are paid less than male city workers because "women are concentrated in clerical jobs, averaging $10,000 per year while men hold blue collar, police and fire-fighter jobs earning over $20,000 per year."

In other words, the comparable worth advocates are demanding that women working 9-to-5 clerical jobs in safe clean offices heated in winter and air conditioned in summer should receive equal wages with police and fire fighters who work in dangerous jobs, unpleasant conditions all hours and weather and who risk their lives day after day to keep our city safe.

A recent article on this subject in the Monthly Labor Review developed the ingenious argument that the 1954 Brown vs. Board of Education, Supreme Ct. decision (which prohibited racial segregation in public schools) "has equal validity" to employment; that is, when some job categories are dominated by one sex that amounts to "sex

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SUMMARY OF TESTIMONY

by Evelyn Rieder, AFSCME

In Favor Of S.B. 484

1. Salary setting is a value judgment using certain criteria to determine worth of job to employer.

2. Acceptance of a comparable worth approach -- the attempt to measure the worth of jobs directly on the basis of their content does not require an absolute standard by which the value of worth of all jobs can be measured. No such standard is likely to exist in our society.

   The relative worth of jobs reflects value judgments as to what features ought to be compensated; i.e., knowledge and skills, responsibility, complexity of job.

   Comparable worth approach only requires that characteristics (or job factors) be considered for all job incumbents regardless of sex, race or ethnicity.

3. Concerns in Job Evaluation Systems: Factors Evaluated.

   Evaluation systems have tended to measure characteristics found primarily in male dominated jobs. To develop a study free from sex-bias, the following factors need to be considered:

   a) Use of muscle (mass muscle v. fine muscle coordination),

   b) Level of physical danger.
      - Outdoor and indoor
      - Fumes, stress, confinement to a machine, noise

   c) Responsibility for property v. responsibility for people (need range for "people" responsibility).

   d) Amount of interruption and simultaneous processing (clerical work requires that accuracy and speed are not decreased by requirements of answering phone and greeting people).

   e) Contacts with public.
      (need range for routine through "highly charged" circumstances).

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BARBARA HANNEMAN
Executive Assistant
to the
Senate President

S-203 State Capitol
Salem, Oregon 97310
Phone: 378-8173

OREGON STATE SENATE
SALEM, OREGON
97310

March 25, 1983

(225-7508)

MEMO: Re; call from Ann Hofstetter,
Director of Auxiliary Services
U. of Oregon Health Sciences Univ.

Re: SB 484

She had hoped to get down for the hearing this morning, but could not do so. Called me because she knows me, and asked that I add her name to the list of strong supporters of the bill. She, of course, would go further and hope that it might include women faculty members, but realizes the financial implications of this probably make it impossible at this time.

Barbara

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American Association of University Women
Oregon State Division

March 25, 1983

Chairperson Hendriksen, Senator Brown, Senator Hannon, Senator Houck, Senator Kitzhaber, Senator McCoy and Senator Wyers.

My name is Shirley Dorsey. I live in Salem. I am co-chair of the Legislative Committee of the Oregon State Division of the American Association of University Women. We have a membership of 3600 women throughout the state and we do support Senate Bill 484.

Before the Equal Pay Act of 1964 and the Title VII of the Civil Rights Act of the same year, there was a "protectionist" theory in the courts which is still part of the culture value referred to by Dr. Remick. This keeps the gender gap gapping. It was known as the "It's for her own good," theory. Mr. Justice Frankfurter, in 1948, upheld a Michigan statute saying no women could be bartenders in that state. The Justice said it would be "unchivalrous." Undoubtedly, he was well motivated. I believe he was. But in my time in law school after that decision, few women could work their way through (law school) at the high wages of their male classmates who tended one bar while they studied for another. We have to contend with that same culture value today despite the federal legislation.

AAUW has long endorsed, both in the State of Oregon and in the National Association, the principles of pay equity and comparable worth as set forth in Senate Bill 484. We are attaching a copy of our state legislative program with the appropriate sections underlined.

We are pleased to speak on behalf of Senate Bill 484 and urge its passage from your committee.

Ruth Hewett
Shirley Harris Dorsey

Ruth Hewett and Shirley Dorsey
Co-chairs, Legislative Committee
Oregon State Division
American Association of University Women

Oregon Division AAUW Legislative Program 1982-1984

The items that follow are statements of principle for action on state legislative issues. Implicit in each statement is encouragement of effective administration, provision for citizen participation and support for adequate appropriations.

RIGHTS OF THE INDIVIDUAL

To promote the protection of human rights guaranteed to individuals by the United States and Oregon Constitutions, WE SUPPORT

1. elimination of discrimination based on sex, race, color, creed, national origin, marital status, age, financial status or disability.
2. acknowledgement of the right of women to participate fully in social, economic, political and educational life without reference to sex or marital status and the development of programs to prepare women to so participate.
3. appointment of qualified women to state and local governmental committees, commissions and boards.
4. Oregon inheritance tax laws which provide functional equality for the surviving spouse.
5. right to privacy.
6. measures promoting a right to choice in the control of one's reproductive life.
7. freedom from violent and abusive action.

EDUCATIONAL POLICY

To develop an educational program of equality, essential to a free people in a democratic society, WE SUPPORT

1. measures to strengthen elementary and secondary education, including:
   a. equal educational opportunity for all children including the elimination of sex role stereotypes in textbooks and other curriculum materials, in career awareness education, in counseling students, and in the provision of physical education and athletic opportunities.
   b. public kindergarten in all school districts.
   c. improvement and/or development of programs which acknowledge the necessity for: the arts and humanities, career and technical training, environmental and consumer education, citizenship and social awareness.
   d. provision for trained, qualified supportive personnel such as: school psychologists social workers, guidance counselors and school nurses.
   e. development of programs designed to meet special needs.
   f. curriculum study and evaluation.
   g. recognition of educational needs of gifted and talented children and implementation of appropriate programs.
2. equitable financial support for public education, including but not limited to:
   a. realistic school tax bases in local districts.
   b. Basic State School Support at a minimum level of 40%.
3. measures concerning education beyond high school which insure a balanced program of quality through:
   a. funding for state four year colleges, universities and graduate schools based on an equitable balance between tuition and state support and alternatives to the full time equivalency formula.
   b. sustained and equitable funding for community colleges, including alternatives to full time equivalency formula.
   c. development of an External Degree program and other non-traditional degree programs.
   d. expansion of adult education programs to include additional opportunities for basic education, career planning and training, and personal growth.
4. measures which will provide for the growth of Oregon public libraries and lead to extension of library services to all citizens, including:
   a. sufficient funding for the state library agency.
   b. state aid to public libraries.
   c. implementation of school library standards.
   d. protection of freedom to read.
   e. special needs of the handicapped.

ENVIRONMENTAL POLICY

To insure Oregon's high quality environment, WE SUPPORT:

1. comprehensive, state-wide planning with adequate funding and enforcement for both state and local efforts, including:
   a. coordinated planning and zoning to provide for a livable environment.
   b. an energy policy which stresses conservation of irreplaceable sources and exploration and development of new sources.
   c. development of multi-mode public transportation systems in all areas of the state including consideration for pedestrians and bicyclists.
   d. economic incentives for the conservation of energy.
2. careful management of natural resources
3. supervision of solid waste disposal and incentives for recycling.
4. control or elimination of air, water, soil, scenic and sound pollution.
5. stringent limitation on the use of nuclear reactors and assignment of high priority to the solution of safety questions and waste disposal problems. Nuclear energy should be considered only as an interim source of electrical power in cases where conservation and alternate energy sources cannot meet reasonable demands.

SOCIAL AND ECONOMIC POLICY

To promote the general welfare and foster physical, emotional and social well-being, to strengthen family life, to offer equal opportunity for the development of human resources and to conserve the community environment, WE SUPPORT

1. measures to assist, protect, rehabilitate, and/or re-educate persons in need, such as: the aged, the disabled, the impoverished, the refugee, the dependent child, the single parent, the displaced homemaker, abused persons and the incarcerated through:
   a. social services utilizing community facilities offering integrated programs including residential, day, outpatient and foster home care.

National Committee On Pay Equi

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SENATE COMMITTEE ON LABOR
SB 484
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DATE 3-25-83 Page (s) 17

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9 to 5, National Association of Working Women

Organization of Pan Asian American Women

Service Employees International Union

United Auto Workers

Women's Legal Defense Fund

Women's Rights Project - American Civil Liberties Union

Dear Friend:

Thank you for your interest in the National Committee on Pay Equity and the issue of equal pay for work of comparable value.

We have enclosed a description of the National Committee and a membership form. Also enclosed are introductory materials on pay equity. If you have particular questions concerning legislation, organizing, bargaining, education, research or litigation, please call or write.

Keep us up to date on your pay equity activities so we can spread the word.

Good luck,

Joy Ann Grune

Joy Ann Grune
Executive Director

Enclosures

Pay equity: Equal pay for work of comparable value

■ *A secretary with 18 years of work experience makes less than a parking lot attendant.*

■ *The average starting salary for a registered nurse at O'Connor Hospital in Santa Clara County, CA is $7.90/hour; for a maintenance worker it is $11.53.*

These are only two examples of a problem that has been attracting a lot of attention in recent years—the wage gap between jobs that are held primarily by women and those held predominantly by men.

Most people assumed that with the passage and enforcement of major civil rights legislation in the mid-1960s, the battle to end sex discrimination in employment had been won. The Equal Pay Act of 1963 essentially mandates equal pay for equal work in the same workplace. Title VII of the Civil Rights Act of 1964 is a broader proscription against discrimination in employment. Both laws are enforced by the Equal Employment Opportunity Commission (EEOC). These statutes have eliminated some of the more blatant forms of employment discrimination. But the battle is far from won.

Why haven't these strong federal laws been successful in putting an end to sex discrimination in employment? Why do women continue to earn only 59¢ for every $1.00 that men earn?

One reason is that most women don't work at the same jobs that most men do. Even though 52% of women over the age of 18 are in the labor force (with the percentage increasing every year), they are concentrated in only a few occupations, such as clerical and retail sales. Most of these jobs are low paying and have little potential for advancement. Women have only recently begun to enter high-paying, nontraditional occupations; therefore, they are concentrated in or near entry-level positions that are also lower paying.

Because women don't perform the same kinds of work that men do, the Equal Pay Act cannot always be used to seek legal redress. Women's organizations, labor unions and civil rights activists have turned to Title VII as a legal basis for obtaining equal pay for work of comparable value, utilizing the so-called comparable worth or *pay equity* doctrine.

The major contention of pay equity advocates is that jobs held primarily by women are undercompensated relative to those that are characterized by similar levels of skill, effort and responsibility but held primarily by men. Proponents of comparable worth maintain that this undervaluation of work performed by women constitutes overt sex discrimination under Title VII.

On the other hand, opponents of pay equity maintain that wages are currently, and should continue to be, set by the marketplace, which determines the worth of jobs to both employers and employees. Opponents are also concerned about the economic costs of raising salaries in "female jobs."

While the debate continues, advocates of equal employment opportunity are using a variety of tools in the hope of achieving their ultimate goal—pay equity for women.

Litigation strategies

Litigation activity on pay equity is on the upswing. Early cases focused on pay differentials between completely unrelated jobs that were filled mostly by members of one sex. Recent cases have concentrated on similar jobs.

In 1977, in one of the first cases ever brought, *Christensen* v. *State of Iowa,* female clerical workers at the University of Northern Iowa who were paid less than male physical plant workers—even though the university's own job evaluation study had placed the two categories in the same labor grade—sued their employer. The court ruled in favor of the university, saying that the women "failed to demonstrate that the difference in wages paid... rested upon sex discrimination and not on some other legitimate reason."

In 1978, Denver nurses were equally unsuccessful when they challenged the city's wage system that paid them less than tree trimmers and sign painters (*Lemons* v. *City and County of Denver, 1978*). In the *Lemons* case, the judge expressed his concern that the case was "pregnant with the possibility of disrupting the entire economic system of... America."

The turning point came in June 1981 when the U.S. Supreme Court opened the door for future pay equity litigation. *County of Washington* v. *Gunther* was initiated by female jail matrons whose work was similar to that performed by male guards, except that the women had responsibility for fewer inmates and performed clerical work as well. The women contended that a county study determined that they should be paid 95% of what male guards earned, but that they received only 70%. This study proved to be a critical factor in the Court's deliberations. The Court held that women bringing pay equity claims under Title VII are not constrained by the more rigid restrictions of the Equal Pay Act.

The Supreme Court's decision in *Gunther* made it clear that the justices will not necessarily apply the pay equity doctrine to wage discrimination claims where the jobs are as dissimilar as the proverbial apples and oranges. But the Court was explicit in saying that Title VII is not restricted to equal work situations. Having won the key technical point, the plaintiffs in *Gunther* are back in the lower courts attempting to prove their discrimination claim.

Even before the *Gunther* decision, the lower courts had begun to use the pay equity theory as a basis for finding that employment discrimination exists. One such case is *Taylor* v. *Charley Brothers, Inc.* Female employees at Charley Brothers' warehouses were paid less than male employees for jobs that required comparable skills. In addition, female applicants were not considered for positions in the all-male departments. A federal district court judge in Pittsburgh, PA held that the combination of classifying jobs into departments according to sex and the pattern of wage discrimination without justification violated Title VII. The case is under appeal.

Encouraged by the *Gunther* and *Charley Brothers* decisions, strategists are eager to develop a sound legal framework based on carefully selected cases that will broaden the application of the comparable worth theory. However, they hope to discourage the temptation to rush to the courthouse in order to avoid adverse legal decisions that could shut the door to future litigation.

Collective bargaining strategies

Labor unions are actively pursuing pay equity issues through member education, collective bargaining agreements and, if necessary, litigation. Some unions, such as the International Union of Electrical, Radio and Machine Workers (IUE), began strategizing on this issue years ago. In November 1981, the AFL-CIO passed a policy resolution on comparable worth that "urges its affiliates to recognize fully their obligations to treat pay inequities resulting from sex discrimina-

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APPENDIX

NATIONAL COMMITTEE ON PAY EQUITY

Organizational Members

For Your Information

NATIONAL COMMITTEE ON PAY EQUITY

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Selected Bibliography on Pay Equity*

1. Seldon, Catherine, Mutari, Ellen, Rubin, Mary and Sacks, Karen. Equal Pay for Work of Comparable Worth: An Annotated Bibliography. 1982. Write to: American Library Association, Office for Library Personnel Resources, 50 East Huron Street, Chicago, Ill. 60611. $4.00

   Includes introductory essay and over 140 annotated citations on the general concept of Pay Equity (both pro and con) as well as materials relating to specific occupations, litigation, union activities, etc.

2. American Federation of State, County and Municipal Employees. Pay Equity: A Union Issue for the 1980s. Washington, D.C.: AFSCME, 1980. Write to: AFSCME, 1625 L Street, N.W., Washington, D.C. 20036. $1.00

   A booklet for union members which explains comparable worth and its impact on the union. Challenges to existing employer classification systems and pay plans because of inequity has been a successful union activity. To help members proceed with such challenges, job evaluation systems are described with pointers for recognizing bias in existing systems.

3. American Library Association. Office for Library Personnel Resources. Pay Equity: Comparable Worth Action Guide, Topics in Personnel no. 2. Chicago: ALA, 1981. Write to: ALA, 50 E. Huron St., Chicago, Ill. 60611, c/o M. Myers. $10.00.

   A packet describing comparable worth in general plus action steps which have been used to document and fight inequities. Includes case summaries of library-related actions. Also includes #1 above.

4. Bureau of National Affairs, Inc. The Comparable Worth Issues: A BNA Special Report. Washington, D.C., October 28, 1981. Write to: BNA Distribution and Circulation Center, 9401 DeCoverly Hall Road, Rockville, Md. 20850. $10.00

Examines and analyzes Gunther and other major federal court decisions, and recent developments at the EEOC, including a notice to equal opportunity specialists on the Gunther decision. Discusses state and local legal and legislative developments and summarizes major studies on comparable worth. An extensive appendix includes text of Gunther, testimony from EEOC hearings, and excerpts from state laws. A table of cases and current bibliography complete the report.

5. Grune, Joy Ann, ed. Manual on Pay Equity: Raising Wages for Women's Work. Washington, D.C.: Committee on Pay Equity, 1980. Write to: Conference, 2000 Florida Avenue, N.W., Washington, D.C. 30009. $10.00.

The most comprehensive compilation of articles and other resources on comparable worth. It is a result of the first national conference (October 24, 1979) to bring attention to the issue, share information, and prepare an agenda for further action. Many sections use excerpts from conference proceedings. Chronicles activities of women's organizations, state, local and federal governments and unions to establish pay equity for women.

6. Heen, Mary L. and Isabelle Katz Pinzler. "New Supreme Court Title VII Pay Equity Decision: County of Washington v. Gunther." N.Y.; ACLU Women's Rights Project Memorandum, June 19, 1981, 12 pp. Write to: ACLU, Women's Rights Project, 132 W. 43rd St., New York, NY 10036. $1.00.

Analyzes recent Gunther decision and reviews legal issues involved. Focuses on steps in development of post-Gunther litigation strategy and urges care in selecting future cases to build case law. Discusses earlier comparable worth cases (IUE v. Westinghouse, Taylor v. Charley Brothers, Inc., Christensen v. Iowa, and Lemons v. City and County of Denver).

7. Perlman, Nancy D. and Bruce J. Ennis. Preliminary Memorandum on Pay Equity: Achieving Equal Pay for Work of Comparable Value. Albany, N.Y.: Center for Women in Government, Apr. 1980. Write to: Center for Women in Government, 1400 Washington Ave., Albany, NY 12222. $2.00.

Excellent review of litigation, research, organizing, government activities and legislation. Recommends future projects designed to advance the acceptance of pay equity. A bibliography and contact list are included.

8. Treiman, Donald J. Job Evaluation: An Analytic Review. Washington, D.C.: National Academy of Sciences, 1979. Write to: NAS, 2101 Constitution Ave., N.W., Washington, D.C. 20418. $9.00

The interim report to the EEOC by the National Academy of Sciences. Focuses on describing and illustrating the major types of job evaluation systems used in the U.S. Assesses job evaluation procedures for their potential to overcome and eliminate sex bias. The analytic section of this report is descriptive and contains no conclusions.

9. Treiman, Donald J. and Heidi I. Hartmann, eds. Women, Work and Wages: Equal Pay for Jobs of Equal Value. Report of the Commission of Occupational Classification and Analysis, National Research Council/National Academy of Sciences, ✓ Washington, D.C.: National Academy Press, 1981. Write to: NAS, 2101 Constitution Ave., N.W., Washington, D.C. 20418. $8.75.

Commissioned by the EEOC, this major study documents persistent patterns of wage discrimination and occupational segregation. It reviews and criticizes two standard explanations for the wage gap: that women bring less education, training and experience with them into the workforce, and that the productivity of jobs where women predominate is less than that of jobs where men are concentrated. The study views comparable worth as a foundation for wage setting, and regards job evaluation systems as promising for assessing comparability. It is critical of reliance on market rates to arrive at pay equity since these incorporate many factors including discrimination. The report includes technical discussion of various forms of job evaluation systems. Contains extensive bibliography.

10. U.S. Equal Employment Opportunity Commission. Hearings, Job Segregation and Wage Discrimination. (Hearings held in Washington, D.C., April 28-30, 1980), Washington, D.C.: U.S. Government Printing Office, 1981. Write to: EEOC, Public Affairs, 2401 E Street, N.W., Washington, D.C. 20506 (limited copies available)

A recent comprehensive collection of material on the issue of pay equity. Representatives from women's organizations, state and local governments, unions and professional organizations as well as individual women presented economic, sociological, legal and political evidence supporting the concept of equal pay for work of comparable worth. Testimony by representatives from business opposed the concept. Recommendations for implementation were discussed.

11. Wilson, Carole W. Breaching the Next Barricade: Pay Equity for Women. Washington, D.C.: The Union for Democratic Action Educational Fund, Inc. Write to: ADA, 1411 K Street, N.W., Washington, D.C., 20005. $2.00.

General overview written for the lay public, with an emphasis on union strategies and organizing.

12. Comparable Worth Project Newsletter. 488 41st St., #5, Oakland, CA 94609. $16.00 Institutions, $8.00 Regular, $4.00 Low Income.

13. Livernash, E. Robert, ed. Comparable Worth: Issues and Alternatives. Washington, D.C.: Equal Employment Advisory Council, 1980. Write to: EEAC, 1015 15th Street, N.W. #1220, Washington, D.C. 20005. $21.00.

Funded by the Business Roundtable, this is the major summary of arguments against comparable worth: that it would be difficult to implement, and that implementation would lead to disruptive consequences.

14. Newman, Winn and Carole W. Wilson, "Job Segregation and Wage Discrimination." Statement before the Equal Employment Opportunity Commission on behalf of the International Union of Electrical, Radio and Machine Workers, AFL-CIO-CLC, and the Coalition of Labor Union Women. April 28, 1980. Reprinted in Daily Labor Report, Bureau of National Affairs, DLR No. 83, April 28, 1980, E-1. Write to: IUE, Room 613, 1126 16th Street, N.W., Washington, D.C. 20036, c/o C. Wilson.

Comprehensive discussion of: (1) War Labor Board solutions to "intraplant wage inequities" and their impact on Title VII; (2) IUE's extensive experience in litigating intraplant wage inequities based on sex; (3) the prevalance today of sexually segregated job patterns in the electrical equipment manufacturing industry; (4) the basic "comparable worth" or "pay equity" legal issues; (5) arbitration of wage rate and job classification disputes; (6) the correction of job inequities under the Equal Pay Act; and (7) litigation strategy -- the proper exercise of prosecutorial discretion.

Basic thesis of authors is that the issue of wage inequities as they relate to sex-segregated jobs is not newly discovered and dates back to at least World War II, when the War Labor Board regularly examined the content of "women's jobs" to determine whether those jobs were

being paid according to the requirements of the jobs and not according to the sex of the person performing the job. Authors contend that initial assignment discrimination, particularly for entry level unskilled jobs, is at the heart of occupational segregation, wage discrimination and future promotional opportunity. Discrimination in the initial assignment or placement of newly hired employees is a major contributor to occupational segregation, is relatively easy to prove, and is an essential part of the solution to the issue of wage structure bias, comparable worth, or pay equity.

*Most of these descriptions are taken from Equal Pay For Work of Comparable Worth: An Annotated Bibliography.

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2020 K St., N.W.
Washington, DC 20006
(202) 452-8750 Ext. 260

*United Auto Workers (UAW)
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8000 E. Jefferson
Detroit, MI 48214
(313) 926-5269

United Faculty of Florida
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(305) 339-4860

Wider Opportunities for Women (WOW, Inc.)
Jane P. Fleming
1511 K St., N.W., #345
Washington, DC 20005
(202) 638-3143

Women's Commission in Exile
Jean Entine
145 Tremont St.
Boston, MA 02111
(617) 426-9734

Newspaper Guild
Anna Padia
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Washington, DC 20005
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NOW LDEF
Anne Simon
132 W. 43rd St., 2nd Floor
New York, NY 10036
(212) 354-1225

*Organization of Pan Asian American Women
Jo Uehara
1725 K St., N.W., Suite 408
Washington, DC 20006
(202) 887-0377

Sex Discrimination Clinic
Georgetown University Law Center
Laura Rayburn
605 G St., N.W., 3rd floor
Washington, DC 20001
(202) 624-8071

United Electrical Workers (UE)
Lance Compa
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(202) 737-0555

United Methodist Church
Women's Division
Chiquita Smith
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New York, NY 10027
(212) 870-3766

Wisconsin Women's Network
Anna Biermeir
625 W. Washington
Madison, WI 53703
(608) 255-9809/266-0507

Women's Equity Action League (WEAL)
Jeanne Atkins
805 15th St., N.W., #822
Washington, DC 20005
(202) 638-1961

*Women Legal Defense Fund (WLDF)
Donna Lenhoff
2000 P. St., N.W., 4th floor
Washington, DC 20036
(202) 887-0364

*Women's Rights Project - American Civil Liberties Union (ACLU)
Isabelle Katz Pinzler/Mary Heen
132 W. 43rd St.
New York, NY 10036
(212) 944-9800

National YWCA
Helen Perulla, Public Policy
135 West 50th St.
New York, NY 10020
(212) 621-5189

YWCA of National Capitol Area
Helena Madison
2701 Bel Pre Road
Silver Spring, MD 20906
(301) 460-3900

National Commission on Working Women
Janice DeGooyer
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Washington, DC 20036
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National Women's Education Fund
Rosalie Whalen
1410 Q Street, N.W.
Washington, DC 20009
(202) 462-8606

Maryland Commission for Women
Barbara Kreamer
1123 North Eutaw Street
Baltimore, MD 21201
(301) 383-5608

*These organizations have been members of the Board of Directors during the year of 1982. A new board will be elected on December 6, 1982.

National Committee On Pay Equity

1201 16th Street, N.W., Room 615, Washington, D.C. 20036 (202) 822-7304

Executive Director
Joy Ann Grune

Directors
Perman, Chair
Women
in Government

Carole Wilson, Treasurer
International Union of
Electrical Workers

American Federation of State, County
and Municipal Employees

American Nurses Association

Business and Professional
Women's Foundation

Coalition of Labor
Union Women

Communications Workers
of America

League of Women
Voters

National Association of
Puerto Rican Women

National Coalition for
100 Black Women

National Committee on
Household Employment

National Education Association

National Organization
for Women

National Urban League

9 to 5, National Association of
Working Women

of Pan Asian
men

Service Employees
International Union

United Auto
Workers

Women's Legal
Defense Fund

Women's Rights Project
American Civil Liberties Union

We invite you to join the National Committee on Pay Equity. Organization and individuals are eligible for membership if they endorse the following Statement of Principles:

Pay equity encompasses the concept of fairly rewarding people for their work, regardless of sex or race. This term is used, rather than "comparable worth," to identify a broad range of activity aimed at raising minority people's and women's wages.

(1) TRUE EQUALITY FOR THE MILLIONS OF WOMEN AND MINORITIES IN THE WORK FORCE WILL NOT BE ACHIEVED UNTIL THERE IS PAY EQUITY;

(2) ACHIEVEMENT OF PAY EQUITY WILL BENEFIT MILLIONS OF HOUSEHOLDS, PARTICULARLY THE GROWING NUMBER HEADED BY WOMEN;

(3) THE DRIVE FOR IMPLEMENTATION OF COMPARABLE WORTH MUST BE SEEN AS A REVERSAL OF A HISTORICAL PATTERN OF DEVALUING WORK DONE BY WOMEN;

(4) WHILE IT IS CRUCIAL THAT ALL OCCUPATIONS BE OPEN TO WOMEN, EFFORTS MUST CONTINUE TO FIND SOLUTIONS TO THE PROBLEMS OF WOMEN WORKERS IN FEMALE-DOMINATED OCCUPATIONS;

(5) COMPARABLE WORTH IS AN INTRINSIC PART OF THE GOAL OF TITLE VII OF THE CIVIL RIGHTS ACT OF 1964.

The By-Laws provide a description of the rights and responsibilities of membership. Each non-government organizational member is entitled to one vote. The dues structure effective January 1, 1982 is:

Organization	$100.00
Individual	$ 15.00
Low-income individual	$ 7.50
Sustaining Member	$750.00
Low-budget Organization	$ 50.00
Government Organization	$ 25.00

MEMBERSHIP APPLICATION
NATIONAL COMMITTEE ON PAY EQUITY

( ) Individual ( ) Government Organization ( ) Organization:

( ) Trade Union/Workfor
Rep

( ) Women's Movement

( ) Minority/Civil Rig

I am interested in the following task forces: ( ) Organization and Bargaining; ( ) Litigation and agency enforcement; ( ) Public Education

Women's Work: Undervalued, Underpaid

A Fact Sheet on Comparal

SENATE COMMITTEE ON LABOR
SB 484
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In 1980 full-time women workers had average annual earnings of $7,415 less than men.

Women working full-time in 1980 had average annual earnings of $11,197, while men's earnings averaged $18,612. Women made 60.2¢ to every dollar made by men.

	Annual earnings		Women's earnings as percent of men's
	Women	Men	
1955	$ 2,719	$ 4,252	63.9%
1960	3,293	5,417	60.8%
1965	3,823	6,375	60.0%
1970	5,323	8,966	59.4%
1975	7,504	12,758	58.8%
1980	11,197	18,612	60.2%

Hispanic women had the lowest income of any racial-ethnic group in 1980. Their income was half of white males'. In 1980, the average annual earnings for men and women by race were:

		Percent of White Male's
White Males	$19,157	100. %
Hispanic Males	13,558	70.8%
Black Males	13,547	70.7%
White Females	11,277	58.9%
Black Females	10,672	55.7%
Hispanic Females	9,679	50.5%

Of women in the workforce in 1980, nearly 80% were in clerical, sales, service, factory, or plant jobs.

The segregation of female workers into low-paying, dead-end jobs is a major cause of the wage gap between men and women. According to the Department of Labor, women workers in 1980 were divided into the following occupational categories:

Professional-technical	15.9%
Managerial-administrative (except farm)	6.8%
Sales	7.0%
Clerical	33.7%
Craft	1.8%
Operatives, including transport	10.7%
Nonfarm laborers	1.3%
Service (except private household)	18.8%
Private household	3.0%
Farm	1.0%

When women work at the same jobs as men, women still earn less money.

A 1981 Labor Department study comparing the weekly earnings of full-time men and women workers in 100 occupations found that in all 100 occupations, women made less money than men.

Occupation	Women's earnings as percent of men's
Bookkeeper	69.4%
Clerical worker	68.3%
Computer programmer	73.6%
Cook	73.4%
Freight handler	78.0%
Lawyer	71.0%
Office Manager	65.5%
Social worker	79.9%

Women's jobs have less value in the marketplace than men's jobs.

Occupational segregation causes women's work to be undervalued and underpaid.

	1981 Average annual income
Teacher's aide	$ 8,632
Truck driver	$16,380
Secretary	$11,908
Warehouse laborer	$14,040
Pre-kindergarten & kindergarten teacher	$13,728
Mail carrier	$21,216
Registered nurse	$17,212
Brick layer	$20,852
Bank teller	$9,776
Stock clerk	$15,808

Of the 40¢ wage gap between women and men workers, 20¢–30¢ is attributable to sex discrimination.

Studies have shown that differences in the skill, effort and responsibility that men and women bring to their jobs account for only a small portion of the wage gap. The rest is attributable to sex discrimination.

National Commission on Working Women 2000 P St. N.W. Washington, DC 20036 202-872-1782

HIC SPECIALIST*			
Apprentice Clerk			
1st 3 months experience (0-520 hours worked)	4.05	4.40	4.75
Next 3 months experience (521-1040 hrs. worked)	4.45	4.85	5.25
Next 4 months experience (1041-1733 hrs. worked)	4.95	5.40	5.85
Next 4 months experience (1734-2426 hrs. worked)	5.70	6.15	6.60
Next 4 months experience (2427-3120 hrs. worked)	6.55	7.00	7.50
Journeyperson Clerk			
Thereafter 3120+hrs. worked	7.25	7.75	8.25

*HIC specialists - shall be so designated by management.

COST-OF-LIVING

Effective July 5, 1981, the following formula shall be applied to provide for wage increases based upon a rise in the cost-of-living, if any, during the year immediately preceding:

(a) The U.S. All-Cities CPI (1967 = 100) for May, 1980, shall be compared with the same Index for May, 1981 and a percentage of change in said Index shall be obtained therefrom, and 70% of that percentage change shall be multiplied by the General Sales Journeyman rate in effect on 7/6/80 and the amount obtained shall be compared to the forty cents (40¢) increase for Journeyperson on 7/5/81.

Should the amount obtained therefrom be less than forty-five cents (45¢), forty-five cents

nearest Sunday to any subsequent July 1 of any succeeding year of its desire to negotiate the terms of a successor Agreement.

Dated this _____ day of _____ , 198 _____.

FOR THE EMPLOYER:

FOR THE UNION: UNITED FOOD & COMMERICAL WORKERS

by_ _____ by_ _____

Dir. of Personnel

HOURLY RATE SCHEDULE

General Merchandise — Soft Goods

CLASSIFICATIONS	EFFECTIVE DATES 7/6/80	7/5/81	7/4/82
General Sales Clerk			
Apprentice Clerk			
1st 3 months experience (0-520 hours worked)	$3.40	$3.50	$3.60
Next 3 months experience (521-1040 hrs. worked)	$3.65	$3.90	$4.10
Next 3 months experience (1041-1560 hrs. worked)	$3.95	$4.30	$4.60
Next 6 months experience (1561-2600 hrs. worked)	$4.75	$5.00	$5.20
Journeyperson Clerk			
Thereafter 2600+hrs. worked	$5.60	$6.00	$6.40

SCHEDULE "A"
GROCERY, PRODUCE & DELICATESSEN EMPLOYEES

Wages & Sunday Premiums

	6/7/81	6/6/82	6/5/83	Sunday Hourly Premiums Effective 6/28/81 per Paragraph 4.11
Demonstrators	$4.15	$ 4.30	$ 4.45	straight-time
Container Clerks	3.50	3.50	3.50	straight-time
Courtesy Clerks	3.91	4.11	4.31	$1.00
Apprentices*				
1st Step (0-520 hours)	4.65	4.75	4.95	1.00
2nd Step (521-1040 hours)	4.95	5.14	5.44	1.25
3rd Step (1041-1560 hours)	5.85	6.03	6.33	1.50
4th Step (1561-2080 hours)	6.75	7.02	7.42	1.75
5th Step (2081-2600 hours)	7.75	8.06	8.51	2.00
Journeyman	9.35	9.95	10.55	2.50
Head Clerk	9.70	10.30	10.90	2.50

*All Apprentices hired prior to June 22, 1981 will receive 520 hours of credit.

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OREGON NOW, INC.

COORDINATOR
Carol Carver
POB 353
Corvallis, OR 97339-0353

ASSISTANT COORDINATOR—ACTION
Merry Demarest

ASSISTANT COORDINATOR—LEGISLATIVE
Jane Reeder

ASSISTANT COORDINATOR—MEMBERSHIP WEST
Susan Bitter

ASSISTANT COORDINATOR—MEMBERSHIP EAST
Bev Chase

ASSISTANT COORDINATOR—FUND RAISING
Lillene Fifield

RECORDER
Gretchen Summer

TREASURER
Susette Horspool

RESOLUTION

WHEREAS, the Equal Pay Act only ensures equal pay for equal work of the same or similar skills and responsibility, and

WHEREAS, the Equal Pay Act did not address the economic disparity between traditionally male and female jobs, and

WHEREAS, women earn only 59¢ for every dollar men earn and that gap is increasing, and

WHEREAS, comparable worth is the value of work measured by the knowledge, composite skill, effort, responsibility and working conditions required in the performance of work, regardless of sex, and

WHEREAS, all current statutory remedies are inadequate,

THEREFORE BE IT RESOLVED that Oregon NOW urge all legislators to vote for passage of SB 484 which would establish a task force to evaluate the state compensation and classification plans.

PASSED BY THE OREGON NOW CONFERENCE MARCH 28, 1983

Jane Reeder
Jane Reeder
State Coordinator
Oregon NOW

Judy Goldsmith
Judy Goldsmith
President
National Organization for Women

SENATE COMMITTEE ON LABOR
SB 484
EXHIBIT C
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Consulting Partners
6685 S.W. Sagert Street, Suite 28
Tualatin, Oregon 97062
(503) 692-0127

TESTIMONY ON THE ISSUE OF COMPARABLE WORTH - SENATE BILL 484

Submitted By:
Judy B. Fulghum, Principal
CONSULTING PARTNERS

I represent Consulting Partners, a human resource management consulting firm specializing in the field of compensation. In addition, I am a member of the Washington Study Group, a nationwide coalition of employers and employer associations involved in the identification and monitoring of workplace issues related to pay. Keeping abreast of developments in the judicial and legislative arenas on the issue of comparable worth falls within the framework of this Group.

In May, 1983 Personnel Journal magazine will publish an article I have written entitled "The Employers' Liability Under Comparable Worth." The intent of that article and my testimony today is to clarify the comparable worth issue from a technical standpoint focusing on common misconceptions of the issue, pitfalls in personnel systems that cause the development of comparable worth problems, and a discussion on the "nuts and bolts" of conducting a comparable worth study such as proposed in Senate Bill 484.

THE COMPARABLE WORTH ISSUE

On a broad scale, the comparable worth issue focuses on the fact that women hold jobs in a limited number of job classifications which historically have received less compensation than their male counterparts in other job classifications. Technically speaking, the concept broadens the scope of the Equal Pay Act commitment of equal pay for equal work to include comparisons of separate jobs of equal value to an employer (based on that employer's system of internal job values.)

It has been my experience that the most difficult part of this issue to understand is that relating to what constitutes "comparability" among male and female job classifications. The concept of comparable worth speaks to jobs that are similar in areas of skills required, effort, responsibility, and working conditions. Jobs which rank in a similar fashion according to whatever type of job evaluation tool is used to measure these factors should, under the comparable worth concept, be paid similarly.

A gross misconception has arisen from this concept. Many lay-persons have interpreted this to mean that female jobs can be compared on some sort of basis to any corresponding male jobs that are either in the same department or work towards a similar goal. For example, an airline stewardess (typically female) as compared to an airline pilot(typically male.) Although these jobs are both involved in assuring passenger transportation from one destination to another in safety and comfort, the differences in skills required, accountability, etc. make these jobs totally unsuitable for comparable worth comparisons. This is <u>not</u> what comparable worth is all about. A true comparable worth match would occur between two separate jobs which rank equally based on that employer's internal evaluation system.

Thus, the idea of equitable relationships between male and female employment positions must get back to the fact that the corresponding jobs must be similar in terms of skills, effort, responsibility, and working conditions.

The courts have yet to hear a case based on pure comparable worth. Rather, the cases that have been decided have all been within the framework of either Title VII of the Civil Rights Act or the Equal Pay Act and, in terms of Title VII cases, involve intentional wage discrimination. However, the Supreme Court's ruling in the case of <u>County of Washington vs. Gunther</u> 452 U.S. 161 (1981) opened the courtroom doors to examination of the wage setting process itself and the applicability of claims involving disparity in wages between the sexes for similar--not identical--jobs.

All students of comparable worth are aware that the issue involves more than just pay. It involves the job classification determinations themselves, transfer and promotion policies, job posting procedures, etc.

At the heart of the comparable worth issue is the job selection process and the way it perpetuates job segregation practices. With approximately 90% of the female workforce in the U.S. occupying only 8 of the 400 Department of Labor job classifications, the solution to the job segregation problem is a long-range one with definite socio-economic consequences. Part of this solution rests with employers, in both selection philosophies and procedures and in changing management attitudes regarding traditional role relationships. Part of the burden falls on the women themselves to broaden their own outlooks on the types of jobs available and the skills they must acquire in order to qualify. But most importantly, society itself must be re-educated to overcome biases handed down through generations on the women's role in the workplace.

CONDUCTING A COMPARABLE WORTH STUDY

Conducting a comparable worth study involves the evaluation of jobs within a classification system and the subsequent comparison of wages between predominantly male and female jobs ranked equally in the evaluations. Statistical studies are then conducted to ascertain wage disparities and estimates are projected as to the costs for equalizing pay between similar jobs. Various options for implementation of study results usually result from the cost projections.

The following is a list of major points involved in such a study.

1) The employer must decide on the size of the study group. In order to conduct a true comparable worth study, all jobs in the system must be evaluated at one time or another using the same evaluation tool. Some employers choose to select a sample group of jobs for a preliminary study to ascertain the extent of potential liabilities. Either way, the end result will always be the study of all jobs.

2) A decision must be made as to who will conduct the study--in-house staff, or outside consultants. Obviously such a decision must be examined in terms of the expertise and availability of the in-house personnel professionals. With potential study ramifications involving possible strike actions, lawsuits, and union relationships the employer must be careful in its selection of both the study methodology, the study coordinators, as well as the credentials of the evaluators themselves.

3) An evaluation tool must be adopted which is a fair and equitable measure of the factors upon which the jobs will be evaluated. Most favor some type of point-factor evaluation system which assigns points within varying levels of degrees within each factor. When considering any job evaluation system, it is important to note that in past court cases involving job evaluation systems that the systems themselves have not been proven to be discriminatory. Rather, the administration and the deviation from the results of these programs have been the focus of the litigations.

4) The outside labor market must be studied in order to assure a proper competitive posture with regards to implementing wage rates. Without such assurances, the perpetuation of under and over paid job classifications is always a possibility.

What can an employer expect from a comparable worth study? Studies to date have been consistent in identifying large numbers of womens' jobs which were found to have wages disproportionate to male jobs ranked of equal value. These disparities indicated that the women studied in these cases earned approximately 60-80% of the wages earned by men in similarly evaluated jobs. However, in a comparable worth study not all womens' jobs will be shown to be disproportionate. Some will indicate an increase in salary, some a decrease, and many will be shown to be already equitable. Rectifying pay disparity will perhaps be costly, however it must be understood that without the accompanying implementation of agressive selection and promotional policies that the true problem of comparable worth--job segregation--will remain unsolved.

OREGON AFSCME

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AREA OFFICES

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3/28 D

SENATE COMMITTEE ON LABOR
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Madame Chairperson and Members of the Committee:

I would like to request that you agree to do a comparable worth study to be conducted for the State of Oregon Employees. There is enough data available to justify this request.

The study should in our view involve the forming of a committee made up of representatives of all labor organizations, management, elected officials, and a member of the Governor's staff. This committee would then agree upon a method to evaluate the various job classifications within the State. We recommend that this committee also work together to develop a mutually agreeable point system that we could use to determine the worth of various jobs. There are several existing studies that could be used as guidelines. Some examples of the factors that a point system should take into consideration are: how necessary is the work that is being performed; what is the level of skill, education, and experience required to perform this work; what is the working environment in which the job is performed; etc. Generally, a value, or certain number of points, is assigned for each factor considered. All jobs would be evaluated and then a comparison would be made of the number of points scored and the wages paid for each job.

Female dominated positions have been historically the lowest paid white collar workers. Nurses, teachers and the secretarial/clerical workers are three classic examples of necessary work being performed for comparatively low wages. Why? Because these jobs were, and are, dominated by females. Once it became socially acceptable for women to work for other than "pin money" the three job types mentioned were fields socially acceptable and open to women. In the year 1900 only 18% of the working force consisted of women, but by 1979 that figure had changed to 41% and growing. Two-thirds of all working women are the sole support of themselves and their families or have husband who earn less than $10,000 a year, making it necessary for the wife

to make up the difference so that the necessities of life can be achieved. It used to be said that "the wife worked so the family could have a second car and some of the luxuries of life." Now the woman works for mere survival. Sixty-one percent of the people living within the poverty level set by the federal government are women and their children. Yet the jobs predominately filled by females have historically not been paid by their value or their worth to their employer. We believe that comparable worth is not just a women's issue. It is a workers' issue.

For example, in a construction setting we have laborers, truck drivers, equipment operators, journeymen, foremen and supervisors. For years the workers have complained about their relationship in pay to their other higher classified employees. In addition, we believe there is something in a comparable worth study for management. In the City of Portland, we are proposing to do the study involving all 4000 City workers including the elected officials.

A Clerical Specialist, the highest, non-management clerical position in the City of Portland has a starting pay of $6.34 per hour and must work three years to earn the top pay of $8.37 per hour. When one looks at the qualifications required by the City of Portland Civil Service that these above mentioned positions must meet before applying for jobs, one can't help but wonder at the difference in pay and the length of time to reach top pay. One reason for this disparity is the fact that THESE Journeyman positions ARE FILLED predominately by females. The Clerical Specialist must even have, and is tested for, supervisory skills.

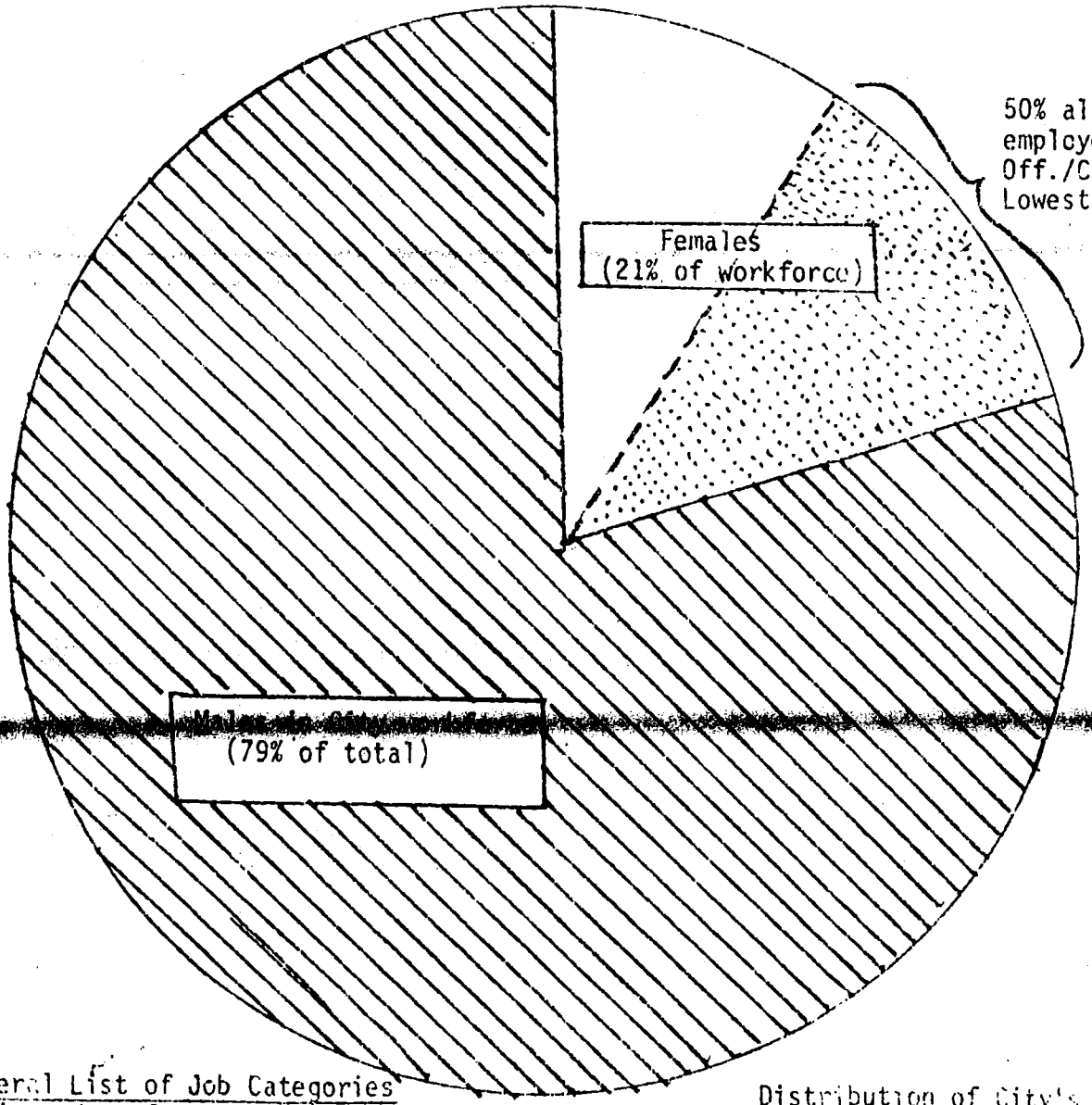
We do not for a moment intend to infer that a Journeyman is not important to the public employer, but the question we pose is "isn't the Clerical Specialist at least as important"?

I could continue verbally pointing out pay inequities based on education, job title, etc., but I'm sure that those of you here are already aware of some of these points. You've seen the 59¢ buttons and probably most of you have seen some form of media coverage on the subject. Most statistics reflect national information and factfinding. We have a graph that reflects the salary breakdown for one year in the City of Portland. This should be of even more interest to you than national figures.

CITY OF PORTLAND'S EMPLOYMENT

(City: Employer)

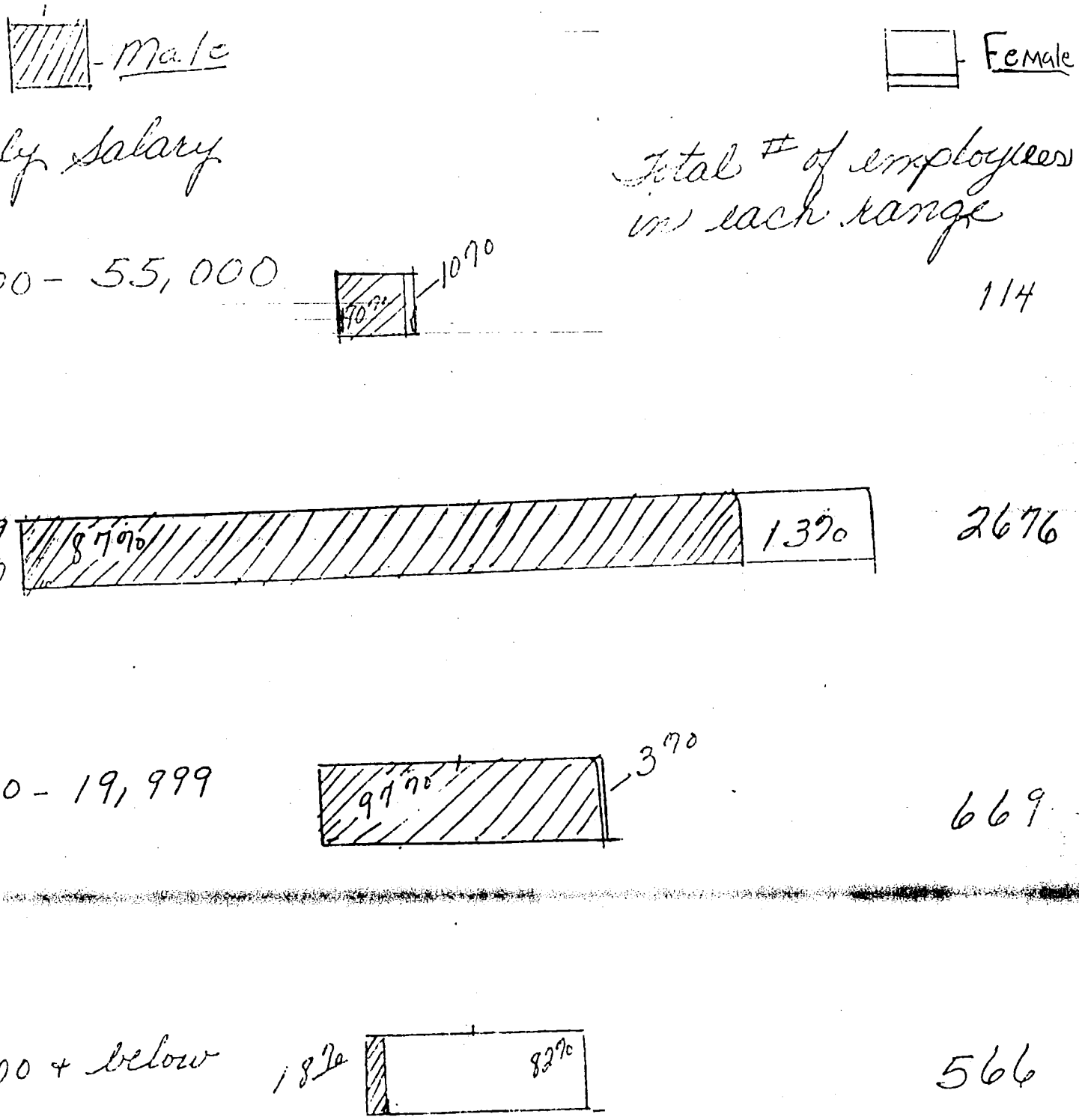
National average of females in workforce = 41%
City's female workforce = 21%



50% all female employess are in Off./Clerical* = Lowest Paid Category

Federal List of Job Categories
(in order of pay scale)

	Distribution of City's Workforce				
	MALES	(%)	FEMALES	(%)	TOTAL
1. Officials/Administrators	103	90%	11	10%	114
2. Professional	388	77%	117	23%	505
3. Skilled Crafts	412	98%	7	2%	419
4. Protective Services	986	94%	60	6%	1046
5. Technicians	550	78%	156	22%	706
6. Service & Maintenance	650	97%	19	3%	669
7. Para-professional	19	30%	45	70%	64
8. Office/Clerical	81	16%	421	84%	502
TOTALS	3189		836		4025



The salaries reflect entry level only in order. Salaries and percentages are rounded.

You can see by this graph the distribution of wages within the City of Portland. It is quite easy to discern where most of the women are on this graph. We believe similar information and similar trends exist in the State of Oregon.

"Comparable Worth" is not a phrase that is going to pass away with time. It is a national movement that will eventually become as universally accepted as women working and women voting. Other cities and states have already moved in this direction. I am here to ask you to allow ~~Portland~~ OREGON to step into the future with Washington, Minnesota, San Jose and others. I ask you to support us by agreeing to allow a comparable worth study to begin here. Let us work together to bring equality by worth to this ~~city~~ STATE.

Thank you for allowing me to speak on behalf of the groups I represent.

PAY EQUITY RESOLUTION

Whereas, Local 189, AFSCME has continually stressed the need for action to prevent discrimination of any kind against its members, and

Whereas, Although discrimination in compensation based on race, national origin, religion or sex is illegal, the effects of past discrimination can linger on, and

Whereas, Meaningful action plans are needed to eliminate any inequities in the current compensation plan toward any classification,

Now Therefore Be It Resolved,

That Local 189, AFSCME be committed to adjusting any inequities of the current compensation plan with particular concern toward identifying any inequities through a joint job evaluation study with the City.

To achieve this goal, Local 189 AFSCME will:

1) Negotiate a general wage increase for all members of the bargaining unit

2) Negotiate additional wage increases to adjust any inequities of the current compensation plan, particularly those identified through a joint study

3) Ensure that no employee shall suffer a loss of wages or benefits as a result of the resolution of any inequities.

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Testimony of Sam Gillespie before the Senate Labor Comm
on SB 484

I question the legal question raised by Jim Standerfer. (breaks the law)

--"Technically breaking the law! "

--What about the injustice of workers having to be at poverty level! 61% of poverty level as set by Federal standards are women and their children. I strongly object to testimony presented on Friday, March 25, 1983 that women are "segregated by self determination." Those who may believe that ridiculous statement haven't talked to very many working women!

--Ununionized workers if they are being discriminated against is in my opinion non real agrument for continued injustice!!

Organized labor has always supported legislation that deals with inequities whether or not the workers are unionized or not!!

--No, we won't pay workers more than they are worth.

--Free market labor has injustices and to say that because they are paid lower wages that somehow makes it O.K.!

--Productivity has never been an issue that workers have been afraid of! Lets adjust the pay inequities for all workers and then tie wages to productivity goals!!

--Equal opportunity laws only speak to those jobs who are substantially the same!! However, then we fail to adjust for responsibilities and abilities in relationship to the total work force.

State of Washington study--cost to implement

--"Refused to even discuss implementation; that's why they are being sued in Federal District Court!! "

--Ability to pay is always a very strong and legimate agrument for not implementing a scientific study!

SENATE COMMITTEE ON LABOR
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Sylvia Wirth
10764 Southview Loop SE
Jefferson, OR 97352
363-4368 (office)
362-5308 (home)
March 28,1983

TO: Senator Marge Hendriksen and the members of the
Senate Labor Committee
Topic: SB484

I oppose SB 484 for the following reasons:

1. As a taxpayer I object to the $300,000 expenditure for the study. We simply cannot afford it. I am sure that this study will probably take two years or more for its formidable task. I am even more sure that the study group will be requesting more money from the Emergency Board for the study alone. The $300,000 figure is misleading. Projections by the state of Washington in considering a similar bill place the cost of implementation of the results of the study at between 1,000,000 and 2,000,000 dollars. Retroactivity, which you must know is something unions strive for, could boost it into the $4000,000 range. I refer you to the copies of Marilyn Shannon's testimony and her attachments. I can't imagine any self respecting union letting ~~any self respecting union letting~~ any job be downgraded. The upgrading process leaves little doubt as to the possibility of the multi-million dollar cost to taxpayers.

2. As a small business person, I object to the whole comparable worth idea, not only from a taxation standpoint but from my concerns for the future of small businesses. Let me add my voice to the dozens which have been t elling the legislators that small business- not government- is what has made this country great and what can keep it there. Free enterprise includes paying each individual what he or she is worth with in the context of what the employer can afford. These days, its the government and unions that often establish practices in the market places, rather than the law of supply and demand. If comparable worth is implemented by the state, I have no doubt that its just a matter of time before the same practices are laid on private enterprise. Rest assur ed that that will certainly spell the end of some businesses and will surely decrease the payroll of others. Small businesses, unlike government, do not just have to " ask and they shall receive" money, ~~not shall~~

3. My last objection is as a woman. This has been touted as a help to women- make them more equal. That is nonscence. I do not doubt that some inequities exist. I also know very well that the unions in this day and age are powerful enough to rectify these inequities on a case by case basis, which is the only just, reasonable way to go. I am a woman and I have not given authority to any women's group or union to reorganize society and the market place for my benefit. All I ask is a

chance to work and I'll take care of the rest. I've worked outside the home for the better part of twenty years and I've never been discriminated against because I was a woman. I've been undereducated for some positions I've held but I know my employers have gotten their money's worth and I've been fairly paid. Furthermore, there have been times when I have made career choices in which I chose lower paying jobs that required less of me because I chose to put the needs of my family first. And that was and is ok. There is nothing mysterious about this and I know there are many other women who do the same- by choice. Comparable worth would remove the rich variety of levels of production and requirements with their corresponding dollar values. In short, ladies and gentlemen, in case you hadn't noticed, women are different and will continue to be, with or without society's compulsion to reduce everyone to the same level. And by the way, we are not a minority.

We women can use existing laws to ensure we are fairly paid just as easily as can men and thats all we need.

I urge you to vote against Senate Bill 484

Sylvia Wirth
3/28/83

SENATE COMMITTEE ON LABOR
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TESTIMONY AGAINST SB 484

(Comparable Worth)

by

ELIZABETH FREAUF
Post Office Box 335
Turner, Oregon 97392

March 28, 1983

Testimony AGAINST SB 484, by Elizabeth Freauf 3/28/83

While young women are being indoctrinated on high school and college campuses, mainstream, traditional American housewives and mothers, young and old alike, are being deceived by well organized, well financed (many times with tax dollars) feminist groups with definite goals in mind in the same manner the serpent deceived Eve in the Garden of Eden and she, in turn, deceived Adam by making him believe "evil" is "good". But beware Mr. Legislator if you are one of those who support this unGodly movement. God did not say "Eve, Eve, where are't thou?" when he saw what had happened but instead the Lord God called to the man, and said to him, "Where are you?" God held the man responsible!! The hearts of traditional women cry out today, "My God, where are the men?" Why must housewives and mothers be at a public hearing such as this one when they should be home. And the answer comes to me, "The(great)leaders of our country are being deceived by this feminist movement." I wonder why they cannot see the fallacy in their obvious actions. It has been only recently my one and only husband of 27 years has begun to have his eyes opened to what is taking place in America and how the family is willfully and purposely being manipulated into self destruction. He supports my efforts. While I'm busy preparing testimony, he does the dishes, makes the signs and tries to help out as much as possible. My teenage daughters have been blessed with a tremendous insight on this evil issue because we pulled them from the public school system seven years ago and they in turn help me with the cooking, baking, washing and other miscellaneous and sundry chores that would go unattended while I busy myself with this cause. It all seems so unnecessary but there is profit in confusion and I suppose that is the name of the game. But, we have overcome confusion!

It was not too long ago when American men would have taken immediate action about the things the collectivists are doing to us today. If they had learned, for instance, that the government was trying to draft women (which would have happened if ERA had been ratified), or giving mind control drugs to little children in the public schools, as it is, there would have been no dialogues. There would have been no debates. There would have been no 8 o'clock public hearings. The men would have come off the golf courses and out of the churches, out of the factories and out of the homes; they would have marched en masse to the location of the offender and/or offenders and when they got finished, there would not have been enough left of them to bring to trial in an eye dropper. In short order, they would have been back at their places. I am afraid today the sons of such men would offer many a pansy smile, as they whisper, for instance, they would like to help but it would be "bad for business" or that they must "protect their jobs" or they need the feminist vote (they think) to win the next election. It has actually occurred to me that American men in general and unfortunately the majority of our legislators (both locally and in Washington, D.C.) specifically may simply be too far gone, too degenerate, too cowardly to save the country.

It may be that American men no longer have the manhood to do the job and that the country will have to be saved by the traditional, flag-carrying American women who loves her country and her family and will take whatever actions necessary to preserve the freedoms that protect them both. If this is so, why don't you 'fellows' just get out of the way and let us do it. This battle is obviously going to be the "feminists movement" -vs- "the traditional American women" and if we have to do the job without you 'fellows', let us hope we succeed but if we do, you are going to wind up with a humiliating load of pabulum on your collective faces. It definitely appears to be a women's battle with the men standing on the sidelines encouraging the confrontation. (Sort of reminds me of a recent "pool table" rape....) With legislators like Republican Senator Bob Packwood representing the American women, he thinks, by being the prime GOP sponsor of the second version of the Equal Rights Amendment -- only it is now called the Economic Equity Act -- I am afraid the American women don't need any enemies.

The Women's Liberation Movement is nothing more than totalitarian fraud just as SB 484 is nothing more than fraud -- making believe women's pay will somehow become equal to a man's pay for doing comparable work. Just as there was no "fair play" in Adam's day (he could have yelled "the woman made me do it!"), there will never be any such thing available to men or women as total job equality. The reality of such an achievement in a sinful, greedy world is about as possible as "peace" with the Russians.

As Marion County Republican Vice Chairman, Oregon State Republican Secretary, and a precinct person, I am utterly appalled that Republicans and my esteemed Senator L. B. Day in particular would sponsor such a ludicrous bill at a time when people are out of work in Oregon and no one in the legislature has yet figured out a way to meet basic needs not alone frivolous and unwarranted requests such as the amount of $300,000 in SB 484. $300,000 indeed! Are you aware how many families that would take care of during these hard times. And that amount is just to set up a task force for the study. Millions of dollars of taxpayers money will ultimately be needed to impliment such an undertaking not to mention the further costs of administration that will be necessary to keep it operative, justifiable and legal.....

I find it very difficult to believe I am even here testifying inasmuch as I sat idly by, complacent and uninformed, during the 1970's while thousands of women fought the Equal Rights Amendment under tremendous odds and an illegal extension and still won the VICTORY!! Anyone who believed in "simple equality" (like SB 484) surely would want to ratify something as justifiable and innocent appearing as the ERA, the proponents reasoned. The state of Hawaii was the first to jump on the bandwagon and within a month fourteen other states had ratified ERA. Within three months, twenty states had ratified. Within a year, thirty states had ratified....and only eight more were needed to make the ERA Constitutional and then many American women became enlightened and organized to defeat it....and I slept through all the excitement. But I woke up. I, too, am now enligtened and I plan to take a stand against every bill that even "smells" like the feminist movement. For you see, if I don't stand against this movement, I'll fall for anything! If you would have told me even two years ago I'd be testifying at the State Capitol at a public hearing and carrying a placard denouncing this distasteful movement, I would have laughed and said "not me" but there comes a time in each of our lives when we must stand up and say ENOUGH IS ENOUGH.

The "name of the game" seems to be "if we don't get our way on the ERA the first time, we'll try and try it again." Bill SB 484 is just coming from a different direction in hopes it won't be recognized for what it actually is -- deception! I am reminded of the Wolf and Little Red Riding Hood. He came in different disguises also. Or perhaps we can compare the movement with a spoiled little child who continually tries to break a parent's resistance by its constant nagging and whining.

I am not anti-feminist but I am liberated. If I wasn't liberated and free, I would not be here testifying today. I am liberated in a sense that I never have allowed my sex to stand between me and any goal I may have set or should decide to set. There is absolutely nothing of value about the women's movement. The claim that American women are downtrodden and unfairly treated is the fraud of the century. If there truly are such abuses, why isn't our Oregon Labor Commissioner, Mary Wendy Roberts, instructing these women about the laws they have at their disposal to rectify the situation? Instead she is testifying at taxpayer's expense on behalf of SB 484. Women have never been "discriminated" against any more so than men. Women who blame sexism for their failures are just looking for an excuse. Some of these women are lazy, others have been "brainwashed" into thinking there is something wrong with being "just a housewife," so they try to achieve in areas in which they have no aptitude, no qualifications (perhaps insufficient muscle power). When they fail, as they are bound to do, instead of staying home and caring for their families or getting a job suited

to their abilities, they make a job of running around the country "wailing" about discrimination. If a woman is willing to work, there is absolutely no barrier she cannot jump.

I've seen a bumper sticker on a car that reads: "Don't knock the farmer with your mouth full." The same thing essentially applies in the area of discrimination. The signers of the Oregon ERA amendment resolution in 1973 were women like Secretary of State Norma Paulus, Labor Commissioner Mary Wendy Roberts, Representative Vera Katz, Nanci Fadeley, wife of Senator Ed Fadeley and also a former Oregon state legislator and who is presently on the national board of the Older Women's League. This group is organized to purposely deceive the older women by making them feel abused and unfilfilled in their lives. This Older Women's League receives support from many tax exempt foundations such as the Rockefeller Family Fund, Inc., whose special emphasis is on the "women's movement." Another foundation is the Rockefeller Brothers Fund with "special emphasis" on cooperation between People's Republic of China and the United States..... Please do not confuse the Older Women's League (OWLs) with the Oregon Women's League, the latter being founded many years prior to the Older Women's League. The two groups come from entirely different sides of the tracks! And, according to the Corporation Commissioner, neither may use the initials OWLs legally!

Another signer of the SJR ERA resolution was Betty Roberts, assuming this is now Judge Betty Roberts. Many women who claim that women are not being treated equally are the very ones making more money than the average man! Perhaps the men should start organizing and yelling discrimination. And I'd bet my socks if we could interview Ms. Career Women's cleaning lady, we'd find most of them receiving about minimum pay for all the housework they do, which, every women knows, is far more tiring and harder than any 8-5 job. Lift that mop pail! Drag out the ladder! Wash those windows! Vacuum that rug! Move that furniture! This job would be more difficult than Ms. Career Women who sits in her ivory tower behind a beautiful desk pretending to be the women's advocate! Hogwash! Feminist Betty Friedan wrote her book about being oppressed while living in a fine home with household help. She later decided to trade that in to become a screaming, shouting women's activist. Conservative, informed American women recognize Ms. Friedan is really working to turn American women into menials and it appears Oregon women political leaders are doing likewise to the Oregon women.

If I thought for a moment the working women would ultimately make more money, I would support SB 484. God only knows because of the feminist movement, many women have been coerced into leaving their husbands believing life without them would be much better only to find themselves jumping from the frying pan into the fire and now they not only have to support themselves but also the children and when they can't make it on their salaries, they run to some "social" program for assistance and then my husband gets to support not only his wife and children but he has the pleasure of helping to support the "liberated" woman as well! I wonder how many overpaid women executives today would take a cut in salary to accommodate a substantial raise in their secretary's salary for this is the only way the budget will be able to accommodate such a request as SB 484 is requiring. And, how many underqualifed males willingly will give up their fat salaries and accompanying fringe benefits and pensions to accommodate that "poor, lowly, working woman". So who pays? The taxpayer. Who is the taxpayer? That "poor, lowly, working woman" without any write offs! Any increase in salary would undoubtedly be diminished by the increased tax required to administer such an on-going, admirable program???The wisdom of the bill and the sponsors thereof indeed left something to be desired. I can forgive the "rookie" legislator but may the bluebird of happiness fly over the head of the seasoned legislator who sponsored such ridiculous legisation. All this time I thought my state government was being run by my elected officials. What a shock it was when I started to come to the Capitol to find it is being run by the feminist lobbyists!

self serving

The bill will accomplish one thing and perhaps that is the reasoning behind the whole thing. It will force those of us that have willfully chosen to remain in the home to go to work to help support the heavy burden being thrown on many men (sole breadwinners) because they no longer can make sufficient money to support two families. In addition to there being profit in confusion, get all the women working. Then the elected officials can have freedom to do whatever they wish without anyone watching. Then these ladies will join the rest of the public and they'll be busy, busy busy, with no time to think, and while the young public are kept ignorant of real mathematics, real economics, real law, and real history, their mothers will be working, working, working to support a public system that keeps their kids in the bondage of illiteracy. And, of course, the rest of the public's attention will be diverted away from the real social issues and captivated by matters of no real importance and eventually the faith of the American people will be destroyed in each other. The originators of this unique plan forgot one thing -- never underestimate the power of the traditional American wife and mother when it comes to the rights of present and future generations.. We are supposedly ruled by emotion first and logic second normally but not necessarily in that order on all matters.

In closing, may I remind Labor Commissioner Mary Wendy Roberts she should be advising any women who are being discriminated against they have constitutional rights for "equal pay for equal work" is available to them and has been the law of the United States since the Equal Pay Act of 1963, as reinforced by the Civil Rights Act of 1964 and the Equal Employment Opportunity Act of 1972. But, instead, our college-educated labor commissioner with a Master's degree in political science from the University of Wisconsin and her bachelor's degree in political science from the University of Oregon, is threatening on TV "possible lawsuits" to anyone who discriminates, when, in fact, such a lawsuit has been filed in the State of Washington using these exact laws in the case. So why the need for SB 484?

My I suggest if by some stretch of the imagination this bill passes all necessary phases and becomes law and the $300,000 is granted for the task force and ultimately administration is set up to process it, PLEASE investigate the discrimination that goes on right here under your noses at the Capitol.

At my very first public hearing where I testified, Secretary of State Norma Paulus and her cohorts plus other public servants were given first priority. This also included a speaker from the Women's Crisis Center, who testified if "vote by mail" were initiated, she anticipated much coercion on the part of the husband telling the wife how to vote would go on. She suggested there could be possible abuse. When one of the committee members asked her to come back he asked "just how much actual physical abuse takes place in the homes." She said "actually, very little. Most of it is intimidation!" The taxpayers get the royal shaft and are deceived again.

The second public hearing I testified at was similar -- all elected and "honorable" appointed citizens got precedence over the average John Doe, who was made to wait and pay parking meters. The third public hearing I attended with a friend. Once again, same routine!

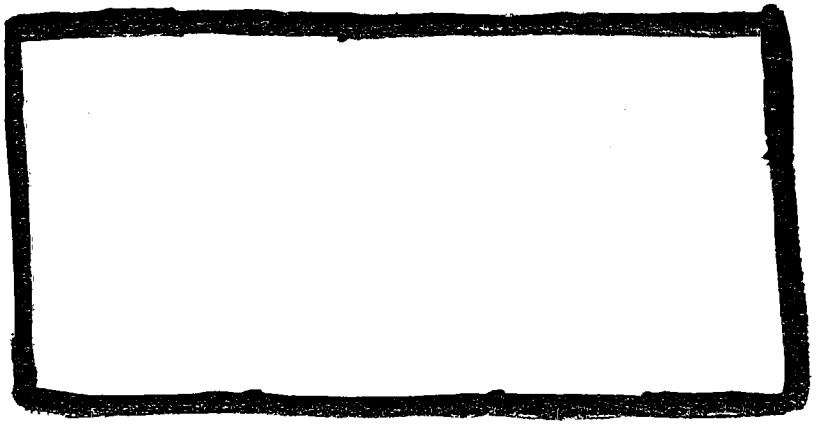
It leads me to believe you elected officials have got your information a little incorrect. I thought you were to be our "public servants" and not make us your second class citizens. By the time many of us speak, your butts are sore and you are up wandering rudely around the chambers getting a cup of coffee and whispering to others. You really don't care very much about our input but you tolerate us!

Many more women would have been at this public hearing but many are mothers of small children who demand their time and could not come at 8 a.m. in the morning. The sign artist sends her regrets but she's with us 100%.

Elizabeth Freauf

Elizabeth Freauf

The Box Below Shows What Changes the $300,000 Task Force Investigation Will Bring for Women!



That's Right! NOTHING

SENATE COMMITTEE ON LABOR
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COMPARABLE WORTH

Testimony in support of Senate Bill 484

Presented by: Mona Sturges

Monday March 28 1983

Before the Senate Labor Committee

My name is Mona Sturges and I am here in support of Senate Bill 484. I am the president of the Women's Rights Coalition who is supportive of this bill and I have over five years experience in Local Government Personnel.

I would like to address the methods of implementing the provisions outlined in this bill.

Job evaluation may be defined as an attempt to determine and compare the demands that the normal performance of particular jobs makes on normal workers without taking into account the individual workers particular work performance or abilities. Job evaluation is concerned with jobs, not individuals. It is important to remember this distinction. A job is a grouping of work tasks. It is assumed that as long as job content remains unchanged it may be performed by a variety of individuals who may have different levels of skills. Appraisal of this skill level becomes the individual's performance appraisal.

The process employed in evaluating jobs shows how job-related contributions emerge and are used to compare jobs. Although there are several basic methods of comparing jobs, as well as modifications of the basic methods, the essential components are similar.

The first step is a study of jobs in the organization. The duties, responsibilities and relationships are obtained. Generally these data are gathered by having employees complete job questionnaires. These forms ask questions relating to specific skills used on the job, knowledge used, working conditions and the responsibilities of the position.

After these data are gathered the jobs are compared with the factors that are used to determine the relative position or worth of the jobs. In order to be useful in comapring jobs, factors must posses certain characteristics. They must be present in different amounts in the various jobs. Factors must not overlap in meaning and the factors should be found in all jobs understudy. There are a number of plans all ready in use that have determined appropriate factors that should be used in a study. Generally these factors fall under the headings of Knowledge, Skill, Effort, Responsibility and Working Conditions. Phrases are used to describe levels of difficulty and other relative values.

After factors have been chosen the next step is to develop or select a system that will make it possible to evaluate jobs in accordance with the amount and level of the factors present in jobs. At this step an organization may use a ready made system or develop a new one. Many organizations use private consultants for assistance particularly at this stage.

Actually there are only a limited number of methods of comparing jobs. These methods are ranking, classification, factor-comparison and point methods. Any job evaluation method will make use of one of these ways of comparing jobs.

According to a number of surveys, the ranking and classification methods are used much less often than the other methods.

The method identified in Senate Bill 484 is a modification of factor comparison and point methods. This method involves breaking down the job into compensable factors giving each job a numerical score on each of these factos and summing these scores to obtain the point value for the job.

One of the advantages of this method is that once the scales are developed they may be used for a considerable period of time. New jobs can be added to the system and jobs that change considerably can be re-evaluated.

The point factor method makes use of the types of rating scales that are usually regarded as reliable and valid. Agreement among raters is close even when ratings of current employees, managers, personnel people or outside raters are used. A point factor method, if used for all jobs within the organization, will create a more equitable internal relationship between different jobs and job families.

The majority of personnel people have used or been trained to use a point system of job evaluation. Implementation of this type of study in the state system would require gathering data, reviewing current systems in use and revising or re-evaluating current job descriptions.

This bill will require cooperation of all state employees and charges the task force with supervision of a very large project. But a project that is long over due.

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March 28, 1983

TESTIMONY IN SUPPORT OF SENATE BILL 484

Karen Gorder, PhD
President, Oregon Coalition of Labor Union Women

Field Representative
Oregon Federation of Teachers, AFT, AFL-CIO

Pay equity or comparable worth is viewed by many as a "new issue" - untried and as yet unproven. Its real genesis, however, dates back to the 1940's.

During World War II, the War Labor Board was established to settle disputes in order to avoid any labor strife that might endanger the war effort. During its existence, the Board regularly examined the content of women's jobs to determine whether those jobs were being paid according to the requirements of the jobs and not according to the sex of the person performing the job. The Board used job evaluation and other techniques in order to resolve these wage rate disputes.

Almost immediately after its establishment, the War Labor Board authorized "adjustments which /equalized/ the wage or salary rates paid to females with the rates paid to males for comparable quality and quantity of work on the same or similar operation." (General Order 16, adopted November 24, 1942.) In construing this Order, the War Labor Board Chair, Pearce Davis, in a letter to the Secretary of Labor made public on June 4, 1943 emphasized the role of job evaluation in cases involving such "intraplant inequity:"

> /t/heir determination should not be related to the 'equal pay for equal work' questions: they should be determined on the basis for maintaining or developing a proper balance of wage rates for various jobs based upon job evaluation. (emphasis added)

In further deliberations the Board stated as a rule of thumb that any female job rate below the rate paid male common laborers was probably discriminatory. (28 WLB 681-85, 680 1945)

These techniques used by the War Labor Board, an arm of the federal government, over 40 years ago, are very similar to the type of job evaluation systems which have been discussed in previous testimony before this committee.

Since the days of the War Labor Board, Congress has enacted several different laws to remedy what it saw in the 1960's as a persistent and endemic problem of employment discrimination in industry. It stated that the wage structure of "many segments of American industry has been based on an ancient but outmoded belief that a man, because of his role in society, should be paid more than a woman even though his duties are the same." (S. Rep. No. 176, 88th Cong., 1st Sess., 1 (1963).

Unfortunately even though these laws have resulted in millions of dollars in back pay, the wage disparities that Congress sought to correct by such legislation as the Equal Pay Act and Title VII of the 1964 Civil Rights Act remain.

You have undoubtedly heard that women earn 59¢ on the dollar as compared to men. According to the U.S. Department of Labor Statistics, this disparity has increased in the last three decades. In 1955, women's earnings were 64% of men's earnings.

Reasons often surface to explain or validate these wage inequities and to assure us that the disparities are not the result of sex discrimination. What I would like to do in the minutes that remain is take six examples of these "reasons" that seek to rationalize these wage

disparities and show that they are indeed myths and have no basis in fact or statistic.

Myth #1 Women earn less because they have less education.

False. According to the U. S. Department of Labor Statistics, the average woman worker is as well educated as the average man worker; both have completed a median of 12.6 years of schooling. Yet women tend to receive less money than men for the education they have received. For example, fully employed women high school graduates with no college had less income on the average than fully employed men who had not completed elementary school -- $8,642 and $9,332, respectively in 1977. Women with 4 years of college also had less income than men with only an 8th grade education-- $11,134 and $11,931, respectively.

Myth #2 Women earn less because they are in and out of the workforce.

False. Although the length and continuity of women's service in the workforce may have had some influence in the past, it undoubtedly does not play a major role today since women's earnings do not rise very much even with age and experience. Women in dead-end jobs find little upward mobility even after long periods of service. A look at the age at which income peaks for the two groups reveals this - men's income peaks on the average at age 45, for women the peak comes at age 30. The U.S. Department of Labor also reveals that the average worklife expectancy of women has increased by more than one-half over the two decades since 1950. In 1970 the average woman could expect to spend 22.9 years of her life in the workforce. This increase, however, has not resulted in an increase in income as compared to men.

Myth #3 Women earn less because they are sick and off the job a lot.

False. Absentism and turnover rates can also be discounted as a major contributory factor in wage disparities. The research simply does not show that these rates are substantially higher for women workers.

Myth #4 Women can be anything they want to be now. If they wanted higher paying jobs, they could get them.

False. In hearings before the EEOC on the issue of comparable worth in Washington, D.C. on 4/28-30,1980, sociologists Helen M. Hacker of Adelphia University and Lora Liss testified to sex-role socialization that affects girls and women. "The occupational world is no Noah's Ark," Hacker asserted. "Men and women get separated at the point of entry." She explained that the personal low status of women - and of minorities - is translated into the low status of the jobs they typically do. Liss remarked that the system keeps women out of the labor force and undervalues volunteer work and home experiences, and that little progress has been made in changing sex segregated employment in this century.

Myth #5 Women work for "pin money" and to buy luxuries for the family.

False. According to the U.S. Department of Labor, the majority of women work because of economic need. Nearly two-thirds of all women in the labor force in 1978 were single, widowed, divorced, or separated, or had husbands whose earnings were less than $10,000. Furthermore, it is frequently the wife's earnings which raise a family out of poverty. In husband-wife families in 1978, 6.1

percent were poor when the wife did not work; 2.7 percent when she was in the labor force. Among all wives who worked in 1978, the median contribution was more than one-fourth of the total family income. Among those who worked year round full time, it was nearly two-fifths.

Myth #6 Women earn less because the law of supply and demand in a free market system sets wage rates where they should be.

False. As with minorities, our "free market" system operates to systematically depress the wages of women. Speaking for the Women's Legal Defense Fund, Judith Lictman showed how even when there is a shortage in traditional women's jobs such as nurses, wages do not rise in the way classical market theory would suggest they should. She said that something other than traditional labor market forces is operating to depress wages. The same phenomenon exists in the secretarial field , according to Nancy Kreiter of Women Employed, a Chicago organization of working women. Despite a 20 percent shortage of secretaries, the law of supply and demand is not working, she said, and "employers are simply refusing to pay decent salaries to clericals because they are women." Finally, in Boston, another women's organization , 9 to 5, discovered the existence of the Boston Survey Group, a group of employers of clericals "which met to fix the wages of clerical jobs in order to keep clerical salaries artificially low." There is sex bias in market wage rates and a biased response to the market place, which does not pay more to all classifications when there are shortages.

Let me simply reaffirm that the reasons for the wage disparities which you have heard such as denial of promotion and transfer opportunities into men's occupations, inappropriate classification of duties

performed by women into lower paying grades, short career ladders, anti-union bias on the part of employers, and job segregation are indeed the real factors operating in our economic system today to create a vastly different economic opportunity for women in the job market than for men.

To begin to correct these inequities we must do several things. We must push for more aggressive affirmative action programs but we must also realize that transfer of women into jobs traditionally held by men is not the final solution. Clearly this "opportunity" cannot reasonably apply to an employer who has occupationally segregated the work force so that the 80% female population occupies jobs which pay less than the male janitor. Eighty percent of women cannot transfer to the jobs held by 20% of the men in a lifetime of work: there just are not that number of vacancies.

Second, we must begin to examine the basis on which jobs are evaluated by performing objective, scientific job evaluation programs. If we do not look at the systematic underevaluation of women's jobs what Margaret Mead observed years ago will be true years from now when our children are grown. She said that there are villages in which men fish and women weave, and ones in which women fish and men weave. But in either type of village, the work done by the men is valued higher than the work done by the women.

The State of Oregon has given each job classification within the state system certain responsibilities. The various agencies and departments have made mandatory certain experience levels and education requirements for these jobs. All this bill is asking you to do is to evaluate the monetary value assigned to similar responsibilities, skills, and effort in different jobs.

To conclude, I urge your support of this legislation because failure to reassess the basis on which salaries in state service are established will without a doubt perpetuate these pay inequities between men and women workers.

SENATE COMMITTEE ON LABOR
SB 484
EXHIBIT BB p.m.
DATE 3/28/83 Page (s) 2

TESTIMONY AGAINST S B 484

To: M. Hendriksen, Chrmn. and Members of the Committee:

This Bill is a radical, unrealistic approach that would disrupt the entire labor classification catagories now in place to create a new criteria of value judgment of unknown results which would certainly create havoc when attempting to compare all of the variables that must be considered in all job catagories. As an example: the case cited concerning the "tree trimmer" v the "office worker", must allow for the Hazards of the job,,abilites of strength and use of heavy equipment in performance of duties. It is a simple fact that women opt for the "soft" type jobs. One cannot compare "apples and pumpkins" as being equal-to what?

To call this Bill as an "Emergency" to ask the taxpayers to dole out another $300,000 for a very dubious "study" at a time when our State budget is already in the "RED" unemployment high and taxpayers already in revolt is adding insult to injury. State government has no money of its own--only what the taxpayers give it. Six states have already conducted this study but none have impliment edit because of its high cost and questionable results. Women already have guarenteed to them "equal pay for equal work", where will they stop? Equal isn't enough! Is it their desire to disrupt and tear down an existing system so they can implement their own ideas of equality? Like children quibbling over who gets the biggest piece of the pie?

This is a Labor Union issue, not a State issue, and should be paid for and solved by State Employees Labor Unions...not the Taxpayers of Oregon. The Labor Union backs this Bill so I ask, "Why aren't they willing to put their money where their mouth is? The National Organization of Women originated this idea and sold it to their members. They have millions of dollar from Grants, many from Federal Grants. If this is what they want why aren't they financing it? No. Let the poor dumb citizen tax-payer foot the bill!

If this Bill should pass the final costs would be monumental. Consider: Necessary Rules and Regulations, Committees, regulations and enforcing bodies, added work and evaluating. Court costs, etc. Won't lawyers have a field day?

Any legislator who would vote for this boon-doggle should be ashamed to face his constiuants . I strongly urge a NO vote on SB484.

Mrs. Mary Cullivan (Mrs. H.F.)
10480 SW 62nd Dr.
Portland, OR 97219

FEDERAL FUNDING THROUGH GRANTS

DEPT OF EDUC.

WEEA TO NATIONAL ORGANIZATION OF WOMEN

1980-1981

(SEX EQUITY)

$175,~~1980~~1981	Legal Defense and Educ. Fund (NOW)	1981
	Campaign for equity in Press. Use of	
$105,577	To produce TV spots concerning Sex Equity	
$446,299	1980-81 Feminist Press	
$1,067,591	Womens Equity Action League 1978-80	

Don't have figures for'82 but hear they are a little lower.

Private Grant from Ford Foundation:$7,000,000 1982

SENATE COMMITTEE ON LABOR
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OREGON CLASSIFICATION SYSTEM
OPEU LEGISLATIVE PRESENTATION
before the Senate Labor Committee - A Legal Per
March 25, 1983

Alice L. Dale

I. Existing Statutory and Case Law - Pay Equities.

There are two federal laws which give employes legal rights to remedy pay inequities: The Equal Pay Act of 1963 of the Fair Labor Standards Act and Title VII of the Civil Rights Act of 1964. The Equal Pay Act addresses the issue of equal pay for men and women doing "equal work." The Act describes equal work as that requiring equal skill, effort and responsibility which is performed under similar working conditions. Although this law has been used with relative success, it does not have the ability to remedy even greater pay equity problems. Specifically, I refer to problems based upon sex-segregated job classifications which reflect lower pay for women than men because of the devalued status of women's jobs in our society.

The doctrine of "comparable worth" is part of this larger issue of pay equity. The Bennett Amendment to Title VII of the Civil Rights Act of 1964 says that discrimination exists when workers of one sex in a job category are paid less than workers of the other sex in another job classification when the two groups are performing work that is not the same in content but is of comparable worth to the employer in terms of job requirements, i.e., knowledge, skill, effort, accountability and working conditions. These are largely the same factors used in evaluating a wage claim under the Equal Pay Act but with a focus on comparability rather than equality of jobs. "Comparable worth" is a relatively new concept. Prior to 1981, women seeking redress to pay inequities were restricted by the limitations of the Equal Pay Act and the factor of equal work. Pay equity relief has now been broadened. The following are several important cases highlighting some recent legal developments.

The major case in the area of comparable worth is a U.S. Supreme Court decision which arose out of Oregon, Gunther v. Washington County (1981). In this case, jail matrons who performed the same job duties as the male jailors but in different amounts were paid only 70% of the salaries earned by the men. According to its own job evaluation study, the County should have paid jail matrons 95% of what the male jailors were paid. Instead, the County paid the women 25% less than their evaluated amount while it paid the male officers the full evaluated worth of their jobs. The U.S. Supreme Court found that although these jobs did not meet the equality standards of the Equal Pay Act, the women did have a cause of action under Title VII based on intentional sex discrimination. Although the Court's holding was not based on "comparable worth" per se, its holding of discrimination based upon comparable job duties coupled with evidence of intentional discrimination based upon sex has opened the door to comparable worth litigation.

At present, successful comparable worth litigation has included intentional discrimination. For example, in International Union of Electrical, Radio and Machine Workers (IUE) v. Westinghouse (1980), the U.S. Court of Appeals found that female employes were discriminated against under Title VII when the employer integrated its "men's" and "women's" jobs into one ranking system and assigned women's jobs to grades lower than those assigned men's jobs which were previously of the same rank.

In other post-Gunther decisions, courts have indisputably recognized that Title VII offers remedies to employes for sex-based wage discrimination that are broader than the equal work standards of the Equal Pay Act. In Boyd v. Madison County Mutual Insurance Co. (1981), a male supervisor with different job duties than his subordinates pursued a Title VII charge of sex-based wage discrimination because he was excluded from an attendance bonus offered by his employer to the company's female clerical workers only.

In Kouba v. Allstate Insurance Co. (1981), the U.S. District Court for the Eastern District of California found that Allstate had committed wage-based sex discrimination by relying on a female employe's salary immediately preceding hire by Allstate. The employe conceded that the use of an applicant's current salary was not facially discriminatory, but argued that because of historical wage discrimination against women, this practice operated to "freeze" in prior discrimination and was, therefore, impermissibly based on sex. The court rejected the employer's argument that past earnings was a legitimate factor based on the market rate for labor and not sex in saying that "a resort to a so-called 'market rate' where the market rate is itself a reflection of the historical discrimination against women will not be considered as a sufficient justification for a wage difference."

II. Current Litigation - Nationwide.

Across the nation, employes, primarily through labor union representation, have been successful in forcing employers to deal with wage discrimination based upon the theory of equal pay for work of comparable worth. The following are only a few examples:

In 1981, the largest public-sector labor union in the State of Washington initiated a lawsuit on behalf of nine (9) individual women employes as well as the class of women employed in "female jobs" (70% female occupied) employed in state government. The State of Washington, since its initial job evaluation conducted study in 1974, which revealed the wage gap between state employes in predominantly female versus predominantly male job classifications (the study determined that male employes were paid on the average 22-35 percent more than women in job classifications requiring the same levels of skill, effort and responsibility) had taken no action to correct these wage inequities. Specifically, Governor Dixie Lee Ray stated her opposition to any corrective legislation based on pay inequities and the state legislature on two occasions refused to fund recommended pay equity adjustments.

In July of 1981, striking city workers in San Jose, California voted to accept a $4.8 million wage offer negotiated by their union which included $1.45 million in raises for several hundred female employes who were being paid less than men employed in "comparable" positions.

Based upon action brought by a number of female employes of the City of Colorado Springs, the City in an effort to avoid action similar to what occurred in San Jose, agreed beginning in 1982 and extending over a four (4) year phase-in to upgrade the salary rates of "women's jobs" in order to eliminate the wage-based employment discrimination that was found when objective job evaluation methods were applied.

Finally, worthy of note is that the states of California and Minnesota have recently passed legislation to establish state policies of setting salaries for female-dominated state service jobs on the basis of comparability of the value of the work with male-dominated state service jobs. The California legislature, citing U.S. Department of Labor statistics, found that the average working woman earns less than the average working man because of segregation into historically underevaluated occupations where wages have been depressed and concluded that failure to reassess the basis on which salaries in state service are established will only perpetuate these pay inequities.

III. State of Oregon - Problems and Cost Considerations.

As indicated in our historical analysis of the Oregon State Classification and Job Evaluation System, the current classification system lacks objectivity and consistency and lends itself to internal inequities. In order to work at resolving these inequities the Oregon Public Employes Union in 1976 hired Ms. Eleanor Meyers as our classification analyst to evaluate systemic inequities and to pursue remedial action on behalf of our members. During these last seven years, the OPEU has filed hundreds of employe classification grievances and proposals. We have negotiated numerous selective salary adjustments into each collective bargaining agreement to deal with particularly serious classification inequities and we have pursued legal action on behalf of individual union members.

A lawsuit brought on behalf of our employes in U.S. District Court for the District of Oregon in 1974 is particularly noteworthy. This suit was filed on behalf of all non-supervisory custodial workers doing cleaning work under the job titles of Domestic or Institutional Worker I, Domestic Worker 2 and Custodial Worker in agencies represented by the OPEU (then Oregon State Employes Association). Salary ranges for these classifications were 1, 3 and 7, respectively. The evidence produced demonstrated that over 90% of the occupants of the lower paid classifications (salary ranges 1 & 3) were females and that over 85% of the occupants of the highest paid classification (salary range 7) were males. Furthermore, plaintiffs demonstrated that there were only slight differences in cleaning tasks performed by these different custodial classifications; sufficiently insubstantial to justify salary differences.

This lawsuit ultimately did not go to trial. The State of Oregon entered into a consent decree, i.e, a settlement to the lawsuit at which point it agreed to pay 464 female employes individual back pay awards totaling $400,403.00. In addition, the state agreed to pay $57,000.00 for dispursement by the Bureau of Labor in settlement of all complaints not otherwise settled or thereafter filed by similarly situated female employes. The total back pay liability for the State of Oregon in settlement of this lawsuit equaled $457,403.00.

IV. Conclusion

We believe cost factors are exaggerated scare tactics which only serve to impede resolution of comparable worth pay inequities. In its broadest context, $300,000 spent on choosing the best and most lasting and usable methodology could, in the long run, be a tremendous savings to the state in administrative time lost in trying to administer our current outdated and ineffective system, in grievance, arbitration, legal and legislative efforts to constantly patch up the broken system with battles between employes seeking equity and management forced to subvert equity to save dollars in a tight economy. The growing problems of pay equity can only be solved, we believe, by a complete overview of the system, making comparable worth a basic principle in the job evaluation and pay systems of the State of Oregon.

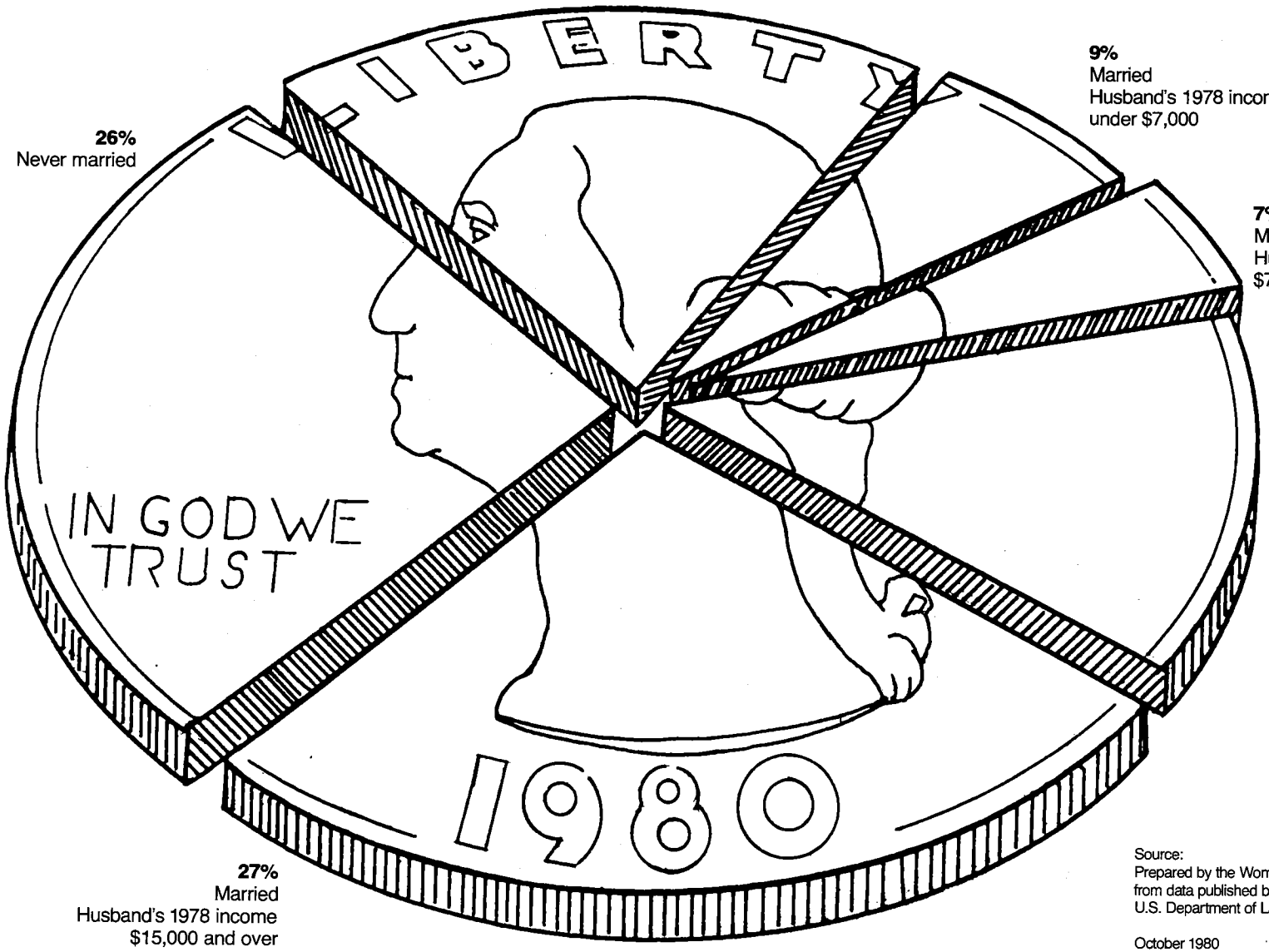
The problems of sex and minority discrimination in employment and the removal of the historic practices that feed them will not be cured overnight or even over the course of the next ten (10) years but unless we start with obviously practical efforts, unless we try, they certainly will never be cured. The "huge costs" to the economy of applying comparable worth principles to the gender gap in earnings will never prove to be the economic burden it is represented to be. The same arguments were raised by opponents to the Equal Pay Act and the Civil Rights Act - and neither has proved to be a significant economic burden.

We urge you to make a small investment today, to start eliminating the pay inequities of our state classification and job evaluation system. And, to let us all face the economic consequences realistically as we come to them.

1003a

Most women work because of economic need

Women in the Labor Force, March 1979



19%
Widowed, divorced, or separated

9%
Married
Husband's 1978 income under $7,000

7%
Married
Husband's 1978 income $7,000-$9,999

13%
Married
Husband's 1978 income $10,000-$14,999

27%
Married
Husband's 1978 income $15,000 and over

26%
Never married

Source:
Prepared by the Women's Bureau, Office of the Secretary
from data published by the Bureau of Labor Statistics,
U.S. Department of Labor.

October 1980

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Table 8.--Comparison of Median Income of Year-Round Full-Time Workers, by Educational Attainment and Sex, 1977

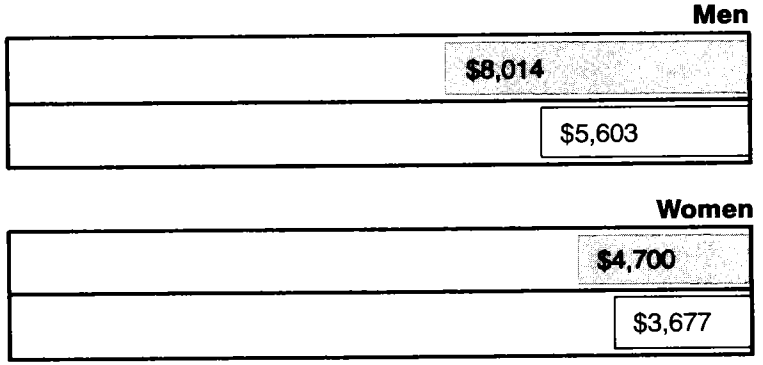
(Persons 25 years of age and over)

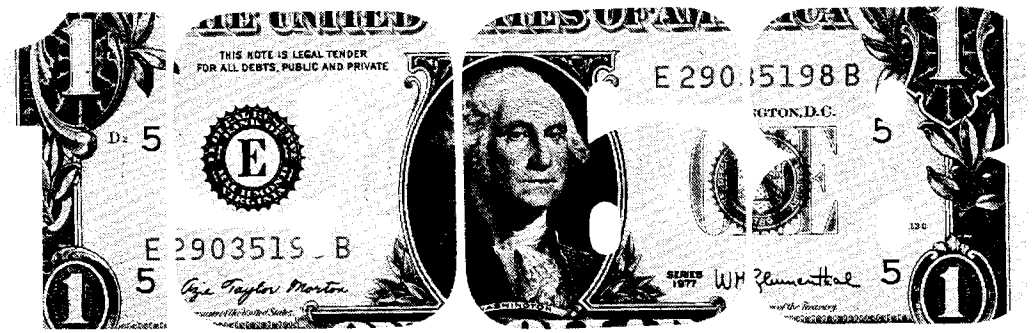
Years of school completed	Median income		Income gap in dollars	Women's income as a percent of men's	Percent men's income exceeded women's	Marginal dollar value of increased educational attainment	
	Women (1)	Men (2)	(3)	(4)	(5)	Women (6)	Men (7)
Elementary school							
Less than 8 years	$6,074	$9,419	$3,345	64.5	55.1	--	--
8 years	6,564	12,083	5,519	54.3	84.1	$490	$2,664
High school							
1 to 3 years	7,387	13,120	5,733	56.3	77.6	823	1,037
4 years	8,894	15,434	6,540	57.6	73.5	1,507	2,314
College							
1 to 3 years	10,157	16,235	6,078	62.6	59.8	1,263	801
4 years	11,609	19,603	7,998	59.2	68.9	1,448	3,368
5 years or more	14,338	21,941	7,603	65.3	53.0	2,733	2,338

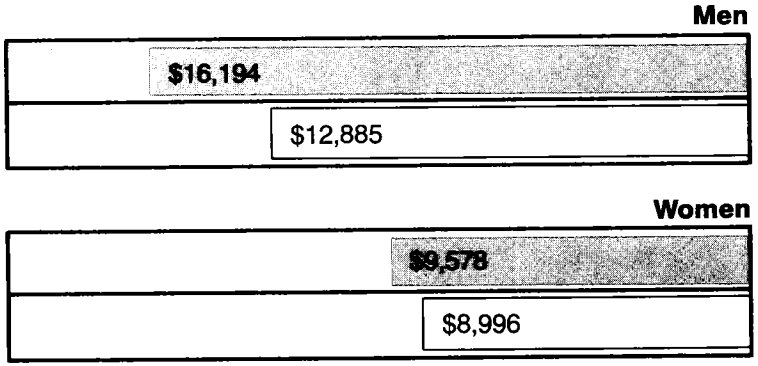
Notes: Column 3 = column 2 minus column 1.
Column 4 = column 1 divided by column 2.
Column 5 = column 2 minus column 1, divided by column 1.
Columns 6 and 7 = absolute (median) dollar difference between successive years of school completed.

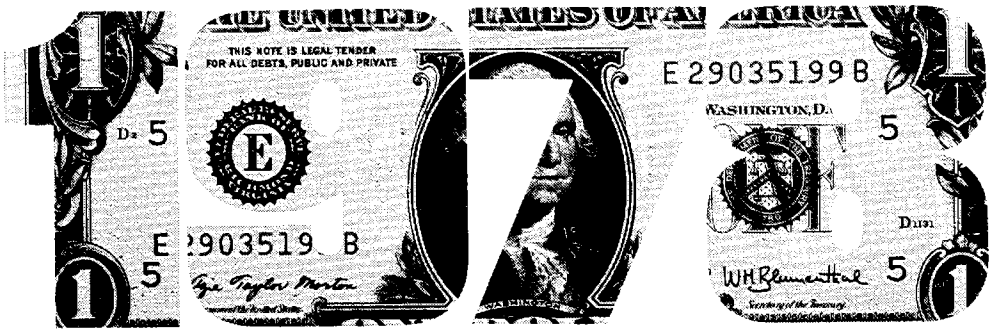
Source: U.S. Department of Commerce, Bureau of the Census: Current Population Reports, P-60, No. 118.

Fully employed women continue to earn less than fully employed men









Minority*

*Includes all races other than white.

Source:
Prepared by the Women's Bureau,
Office of the Secretary, U.S. Department of Labor,
from data published by the Bureau of the Census,
U.S. Department of Commerce.

October 1980

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20 Facts on Women Workers

U.S. Department of Labor
Office of the Secretary
Women's Bureau
1980

1. A majority of women work because of economic need. Nearly two-thirds of all women in the labor force in 1979 were single, widowed, divorced, or separated, or had husbands whose earnings were less than $10,000 (in 1978).

2. About 43 million women were in the labor force in 1979; they constituted more than two-fifths of all workers.

3. Sixty percent of all women 18 to 64--the usual working ages--were workers in 1979, compared with 88 percent of men. Fifty-one percent of all women 16 and over were workers. Labor force participation was highest among women 20 to 24.

4. The median age of women workers is 34 years.

5. Fifty-three percent of all black women were in the labor force in 1979 (5.0 million); they accounted for nearly half of all black workers.

6. Forty-seven percent of Spanish-origin women were in the labor force in March 1979 (2.0 million); they accounted for 39 percent of all Spanish-origin workers.

7. Women accounted for nearly three-fifths of the increase in the civilian labor force in the last decade--about 13 million women compared with more than 9 million men.

8. More than one-fourth of all women workers held part-time jobs in 1979.

9. In 1977 the average woman could expect to spend 27.6 years of her life in the work force, compared with 38.3 years for men.

10. The more education a woman has the greater the likelihood she will seek paid employment. Among women with 4 or more years of college, about 2 out of 3 were in the labor force in 1979.

11. The average woman worker is as well educated as the average man worker; both have completed a median of 12.6 years of schooling.

12. The number of working mothers has increased more than tenfold since the period immediately preceding World War II, while the number of working women more than tripled. Fifty-five pecent of all mothers with children under 18 years (16.6 million) were in the labor force in 1979; 45 percent of mothers with preschool children were working.

13. The 6.0 million working mothers 1/ with preschool children in 1979 had 7.2 million children under age 6, compared with 5.1 million working mothers with 6.1 million children under 6 years of age in 1974.

SENATE COMMITTEE ON LABOR
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Testimony in Favor of
SB 484

My name is Barbara Burton, and I am here today to testify in favor of SB 484.

The vast difference in average salary between men and women is well known. Women college graduates earn less than men with eighth grade educations. There are many reasons for these differences, but certainly one of the most important is the channelling of women into some job classifications, while men get channelled into others that pay better. While some of the lower salaries paid for typical women's jobs can be explained in terms of job content (that is, a typist has less responsibility than a doctor), much of the wage disparity between specific "male" and "female" jobs can only be explained by assuming that the labor of women is per se not valued as much as that of men.

I recognized at a very early age that essentially all jobs typically held by women are low paid and low status, and that my only hope of career success was to go where the men went. My professional career has been in the field of pollution control, which is both highly paid and overwhelmingly male. I have been struck throughout my career by the appalling gap between my salary (and that of the men I work with), and the salary of women I know working at jobs at least as difficult and responsible as ours but in the social sciences or humanities. For example, a close friend of mine holds a responsible position with a social agency dealing with the aged - she supervises many more people than I do, she prepares budgets, handles publicity and fundraising, and generally has a much more responsible job in terms of the impact of her decisions. And yet, I am paid over twice her salary. While I'd like to believe I am not too greatly overpaid, my friend is certainly grossly underpaid, and I believe it is because she holds a typical woman'sjob and I hold a typical man's job.

I believe that the time has come for the concept of comparable worth. The equal pay provision of the Civil Rights Act can not deal with this problem of segregated job classifications. Lowering the artificially large pay differences between job classifications will be an important step in lowering the barriers that now exist to women entering higher paid fields.

Justice demands that we stop underpaying women just because they are women, and start paying all people by the skills, abilities, and level of responsibilty required by the job. The State of Oregon should lead the way by initiating this comparable worth study. I urge you to vote for SB 484.

Barbara Burton
1795 Montrose, NW
Salem, Oregon 97304

SENATE COMMITTEE ON LABOR
SB 484
EXHIBIT GG p.m.
DATE 3/28/83 Page (S) 3

Testimony of:

LESLIE CRUNK
Apt. 1
26800 S. W. 45th Dr.
Wilsonville, Or. 97070

SB484

"COMPARABLE WORTH"

In the case in Denver, Colorado in 1978, where nurses were unsuccessful when they challenged the city's wage system that paid nurses less than tree trimmers and sign painters, the Judge expressed his concern that the case was "Pregnant with the possibility of disrupting the entire economic system..."of America".

The State of Washington conducted a comparable worth study and the implementation was estimated at $100-million. Governor Evans could have put this in his 1975 budget but he did not, although he put this in his budget before leaving office for the next Governor to worry about. Then Governor Ray took this out of the budget she stated: "The study ended up comparing apples to pumpkins and was a can of worms".

Linda Johnson Robb while she was chairman of President Carter's Advisory Committee on Women said: "Any effort to increase wages in female-dominated jobs by regulation would lead to sex segregation of the work force."

An Oregon Journal article on July 23, 1982, Page 18, said: "No one is even considering the possibility of reducing the pay of men as the means of achieving equality. In all states the first effort to be made will be equalizing the pay of state employees. The expense will thus be borne by the taxpayers."

The result of this comparable worth law would mean higher taxes. More widowed women will have to find work to pay their higher taxes. Homemakers will have to find jobs to pay the higher taxes. Welfare benefits to mothers of young children will have to be cut, unemployment benefits will be cut and other hardships will be placed on women not employed by the state. Why? So women who already have jobs, health insurance, life

insurance, retirement benefits, dental insurance, etc. can enjoy even a larger slice of the taxpayers wages. The result of the law would be higher taxes and less services from the government. A comparable worth law would mean Federal Wage control and that a Federal Bureau or Federal Court would be handed the decision-making authority to order equal wages for jobs that are not equal.

I would like to challenge anyone who is for SB484, "Comparable Worth", and working who feels they should be getting the same wage or salary as someonelse in a different type position...to quit their job and let someone "out there" who is unemployed take over the job. I'm sure those on the unemployed list would be more than happy to take you up on this challenge, and you go on welfare, and/or the food stamp program!

SENATE COMMITTEE ON LABOR
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EXHIBIT HH
DATE 3/28/83 p.m.
Page (s) 1

Council on the Economic Status of Women

400 SW State Office Building • Saint Paul, Minnesota 55155 • (612) 296-8590

March 9, 1983

TO : Joint House-Senate Labor Committee, State of Oregon

FROM: Bonnie Watkins, Research Associate BW
Minnesota Council on the Economic Status of Women

Please accept this letter and the attached information as testimony related to your state's proposed comparable worth legislation.

The Council on the Economic Status of Women is a legislative advisory commission, established in 1976 to study and make recommendations on all matters related to the economic status of women in Minnesota. Council members include 5 state senators and 5 state representatives appointed by legislative leadership, and 8 public members appointed by the governor.

The status of state-employed women has been a major concern, since the state is a major employer of women and can serve as a model for private employers. Over the past six years, we have conducted considerable research and published a series of reports on this subject.

In 1981, the Council established a task force to study the issue of comparable worth. That group found that implementing the existing state job evaluation system (developed under contract with Hay Associates in 1979) would eliminate a large portion of the earnings gap between state-employed men and women.

Among the most significant findings was the cost estimate for implementation of pay equity. With a total state workforce of about 33,000 employees, total cost would be roughly $30 million -- only 3 percent of the total biennial salary base for state employees.

As a result of this study, the 1982 Minnesota legislature passed a bill including a comparable worth policy statement and a procedure for implementing the policy. During the current session, funds will be appropriated for this purpose.

I am pleased to report that the Governor and the Legislative Commission on Employee Relations, a joint House-Senate committee, have recommended full implementation over a four-year period. When final appropriations are completed in May or June of this year, funds will be allocated to state employee bargaining units and actual adjustments will be made through the normal collective bargaining process.

More detailed information is attached. Please feel free to contact me if you would like any additional information about the status of pay equity implementation in Minnesota.

SENATE COMMITTEE ON LABOR
SB 484
EXHIBIT II p.m.
DATE 3/28/83 Page (S) 2

CITY MANAGER'S OFFICE • P.O. BOX 1967 • EUGENE, OREGON 97440

March 24, 1983

Senator Margie Hendriksen, Chairperson
Senate Labor Committee
State Capitol, Room 338
Salem, Oregon 97310

RE: TESTIMONY IN SUPPORT OF SB 484

Dear Senator Hendriksen and Members of the Committee:

The Eugene Commission on the Rights of Women, speaking in its own name, supports SB 484 which would establish a task force on state compensation and empower said task force to report to the Sixty-third Legislative Assembly on all findings as may be required, to implement the principle of equitable compensation and classification as part of state compensation and classification plans.

As outlined by Ms. Helen Remick during the committee's March 23, 1983, Comparable Worth Overview, historically utilized compensation and classification systems, along with various cultural factors, have resulted in a very dismal picture for most women workers. The following few statistics from a 1979 US Department of Labor publication entitled "20 Facts on Women Workers" outline the problem. Women workers are concentrated in low paying deadend jobs. They are employed in occupations that are historically low in pay and status. Of women who work outside the home, nearly 80 percent are segregated into clerical, service, unskilled industrial, and retail occupations. As a result, the average woman worker earns only three-fifths of what a man does, even when both work full-time year round. The median earnings of full-time women farm workers was $1,635, sales workers $6,825, and clerical workers $8,601. Fully employed women high school graduates (with no college) had less income on the average than fully employed men who had not completed elementary school--$8,462 and $9,332, respectively in 1977. Women with 4 years of college also had less income than men with only an 8th grade education--$11,134 and $11,931 respectively. These figures today remain proportionately the same. Although the Equal Pay Act of 1963 and Title VII of the Civil Rights Act of 1964 have done much to redress salary inequities for men and women who work in virtually identical jobs, the fact remains that most men and women work in six segregated job families. The 1982 Supreme Court decision in Gunther vs. County of Washington clearly points out the inability of both Title VII and the Equal Pay Act to remedy certain types of inequities.

Heavy reliance on market value in setting salary structures without using the type of objective factoring system called for in this bill, has resulted in an inequitable and very haphazard system which clearly reflects cultural biases. Indeed, market value is as much or more myth than fact. Statistics show that

when there have been shortages of both nurses and clerical workers, the salaries offered in those careers have not risen as should be the case with supply and demand. This is true in male-dominated professions to a degree as well; although salaries there do fluctuate upward more so in times of shortage.

Comparable worth classification systems in addition to being viewed as eliminating cultural and subjective bias should much more properly be viewed as educated, objective, and just good personnel policy.

Many other states are now and have recently undertaken studies such as the one proposed by SB 484. We hope Oregon will do so as well. For these reasons, we urge your affirmative vote on the bill. Thank you for your consideration.

Sincerely,

Jean Names

Jean Names, President
Eugene Commission on the Rights of Women

JN:kb

cc: Senate Labor Committee Members

SENATE COMMITTEE ON LABOR
SB 484
EXHIBIT JJ p.m.
DATE 3/28/83 Page (S) 1

March 18, 1983

To The Oregon Senate Labor Committee
Hearing Room C
State Capitol
Salem, OR

Dear Committee Members,

I am writing to you as the chair of the Governor's Commission for Women to stress our support for SB 484. The commission has co-sponsored comparable worth conferences twice and is focusing on that issue as one which is of paramount importance to women in the decade in which we find ourselves. I urge your voting 'do pass' on SB 484. True economic equity for the women in Oregon depends on the concept of comparable worth being the basis of their economic existences. The ideal place for this to start is within the state system. In addition, such a commitment is surely consistent with Oregon's stance, policies, and statutes relevant to issues of vital concern to the women of this state.

Sincerely,

Cynthia A. Hilden, Chair
Governor's Commission for Women

CAH/vmg

Portland Metropolitan Employees Union Local 189

210 N.E. 20th AVENUE
PORTLAND, OREGON 97232
239-9030

Senate Committee on Labor
SB 484
EXHIBIT KK p.m.
DATE 3/28/83 Page (s) 3

AFSCME

February 25, 1983

Commissioner Charles R. Jordan
Commissioner of Public Affairs
Room 404 City Hall
1220 S.W. 5th Avenue
Portland, Oregon 97204

Dear Commissioner Jordan:

We are writing to urge you in the strongest possible terms to support Commissioner Lindberg's resolution calling for a plan to conduct a comparable worth study of the City's employee classifications.

As employees and citizens of the City of Portland, our interest is twofold: not only do we consider this to be a civil rights issue of paramount importance --we also believe it to be in the greatest long-term good of the City itself.

Having read your January 3 memo to Commissioner Lindberg, we know that one of your major concerns is the cost of conducting a comparable worth study. The price tag for the City of San Jose's study was $500,000--BUT, nearly 90% of that cost was staff time, not out-of-pocket expense. With a study conducted by an in-house labor/management committee as Commissioner Lindberg proposes, out-of-pocket expenses would be reduced to next to nothing.

Conducting a comparable worth study is well within the capabilities of a joint committee. The City of Spokane recently completed a study done completely in this manner. (This approach was used as an alternative to a $65,000 study by a Seattle consultant.) And though the City of San Jose chose to hire an outside consultant (at a cost of $60,000), it was still necessary to form an inside committee to assure that the study was conducted in an equitable and unbiased manner.

In addition, competent technical advice is available from Pam Hodge of Personnel Services and from Evelyn Rieder of AFSCME International, thus making the need for an outside consultant even more unlikely.

Our immediate goal is to see a comparable worth study conducted. Should this study reveal pay inequities, any implementation plan would:

1. Be negotiated at the bargaining table, as are all wage issues, and

2. Be correlated to the City's financial position at that time. As Mr. Gillispie's October 6, 1982, letter to Council states: "...it is not the Union's position to immediately implement a program which, for legitimate reasons, it cannot afford."

AFSCME Local #101's proposal to the City of San Jose included:

a. A deferrment of the first-year adjustments from the 80-81 to the 81-82 fiscal year because of reduced revenues,

b. A first-year adjustment of less than 2% of payroll, and

c. Orderly phase-in of adjustments.

Although Local #101 eventually went out on strike, it was because the City refused to make pay adjustments indicated by the study when it was financially able to do so, and had already done so for management positions.

Moreover, a 1981 court case (Tabor v. Charlie Brothers Co.) resulted in the decision that refusal by the employer to conduct a job evaluation when requested to do so was evidence of discrimination.

We are aware that the City's current financial position is precarious, but keep in mind that San Jose's study took nearly two years to complete. Given the fact that we are proposing an in-house arrangement, we feel that Portland's study could easily take as long. But no matter how long it takes to complete, wage adjustments are always tied to the City's fiscal position.

You also mentioned to Commissioner Lindberg the fear that adjusting the City's pay scales would affect salary schedules in the area. To this we can only reply that we fervently hope it does! Too long have entire classes of working people--women, minorities, blue-collar--suffered because of discriminatory "market-place" wage setting.

HOWEVER, to assume that implementation of wage adjustments to correct inequities will disrupt the entire local economy is not indicated by available information. Between 1972 and 1975, women's wages in Australia were adjusted upward by an average of 30%, resulting in an increase in women's wage from 59% to 75% relative to men's wages. (These adjustments were made as a result of a pay equity policy established by the Australian Federal Tribunal.) The effect on the economy? Very little! No decline in female employment, no increase in female unemployment, and a mere 1-2% inflation increase. In short, dire forecasts of gross disruption of the economy fizzled in the cold light of day.

Even in relation to the employer it's not expensive. At the time San Jose's study was implemented, the City's one-year budget was $476 million. The $1.45 million allocated for pay inequity adjustments for 80% of Local #101's positions was to be spread over two years--resulting in an increase of less than 1/5 of 1% of the total budget!

To date, fourteen states have passed laws requiring that wages be based on the comparable worth of work performed. With Senate Bill 245, Oregon may well be

the fifteenth. We have a history of progressive and enlightened stewardship of our state's natural resources. Let us not forget that the most valuable of these resources is people. We must not take our stewardship lightly.

Cordially,

Rebecca Miller, Chairperson
Comparable Worth Steering Committee
Portland Metropolitan Employees
Local #189

Sandy Anctil

Joyce Dudash

Martha Hakala

Jackie McLeod

Don Parmele

Georgie Ryan

Helen Turnquist

Darla Broberg, Chairperson
Clerical and Aecounting Chapter
Portland Metropolitan Employees
Local #189

Donna Beck

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db

cc: Commissioner Mike Lindberg

Portland Metropolitan Employees Union Local 189

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AFSCME

SENATE COMMITTEE ON LABOR
SB 484
EXHIBIT 11 pm
DATE 3/28/83
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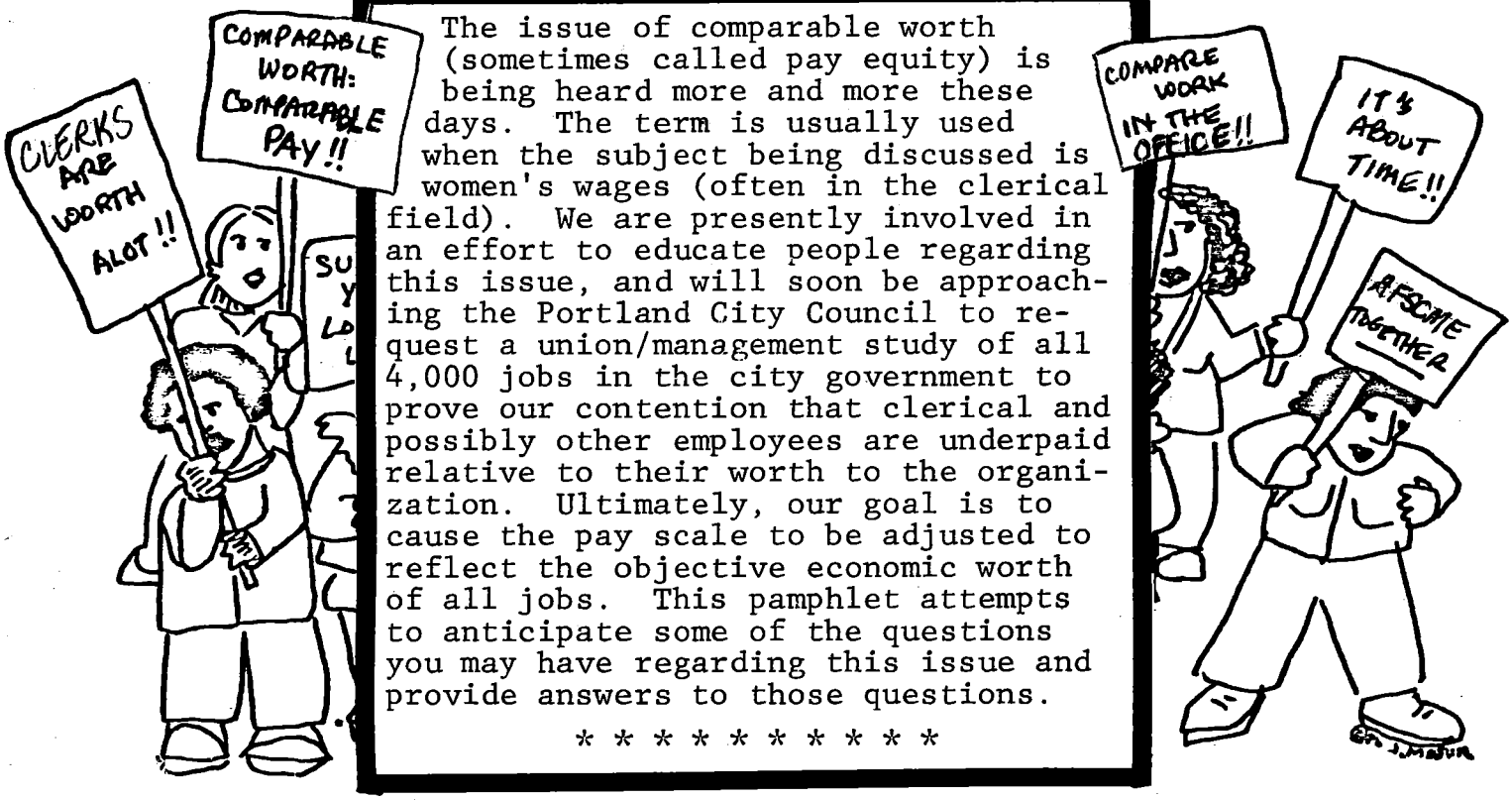
COMPARABLE WORTH
Civil Rights Issue of the '80s



The issue of comparable worth (sometimes called pay equity) is being heard more and more these days. The term is usually used when the subject being discussed is women's wages (often in the clerical field). We are presently involved in an effort to educate people regarding this issue, and will soon be approaching the Portland City Council to request a union/management study of all 4,000 jobs in the city government to prove our contention that clerical and possibly other employees are underpaid relative to their worth to the organization. Ultimately, our goal is to cause the pay scale to be adjusted to reflect the objective economic worth of all jobs. This pamphlet attempts to anticipate some of the questions you may have regarding this issue and provide answers to those questions.

* * * * * * * * * * *

SENATE COMMITTEE ON LABOR
SB 484
EXHIBIT
DATE 4/1/83
Page (S) 1

April 1, 1983

PROPOSED AMENDMENTS TO SENATE BILL 484

On page 1 of the printed bill, delete lines 5 through 16.

In line 17, delete "2" and insert "1".

In line 21, after "necessary" delete the rest of the line and insert a period.

Delete line 22.

In line 24, delete "3" and insert "2".

On page 2, delete lines 4 through 6.

In line 7, delete "(3)" and insert "(2)".

In line 13, delete "(4)" and insert "(3)".

In line 15, delete "4" and insert "3".

In line 18, delete "5" and insert "4" and delete "2 and 3" and insert "1 and 2".

In line 19, delete "6" and insert "5".

Senate Committee on Labor
SB 484
EXHIBIT L
DATE 4/1/83 Page (s) 39

COMPARABLE WORTH PROJECT

WORKING FOR PAY EQUITY IN SEX-SEGREGATED OCCUPATIONS

488 41st Street, No. 5, Oakland, CA 94609 (415) 658-1808

Virginia Dean
Coordinator

Dear

THANK YOU for contacting us to inquire about the Project. The Project was established in the fall of 1980 to support and generate workplace, grassroots and other activities around the issue of comparable worth/pay equity for women's occupations through education, advocacy and networking. We are funded by newsletter subscriptions, foundation grants and contributions, which are tax-deductible. In addition to producing a Newsletter, "First Steps", and a Speakers/Workshop Resource Packet and distributing materials from the Clearinghouse, project members are also available for workshops, meetings, conferences and consultations.

NEWSLETTER. We publish a quarterly newsletter reporting on national, state and local comparable worth activities, including but not limited to legislation, litigation, collective bargaining, job evaluation studies and conferences. Annual subscriptions are $16 for institutions, $8 for individuals and $4 for low-income people. Back issues are available for $2.50 while supplies last.

CLEARINGHOUSE. Our catalog, available for $3 or free with a newsletter subscription, describes difficult-to-obtain materials we have collected and make available for the cost of copying and handling. Each recent newsletter updates Catalog listings, reviewing materials added since the Catalog was published in Fall 1982.

FIRST STEPS. We have developed a booklet entitled "First Steps to Identifying Sex- and Race-based Pay Inequities in a Workplace" which outlines how to (1) collect wage gap information in your workplace; (2) analyze an existing workplace job evaluation system; and (3) apply the results of a job ranking study done elsewhere to your own workplace. Appendices include wage gap studies, job rankings from San Jose and Washington State and an annotated bibliography. "First Steps" is available for $3.

SPEAKERS/WORKSHOP RESOURCE PACKET. This packet is designed to give an individual enough basic information on comparable worth to develop their own speech or workshop. It contains tips on speaking and facilitating a workshop as well as statistical information, historical background, descriptions of several comparable worth campaigns, materials which can be used as handouts, an annotated bibliography and the latest newsletter. The Packet costs $10, with discounts for large orders.

Good luck with your own work. Please contact us again if we can provide ore information or be of assistance in any way.

Sincerely,

DRAFT

STATE AND LOCAL GOVERNMENT ACTION

ON

PAY EQUITY: NEW INITIATIVES

This paper was prepared cooperatively by:

Comparable Worth Project
Virginia Dean & Margaret Klaw

National Committee on Pay Equity
Joy Ann Grune

National Women's Political Caucus
Susan Bluer

2/83 DO NOT CITE OR QUOTE WITHOUT ACKNOWLEDGEMENT, PLEASE.

COMPARABLE WORTH PROJECT
488-41ST ST. NO. 5
Oakland CA 94609
415-658-1808

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III. APPENDIX

A. Chart: Initiatives by Category

B. Chart: State Equal Pay Acts

C. Chart: State Fair Employment Practices Laws

Yet, in spite of breakthroughs in these two areas, the overall economic status of women has not improved in the last two decades. The achievement of equal pay and equal opportunities for women has not--and will not--increase the wages of the average woman worker. The reason for this is the third, the most pervasive, and the least understood form of sex discrimination in employment: the underpayment of women's occupations.

Eighty percent of all women still work in traditional women's occupations--occupations where 70% or more of the workers are women. Women are clerical workers, nurses, waitresses, retail sales workers, librarians, and domestic workers. When women are concentrated in an occupation, wages are lower than in male occupations requiring equal degrees of skill, effort, and responsibility. This is true even if the job was once performed by men, as illustrated by the history of clerical wages. A century ago, most clerical workers were men. They earned about twice as much as blue-collar workers. Today, 80% of all clerical jobs are held by women, and the average wage is far below the average blue-collar wage. This type of underpayment is further institutionalized in the labor force today through the use of "prevailing wage rates" in the setting of women's salaries.

The solution to this third form of discrimination, and the subject which this paper addresses, is to pay women equally to men for work which is of comparable worth to their employers.

C. Scope of Activity

This briefing paper describes some of the intiatives taken by state and local governments to achieve pay equity for female employees. It discusses both successful and unsuccessful efforts in order to illustrate the broad range of approaches to the issue. While Title VII has received widespread attention as a "comparable worth law" because of the U.S. Supreme Court decision in County of Washington v. Gunther (101 S.Ct. 2242 1981) which held that Title VII could be applied to jobs which are not equal, many important contributions to the growing movement for pay equity are occurring at the state and local level.

School districts, public utility districts, municipalities, counties and states are addressing the issue for their own employees through collective bargaining, nondiscriminatory pay setting policies, job evaluation studies, civil service laws, or any combination of these measures. State legislators are enacting new laws

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(cont'd from p.1) See Women, Work and Wages: Equal Pay for Jobs of Equal Value, Donald J. Trieman and Heidi I. Hartmann, editors. Available for $8.75 from National Academy Press, 2101 Constitution Ave. N.W., Washington D.C. 20418.

However, pay equity initiatives can originate in the executive branch of the government as well without the enactment of new legislation. When given clear evidence of the sex bias perpetuated by traditional wage-setting policies, some policymakers are deciding that setting salaries to create pay equity between men and women is a sensible management practice, with or without enabling legislation. Furthermore, by broadly outlawing sex discrimination in employment--and in the wake of Gunther--state and federal FEP laws and some state EPAs already on the books do more than allow comparable worth pay: they actually require it. Of course, effective enforcement of these laws depends upon the interpretation given them by the courts and agencies involved.

Laws and policies can be translated into pay increases for women's occupations in many ways--we define any change in wage-setting policy which results in a narrowing of the male/female wage gap as a comparable worth adjustment. The logistics of achieving pay equity vary from workplace to workplace: there is no one preferred method. The gap can be narrowed through such simple means as across-the-board flat dollar increases (instead of across-the-board percentage raises which actually increase wage disparity) or by larger percentage raises for lower paid job classes. The development and implementation of a workplace-wide job evaluation study is not always necessary or appropriate.

E. Types of Initiatives

In our survey we have identified seventy comparable worth initiatives taken by state and local governments in recent years. While there is some overlap, they seem to fall into five basic categories of activity: data collection, job evaluation studies, comparable worth pay policies, pay increases, and the enforcement of existing laws. These categories are described more fully below, followed by a summary of actual initiatives identified and profiles of selected initiatives in each category.

DATA COLLECTION: The first step to raising comparable worth in a workplace is often the collection of information documenting the male/female wage gap and the extent to which occupations are segregated by sex.* Collecting data about what other state and local governments and private workplaces are doing can also provide this preliminary information. These findings are never a final resolution of the issue, but can be important in educating workers, unions, employers, and policymakers about the problem. They can also be used to lobby or bargain for job evaluation studies, legislated comparable worth pay policies and/or actual pay increases for women workers.

JOB EVALUATION STUDIES: Job evaluation studies measure jobs on the basis of effort, skill, responsibility, and working conditions and rank them accordingly. If properly designed, they provide a way to set pay rates which excludes the sex bias of the market place. A growing number of state and local governments are performing these studies, often in conjunction with unions, to determine the extent

*see insert, following page

to which female jobs are being paid below male jobs of comparable worth. A completed study can be the basis for pay increases administratively determined or collectively bargained.

These job evaluation studies vary in size from pilot studies of selected job classes to studies which evaluate only one part of the workforce, e.g. all workers in a particular bargaining unit or all non-management job classes, to comprehensive studies which evaluate and rank all jobs in a given civil service system. A "single line" job evaluation study which compares and ranks all jobs in a workplace is best for achieving pay equity--to the extent that a study leaves out male-dominated occupations it reduces the opportunity for the cross-occupational comparisons which most clearly show the undervaluation of women's work.

Studies are being initiated and funded through collective bargaining, new legislation, resolutions, executive orders,budget appropriations, and personnel department actions. An outside consultant is often hired to help set up and conduct the study. In many cases, a steering committee including representatives from labor, management, and affected women's job classifications works with the consultant to design and implement the study. Once again--the completion of a job evaluation study is not a final resolution of the issue, but its findings can be the basis for education, collective bargaining, legislation, and actual pay increases.

COMPARABLE WORTH PAY POLICY: In addition to collecting data and evaluating jobs, a small but growing number of state and local governments are passing new legislation, resolutions, or amendments to existing laws establishing "comparable worth" or "pay equity" as official government policy. Generally, these policies are in the form of amendments to civil service laws which govern wage-setting for public employees. In some cases, they are aimed at the private sector as well[1] and are established through legislative resolution or affirmative action guidelines. Although some of the policies include language providing for implementation of comparable worth pay through legislative mechanisms or affirmative action compliance requirements, most do not.

PAY INCREASES: As a result of any or all of the initiatives described above, or sometimes without any preliminary activity, some state and local governments are allocating monies for comparable worth pay adjustments. This is, of course, the desired final outcome for any comparable worth effort. It is important to note that in many cases this final step is not a government initiative because it is the result of collective bargaining--where workers are represented by unions, negotiated contracts are often the vehicle by which earlier government initiatives translate into actual pay increases for women.

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[1] Some state legislatures have also considered amending their FEP laws to specifically enumerate comparable worth pay inequities as an unfair employment practice prohibited by state law.

SECTION II: INITIATIVES

A. Introduction

The second half of this briefing paper consists of a map illustrating the geographical location of all seventy initiatives identified, followed by summaries of activity and profiles of selected initiatives within each category. The initiatives profiled have been selected either because they are representative of what other governments are doing or because they are particularly interesting or innovative.

C. Data Collection

1. Summary

Our survey indicates that more governments have undertaken some form of data collection than any other initiative. Data is being collected by commissions on the status of women (CSW), personnel departments, human relations commissions, labor departments, and legislatures. Usually, the data collected documents occupational segregation and the male/female wage gap in the state or local government's own workforce; sometimes, it reports what other workforces are doing to address pay inequities in women's occupations. In other instances, a wide range of information about the issue is gathered through testimony at public hearings.

Eleven states--Iowa, Kentucky, Maryland, Michigan, Minnesota, Nebraska, Nevada, New Jersey, North Carolina, Oregon and Pennsylvania--have begun or completed documentation of occupational segregation and wage gaps in their state civil service systems. In addition, the Hawaii legislature has requested that the Industrial Relations Department of the University of Hawaii study approaches to comparable worth in other states. In California, three state agencies collected testimony in state-wide hearings and the Department of Personnel Administration collects data annually on comparable worth activities in other workplaces. In Washington, the Personnel Boards for state and higher education workers collect data on the continuing pay gap identified by a 1974 job evaluation study of state job classes.[1] In Michigan, a law has been passed which will encourage collection of wage gap data by prohibiting wage secrecy policies.

At the local level, there has been a flurry of activity in California. Wage gap data has been or is currently being collected by CSWs in the cities of Fresno and San Francisco and in Alameda County; by the Commission for Sex Equity of the Los Angeles school district; by the Affirmative Action Task Force of South Lake Tahoe's City Council; ~~and~~ by a City Council task force in the city of Berkeley, and clerical workers ~~Women~~ in Woodland Public hearings have been held by the San Francisco Board of Supervisors and the Sonoma County CSW. Elsewhere, the city of Colorado Springs sponsored a seminar on comparable worth and the County Council of Montgomery County, Maryland has established a task force to study the issue for county workers.

Selected data collection initiatives in California, Michigan, North Carolina, Washington state, and Sonoma County, California are profiled below.

2. State Profiles

a. California

The state of California has undertaken two major data collection efforts. In the winter and spring of 1981, three state agencies--the

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[1] Profiled below under Job Evaluation Studies

*Senator William Lockyer, the sponsor of this legislation, has introduced a new bill extending the law's coverage to employees and bargaining units in the University of California system. Senator Lockyer says that this bill clarifies the intent of the original bill to cover both state and University employees.

similar salaries for comparable jobs, and propose the salary adjustments necessary to eliminate these disparites. This information is not included in the main salary schedule proposal which goes before the legislature, but is provided as a supplement for "purposes of full disclosure and visibility".

So far, this collection and reporting requirement has not resulted in actual increases: the state legislature did not make the comparability adjustments proposed in supplements to the salary schedules for 1979 and 1981.[1] However, the system does provide a mechanism for documenting the continuing pay disparites between men and women in the state and higher education workforces and the increasing dollar amount necessary to correct them.

3. Local Profiles

a. Sonoma County, California

The Sonoma County, California CSW has recently undertaken the first segment of a research and public education project on the status of women who work in traditional women's occupations. The Commission began with an examination of the nursing profession. They surveyed all registered nurses in the county--in public and private sector positions--about their wages, working conditions, and status both within the medical profession and in society at large. The Commission also held a public hearing where they videotaped testimony from nurses and other connected with the profession on the undervaluation of nursing, discrimination and opportunities for advancement within the field, and the public image of nurses vs. the realities of the profession. After this testimony is summarized in a report, the CSW will begin collecting data about other women's occupations, focussing next on clerical workers.

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[1]Because of the state's failure to correct these pay disparites, Council 28, Washington Federation of State Employees, American Federation of State, County and Municipal Employees (AFSCME) filed suit in federal court in 1982 charging the state with violating state and federal fair employment laws and the state equal rights amendment.

2. State Profiles

a. Connecticut

In 1979, the Connecticut legislature passed "An Act Concerning Development of an Objective Job Evaluation Procedure" which allocated $30,000 to the Commissioner of Administrative Services to conduct a pilot study of state job classifications. Norman D. Willis and Associates were hired to evaluate 125 sample job classes. In 1980, Willis issued a report concluding that there was a "significant level of internal inequity" in the state system, and the legislature allocated $25,000 more for Willis to continue identifying weaknesses in the existing classification system and make recommendations for correcting them.

Based on Willis' continued findings of underpayment of women's jobs and incorrect job classifications, in 1981 the legislature appropriated $80,000 for the adoption of a new state-wide classification system based on a job evaluation study of all 2,700 existing state job classes. The study was to be carried out over a three year period and actual salaries set through collective bargaining.

In 1982, $80,000 was continued as a line item in the budget for the Department of Administrative Services and Willis to continue evaluating job classes. Representatives from each of the collective bargaining units in state government are on the committee which is conducting the evaluation. The Connecticut CSW is monitoring the evaluation process, and a spokesperson reports that the study, while off to a slow start, is basically on schedule and the new classification system will be completed by 1984. However, results of the study will not be available for collective bargaining until all jobs and been ranked.[1]

From previous page:

[1](cont'd) Job evaluation studies have also been collectively bargained for workers in the California school districts of Cupertino and Eureka, in Lane County, Oregon, and for state workers in Florida, Maine and New York.

[2]Implementation of this study is profiled below under Pay Increases

This page:

[1]While they are waiting for the final study results, unions are beginning to address the issue in other ways. The three predominantly female bargaining units which represent health care, clerical and social service workers each bargained for 1% pay equity funds--based on the results of the earlier pilot studies--in addition to the 5% increase negotiated for all state employees. The unions are using this money to make flat dollar increases within their units which serves to reduce both the internal wage gap between lower and higher paid job classes within the unit as well as the external wage gap with other (predominantly male) bargaining units.

3. Local Profiles

a. Los Angeles, California

In 1981, a Los Angeles School Board member introduced a motion to the city Board of Education calling for a job evaluation study of all 60,000 school district employees, 42,000 of whom are teachers and more than 70% of whom are women. The school district's Commission for Sex Equity prepared and submitted a special report supporting the motion.[1]

The resolution was defeated twice. A decision on whether or not to re-introduce it is being delayed until after the upcoming Board of Education elections. The proposed study has tremendous implications for the comparable worth movement because of its scope and the number of workers involved: it would be the first time a school district undertakes a job evaluation study which includes teachers as well as non-teaching employees[2], and it would look at the workforce of the second largest employer in the city of Los Angeles--the second largest school district in the country.

b. Seattle, Washington

The city of Seattle passed a personnel ordinance in 1979 mandating a classification system and new salary plan for city employees. With a $10,000 federal grant and $70,000 of its own money, personnel department staff have begun developing a single line evaluation system across all occupational groups. Seattle had no real classification system prior to this study. Researchers looked first at a sample group of employees--the water department--and have now moved on to other city departments. When the classification process is complete, an accompanying compensation system will be proposed.

Although personnel department staff are not calling this study a comparable worth initiative, they are consciously attempting to develop a bias-free point factor system, and have worked with the Seattle CSW in furtherance of this goal. Once the endeavor is completed, Seattle's study may be an extremely valuable tool for other state and local governments seeking to develop their own bias-free systems, because all of the methodology information, data and results will be available to the public which is not the case with many studies developed and conducted by private consultants.

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[1]The report was funded by a grant to Aequus III, Model Project to Influence Leaders in Educational Policy and Administration, by the Women's Educational Equity Act, U.S. Department of Education

[2]In a related effort which does involve teachers, the National Education Association and its Iowa research office are currently collecting data in Iowa on salaries paid to teachers and to workers in other professions which have comparable education and training requirements.

worth policy for private businesses who contract with the city. In Nebraska, the CSW is encouraging the governor to issue a resolution supporting the concept, as was done by the Hawaii legislature.

A completely different approach is being taken in Michigan, Oregon and Washington state, where legislation was introduced and considered which would have added language to state FEP laws specifically enumerating comparable worth pay inequities as an unfair employment practice. The proposed legislation was never brought to vote but died in legislative subcommittees in each state. While existing language which broadly outlaws sex discrimination in public and private employment should require comparable worth pay, specific language may make enforcement easier. States are free to include this type of specific language as long as they do not adopt a standard lower than that set forth by the federal government in Title VII. As this time, Alaska has the only FEP law which includes such language.

Comparable worth pay policies passed in Hawaii and San Francisco and proposed in Madison, Wisconsin are profiled below.

2. State Profiles

a. Hawaii

The Hawaii state legislature has passed two resolutions dealing with comparable worth. These resolutions are unusual because they are not civil service policies. Rather then addressing the issue by establishing comparability of work as the official salary-setting policy within its own civil service, the Hawaii legislature chose to issue a general endorsement of the concept for employees in both the public and private sectors.[1] This first resolution was passed 1981 and requests that all employers "recognize and adopt the concept of equal pay for work of comparable value in their organizations". The resolution does not suggest any means for implementing actual pay increases. In 1982 the legislature passed another resolution which requires data collection on comparable worth, and is described above in the Data Collection summary.

3. Local Profiles

a. Madison, WI

The city of Madison has taken a unique approach to comparable worth through the development of affirmative action guidelines. These guidelines, which will be voted on in March of 1983, require that the city review wage and salary scales paid by private businesses who contract with the city government "to determine whether comparable pay exists for comparable positions". To comply with the proposed guidelines, all vendors contracting with the city must set certain percentage goals for the hiring of women, minorities, and disabled people, and maintain the same percentage goals for the distribution of salary to these groups. For

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[1] In addition, Hawaii has an EPA which prohibits "discrimination in any way in payment of wages...as...between the sexes" and a FEP law which broadly prohibits sex discrimination in compensation and classification.

F. Pay Increases

1. Summary

Initiatives in the first three categories--data collection, job evaluation studies, comparable worth pay policies--are all important tools for remedying pay inequities within a state or local government's own workforce, and sometimes within the private sector as well. Although they pave the way for the achievement of comparable worth pay, these kinds of initiatives are a preliminary step towards the final desired outcome: actual pay increases for women's occupations. In several public sector workplaces, such increases have been accomplished.[1]

Pay increases are the result of the implementation of job evaluation studies for state workers in Idaho, for University employees in Iowa and Minnesota, and for city workers in Virginia Beach, Virginia and in the Washington cities of Renton and Bellevue. Library workers in Long Beach, California obtained comparable worth pay increases as the result of a city manager's decision, and clerical workers in Colorado Springs successfully negotiated equity raises with the city council. In Minnesota, the new statute which establishes comparable worth pay policy also requires that the legislature allocate some money each year to increase the pay for women's job classes within the state civil service system, and in the state of Washington the legislature is considering a bill which would require that comparable worth for state and higher education workers be implemented in gradually increasing salaries over a ten year period.

Pay increases in Idaho, Minnesota, Long Beach, California, Colorado Springs, Colorado, and Virginia Beach, Virginia are profiled below.

2. State Profiles

a. Idaho

In 1975, the state of Idaho hired Hay Associates to develop a point factor classification system for all state employees. In 1977, implementation of the system was proposed at a cost of $7 million for approximately 9,000 state workers. Under this proposal, the average salary increase for women's occupations would have been more than $3,000 per year.

(cont'd from previous page) The San Francisco Civil Service Commission sets wages by doing an annual survey of selected "benchmark" job classes and setting those salaries according to prevailing market wage rates. Salaries for all other job classes are then set in relation to the benchmarks.

[1]Comparable worth pay increases have also been obtained through collective bargaining in California in the Chico and Eureka school districts, in Contra Costa and Santa Clara counties, and in the cities of San Diego and San Jose; in the Anoka-Hennepin School District in Minnesota; and for some state workers in Connecticut and Illinois.

city employees are not unionized in Colorado Springs--and to challenge the proposed package using the city's three step grievance procedure.

The clerical workers appealed first to their department managers, then to the City Manager, and finally to the City Council. In response to their appeal, Council members agreed to attend a city-sponsored educational seminar on comparable worth. Based on information obtained from the seminar and from the clerical association, the Council directed the city administration to make comparability adjustments over a four year period. The first set of adjustments were made in 1981.

b. Long Beach, California

Public library workers in Long Beach, California were granted an "equity adjustment" pay increase for their 1982/83 fiscal year. No wage gap or job evaluation studies were done, and the city had no official comparable worth pay policy. The adjustment was the direct result of efforts by the Long Beach Library Director to educate the City Manager about the underpayment of library workers. She presented him with information about the issue of comparable worth in general, and about the San Jose job evaluation study and negotiations involving its implementation in particular. Through their private negotiations--no unions were involved--the City Manager agreed to award library workers a 5% comparable worth adjustment in addition to the 7% contractual pay increase recently granted for all municipal employees.

c. Virginia Beach, Virginia

When the city of Virginia Beach implemented the classification system developed in their 1980 job evaluation study, the result was pay increases for many women's job classes. Although the city did not consider their study to be a comparable worth initiative, the job evaluators ranked jobs on a point factor system based on the principle that salaries should be internally equitable, i.e. not tied to prevailing market wage rates. Since this "internal equity analysis" eliminated some of the sex bias institutionalized in market wage rates, the resulting proposed salary schedules benefited lower paid and women's job classes.

As Virginia Beach's wage-setting policy policy operates today, the personnel department takes prevailing market wage rates into account only when they are higher than the city's ranking system indicates--the city will always raise a salary to meet the market rate. However, if wages of the market are lower than under the city's internally set system, as is the case for traditional women's jobs, the salary will remain at the higher "equitable level".

standard. Pay for the nurses is four pay grades below that of physicians assistants, a job which requires only one year of training and is similar to that of a military medic.

Since conciliation efforts with the state--the second step in the administrative process under the FEP law--have been unsuccessful, a final hearing before the Commissioner of the Human Rights Commission is scheduled for later in 1983. If the Commissioner's finding is unfavorable, the nurses intend to appeal their case to state court. This is the first case brought to the Human Rights Commission which requires enforcement of this "comparable characteristics" language. Several similar cases have since been filed with the agency.

b. California

The California Department of Fair Employment and Housing is interpreting the provisions of the state FEP law which broadly prohibits discrimination in employment compensation as applying to a variety of pay inequities experienced by women workers who have filed charges with the agency.

In 1980, the Fair Employment and Housing Commission found that the City of Napa had misclassified and underpaid complainant Helen Sebia because of her sex by failing to reclassify her from the clerical position for which she had originally been hired, despite the fact that she had taken on additional administrative tasks over a seven year period and had sought pay and reclassification to reflect these duties. The administrative law judge, in a decision which is precedent setting for the agency, held that the California FEP law is not confined to narrow equal pay situations. The opinion awarded Sebia back pay based on the history of advancement made by a similarly situated male employee who had received the pay and title commensurate with his work.

The following year, based on its interpretation of complaints filed by five women working as matron-dispatchers in a county sheriff's office, the Department formally charged the county of Madera with sex discrimination. The Department claims that the position of matron-dispatcher was created specifically to be filled by women and underpaid for that reason alone, as evidenced by the pay for the comparable male positions of jailer and deputy sheriff. Furthermore, the Department claims that this is just one instance in the county's long history of segregating women into low paying jobs and using wage-setting processes favorable to men. A hearing on this charge was held by the Fair Employment and Housing Commission and the complainants are currently waiting for the Commission to issue a decision.

Most recently, in September of 1982, the Department filed sex discrimination charges with the Fair Employment and Housing Commission on behalf of all women employed as tellers by the Bank of America. The complaint charges the bank with "depressing the salary level for the classification of teller because it is a job predominantly held by women". What is particularly unusual about this suit is that it was not initiated by individual plaintiffs --the director of the agency is the named complainant. This is an instance where a state agency is actively approaching enforcement of an FEP law on behalf of underpaid women workers by identifying, investigating, and seeking to remedy comparable worth inequities in the private sector.

SECTION III: APPENDIX

Nebraska		x[8]		x	x
Nevada	x[7]			x	
New Hampshire			x[13]		[18]
New Jersey			x[14]		
New Mexico					
New York			x[14]		
North Carolina					
North Dakota		x[8]		x	x
Ohio	x[7]			x	x
Oklahoma		x[8]			
Oregon		x[2]		x	x
Pennsylvania	x[7]	[15]		x	x
Rhode Island			x[13]		
South Carolina					
South Dakota		x[8]			x
Tennessee		x[8]		x	x
Texas[1]			x[16]		
Utah					
Vermont					
/irginia	x[7]				
Washington			x[11]		
West Virginia		x		x	x
Wisconsin					
Wyoming			x[17]		

8. The Georgia equal pay law (C.G.A. §§ 54-1001), while it uses the federal EPA Language in the prohibited acts section of the law, gives the enforcing agency the authority to "insure that all employees are receiving comparable pay for comparable worth on jobs which have comparable requirements relating to skill, effort and responsibility" in another section. Nebraska uses federal EPA language in the prohibited acts section and calls for equal pay for "comparable work on jobs which have comparable requirements" in the policy section (R.S.N. §§ 48-1219 and 1221). Idaho (I.C. 44-1702), Kentucky (K.R.S. §§ 337.423), Maine (26 M.R.S.A. §§ 622), and Oklahoma (O.S.A. §§ 198.1) require equal pay for "comparable work on jobs that have comparable requirements relating to skill, effort and responsibility". North Dakota (N.D.C.C. §§ 34-06.1-03) and South Dakota (S.D.C.L. §§ 60-12-15) require equal pay for "comparable work on jobs which have comparable requirements relating to skill, effort and responsibility, but not to physical strength". Tennessee (T.S.A. §§ 50-321) requires equal pay for " comparable work on jobs the performance of which requires comparable skill, effort and responsibility and which are performed under similar working conditions.

9. Hawaii (H.R.S. §§ 387-4) prohibits "discrimination in any way in payment of wages ... as ... between the sexes."

10. Illinois (48 I.A.S. §§ 4a) prohibits an "unequal wage for equal work".

11. Michigan (M.C.L.A. §§ 750.556) and Washington R.C.W.A. §§ 49.12.175) prohibit sex-based wage discrimination for persons "similarly employed".

12. Montana (M.C.A. §§ 39-3-104) requires equal pay for "equivalent services or for the same amount or class of work or labor".

13. New Hampshire (N.H.R.S. 275.37) prohibits discrimination "in the payment of wages as between the sexes, or ... [unequal] rates ... for equal work or work on the same operations". Rhode Island (G.L.R.I. §§ 28.617) requires equal pay for "equal work on the same operations".

14. New Jersey (N.J.S.A. §§ 34:11-56.2) prohibits discrimination "in any way in the rate or method of payment of wages ... because of sex". New York (M.C.L.N.Y. Labor Law §§ 199.a) prohibits discrimination "in the rate ... of pay ... because of sex".

15. In 1955, Pennsylvania passed a law requiring equal pay for "work under comparable conditions on jobs the performance of which requires comparable skillis". In 1968, that language was repealed and replaced by federal EPA Lanauge. (See footnote 7.) (P.S.A. 43 §§ 336.3.)

16. Texas (A.R.C.S. Title 117, Art. 6825) requires "same compensation" for "same kind, grade and quantity of work".

17. Wyoming (W.S. 27-4-301) requires equal pay for the "same work".

18. Allowed if collectively bargained.

Nebraska	x	x	
Nevada	x	x	
New Hampshire	x		
New Jersey	x		
New Mexico	x		
New York	x		
North Carolina			
North Dakota	x		
Ohio			
Oklahoma	x		
Oregon[5/]	x		
Pennsylvania	x		
Rhode Island	x	x	
South Carolina	x	x	
South Dakota			
Tennessee	x	x	
Texas			
Utah[7/]			7/
Vermont			
Virginia			
Washington		x	
West Virginia	x		
Wisconsin	x		
Wyoming	x		

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COMPARABLE WORTH ADDRESSED IN MINNESOTA

During the closing days of the 1982 session, the Minnesota Legislature passed a very significant piece of comparable worth legislation. The House vote was 10 to 13, and the Senate 63 to 0. When Governor Al Quie signed the bill into law the following week, it was still difficult to believe that such a far reaching piece of legislation had encountered so little opposition in the process of becoming law.

The impetus for the legislation was the 1982 Pay Equity and Public Employment report by Minnesota's Council on the Economic Status of Women. This report, which dealt with State service, indicated "In almost every case, the pay for women's jobs is lower than the pay for comparable male jobs. In most cases, the pay for women's jobs is lower than the pay for men's jobs with fewer points." The State of Minnesota uses the Hay point evaluation system and the Council on the Economic Status of Women used the resultant Hay points for the evaluation of pay equity between male dominated and female dominated jobs.

This law, which is effective August 1, 1982, attempts to incorporate the concept of comparable worth or pay equity into the salary practices of the State of Minnesota executive branch, through establishing equitable compensation relationships between female dominated, male dominated and balanced classes of employees. It requires the Department of Employee Relations, subject to the availability of funds and personnel, to compile and submit to the Legislative Commission on Employee Relations on January 1 of each odd numbered year a list, by bargaining unit or other compensation plan, of female dominated and male dominated classes for which a compensation inequity exist, based on comparability of the value of the work (the value will be based on Hay points). In addition, the department will estimate funds necessary to make comparability adjustments. The Legislative Commission on Employee Relations will review the list and estimated amount of funding and submit its recommendations to the full Legislature for approval by March 1 of each odd numbered year. Each bargaining unit or plan will be allocated a proportionate share of the total appropriation determined by the Legislature for comparability adjustments. Funds appropriated for comparability adjustments will be drawn from the regular salary supplement allocated by the Legislature for salary increases for State employees. No additional funds will be available. Distribution of the funds appropriated for comparability adjustments will be determined by the collective bargaining process or by those with authority for determining total compensation plans. Neither management or the exclusive representative will be free, however, to bargain for any other use of the designated dollars.

The crux of this law is to require that the skill, effort, responsibility and working conditions required in a class be the primary considerations in establishing its compensation level. This is a departure from current practice, which places greater weight on market factors and the collective bargaining process.

The State of Minnesota has been collectively bargaining salaries since 1971. The State has 33,555 employees in the Executive Branch of which 29,627 are covered by an exclusive representative. Only Managerial, Confidential, employees who work less than 100 days a year or 14 hours a week and unclassified employees of the constitutional offices are excluded from bargaining.

The estimated amount of money needed to reach pay equity between female dominated and male dominated classes is 20 million dollars. The figure will increase substantially, however, with the addition of balanced classes. It is expected the catch-up process will take more than one biennium, due to the budget crunch the State is facing at present.

One implication of the bill is very broad. While the bill addresses only the issue of internal equity among employees of the State service, the labor market in Minnesota and the collective bargaining environment in the State will be effected as well. The State of Minnesota is the largest single employer in the State; therefore, what the State does will significantly impact other employers in both local public jurisdictions and the private sector. There are some job classifications where the State is the dominant employer as is the market. It is expected that other employers will be forced to follow the State's salary practices to be at all competitive. In her testimony to the Senate, Barbara L. Sundquist, Commissioner of Employee Relations for the State of Minnesota and immediate Past President of IPMA, described the significance of the bill. "The opportunity to assume a leadership position in fair employment practices is great, but so is the responsibility. It is important for us to realize that we will be setting social policy in the bill and to take that step very consciously."

H.F. No. 2005
CHAPTER No.
634

AN ACT

relating to employment; providing for equitable compensation relationships among certain government employees; amending Minnesota Statutes 1981 Supplement, Sections 43A.01, by adding a subdivision; 43A.02, by adding subdivisions; 43A.05, by adding a subdivision; and 43A.18, Subdivision 8.

BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF MINNESOTA:

Section 1. Minnesota Statutes 1981 Supplement, Section 43A.01, is amended by adding a subdivision to read:

Subd. 3. [EQUITABLE COMPENSATION RELATIONSHIPS.] It is the policy of this state to attempt to establish equitable compensation relationships between female-dominated, male-dominated, and balanced classes of employees in the executive branch. Compensation relationships are equitable within the meaning of this subdivision when the primary consideration in negotiating, establishing, recommending, and approving total compensation is comparability of the value of the work in relationship to other positions in the executive branch.

Sec. 2. Minnesota Statutes 1981 Supplement, Section 43A.02, is amended by adding a subdivision to read:

Subd. 6a. [BALANCED CLASS.] "Balanced class" means any class in which no more than 30 percent of the incumbents are male and no more than 70 percent of the incumbents are female.

Sec. 3. Minnesota Statutes 1981 Supplement, Section 43A.02, is amended by adding a subdivision to read:

Subd. 14a. [COMPARABILITY OF THE VALUE OF THE WORK.] "Comparability of the value of the work" means the value of the work measured by the composite of the skill, effort, responsibility, and working conditions normally required in the performance of the work.

Sec. 4. Minnesota Statutes 1981 Supplement, Section 43A.02, is amended by adding a subdivision to read:

Subd. 22a. [FEMALE-DOMINATED CLASS.] "Female-dominated class" means any class in which more than 70 percent of the incumbents are female.

Sec. 5. Minnesota Statutes 1981 Supplement, Section 43A.02, is amended by adding a subdivision to read:

Subd. 27a. [MALE-DOMINATED CLASS.] "Male-dominated class" means any class in which more than 80 percent of the incumbents are male.

Sec. 6. Minnesota Statutes 1981 Supplement, Section 43A.05, is amended by adding a subdivision to read:

Subd. 5. [COMPARABILITY ADJUSTMENTS.] The commissioner shall compile, subject to availability of funds and personnel, and submit to the legislative commission on employee relations by January 1 of each odd-numbered year a list showing, by bargaining unit, and by plan for executive branch employees covered by a plan established pursuant to section 43A.18, those female-dominated classes and those male-dominated classes in state civil service for which a compensation inequity exists based on comparability of the value of the work. The commissioner shall also submit to the legislative commission on employee relations, along with the list, an estimate of the appropriation necessary for providing comparability adjustments for classes on the list. The commission shall review and approve, disapprove, or modify, the list and proposed appropriation. The commission's action shall be submitted to the full legislature in the same manner as provided in section 3.855 and section 43A.18 or section 179.74, subdivision 5,

provided that the full legislature may approve, reject, or modify the commission's action. The commission shall show the distribution of the proposed appropriation among the bargaining units and among the plans established under 43A.18. Each bargaining unit and each plan shall be allocated that proportion of the total proposed appropriation which equals the number of positions in the unit or plan approved by the commission for comparability adjustments divided by the total number of positions on the list approved by the commission for comparability adjustments. Distribution of any appropriated funds within each bargaining unit or plan shall be determined by collective bargaining agreements or by plans.

Sec. 7. Minnesota Statutes 1981 Supplement, Section 43A.18, Subdivision 8, is amended to read:

Subd. 8. [COMPENSATION RELATIONSHIPS OF POSITIONS.] In preparing management negotiating positions for compensation which is established pursuant to subdivision 1, and in establishing, recommending and approving total compensation for any position within the plans covered in subdivisions 2, 3 and 4, the commissioner shall assure that:

(a) Compensation for positions in the classified and the unclassified service compare reasonably to one another;

(b) Compensation for state positions bears reasonable relationship to compensation for similar positions outside state service;

(c) Compensation for management positions bears reasonable relationship to compensation of represented employees managed;

(d) Compensation for positions within the classified service bears reasonable relationships among related job classes and among various levels within the same occupation; and

(e) Compensations bear reasonable relationships to one another within the meaning of this subdivision if compensation for positions which require comparable knowledge, abilities, duties, responsibilities and accountabilities skill, effort, responsibility, and working conditions is comparable and if compensation for positions which require differing knowledge,

abilities, duties, responsibilities and accountabilities skill, effort, responsibility, and working conditions is proportional to the knowledge, abilities, duties and responsibilities skill, effort, responsibility, and working conditions required.

Sec. 8. [ALLOCATION.]

The amount recommended by the legislative commission on employee relations pursuant to section 6 to make comparability adjustments shall be submitted to the full legislature by March 1 of each odd-numbered year. The legislature may accept, reject, or modify the amount recommended. The commissioner of finance, in consultation with the commissioner of employee relations, shall allocate the amount appropriated by the legislature, on a pro-rata basis, if necessary, to the proper accounts for distribution to incumbents of classes which have been approved for comparability adjustments.

Funds appropriated for purposes of comparability adjustments for state employees shall be drawn exclusively from and shall not be in addition to the funds appropriated for salary supplements or other employee compensation. Funds not used for purposes of comparability adjustments shall revert to the appropriate fund.

Sec. 9. [EXCEPTION.]

The provisions of this act do not apply to the positions contained in Minnesota Statutes 1981 Supplement, Section 43A.08, Subdivision 1, Clause (g).

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Women's Work: Undervalued, Underpa

A Fact Sheet on Comparable Worth

In 1980 full-time women workers had average annual earnings of $7,415 less than men.

Women working full-time in 1980 had average annual earnings of $11,197, while men's earnings averaged $18,612. Women made 60.2¢ to every dollar made by men.

	Annual earnings		Women's earnings as percent of men's
	Women	Men	
1955	$ 2,719	$ 4,252	63.9%
1960	3,293	5,417	60.8%
1965	3,823	6,375	60.0%
1970	5,323	8,966	59.4%
1975	7,504	12,758	58.8%
1980	11,197	18,612	60.2%

Hispanic women had the lowest income of any racial-ethnic group in 1980. Their income was half of white males'. In 1980, the average annual earnings for men and women by race were:

		Percent of White Male's
White Males	$19,157	100. %
Hispanic Males	13,558	70.8%
Black Males	13,547	70.7%
White Females	11,277	58.9%
Black Females	10,672	55.7%
Hispanic Females	9,679	50.5%

Of women in the workforce in 1980, nearly 80% were in clerical, sales, service, factory, or plant jobs.

The segregation of female workers into low-paying, dead-end jobs is a major cause of the wage gap between men and women. According to the Department of Labor, women workers in 1980 were divided into the following occupational categories:

Professional-technical	15.9%
Managerial-administrative (except farm)	6.8%
Sales	7.0%
Clerical	33.7%
Craft	1.8%
Operatives, including transport	10.7%
Nonfarm laborers	1.3%
Service (except private household)	18.8%
Private household	3.0%
Farm	1.0%

When women work at the same jobs as women still earn less money.

A 1981 Labor Department study comparing the weekl ings of full-time men and women workers in 100 occupations found that in all 100 occupations, women made less money than men.

Occupation	Women's earnings as percent of men's
Bookkeeper	69.4%
Clerical worker	68.3%
Computer programmer	73.6%
Cook	73.4%
Freight handler	78.0%
Lawyer	71.0%
Office Manager	65.5%
Social worker	79.9%

Women's jobs have less value in the marketplace than men's jobs.

Occupational segregation causes women's work to be undervalued and underpaid.

	1981 Average annual income
Teacher's aide	$ 8,632
Truck driver	$16,380
Secretary	$11,908
Warehouse laborer	$14,040
Pre-kindergarten & kindergarten teacher	$13,728
Mail carrier	$21,216
Registered nurse	$17,212
Brick layer	$20,852
Bank teller	$9,776
Stock clerk	$15,808

Of the 40¢ wage gap between women and men workers, 20¢–30¢ is attributable to sex discrimination.

Studies have shown that differences in the skill, effort and responsibility that men and women bring to their jobs account for only a small portion of the wage gap. The rest is attributable to sex discrimination.

National Commission on Working Women 2000 P St. N.W. Washington, DC 20036 202-872-1782

HIC SPECIALIST*

Apprentice Clerk			
1st 3 months experience (0-520 hours worked)	4.05	4.40	4.75
Next 3 months experience (521-1040 hrs. worked)	4.45	4.85	5.25
Next 4 months experience (1041-1733 hrs. worked)	4.95	5.40	5.85
Next 4 months experience (1734-2426 hrs. worked)	5.70	6.15	6.60
Next 4 months experience (2427-3120 hrs. worked)	6.55	7.00	7.50
Journeyperson Clerk			
Thereafter 3120 + hrs. worked	7.25	7.75	8.25

*HIC specialists - shall be so designated by management.

COST-OF-LIVING

Effective July 5, 1981, the following formula shall be applied to provide for wage increases based upon a rise in the cost-of-living, if any, during the year immediately preceding:

(a) The U.S. All-Cities CPI (1967 = 100) for May, 1980, shall be compared with the same Index for May, 1981 and a percentage of change in said Index shall be obtained therefrom, and 70% of that percentage change shall be multiplied by the General Sales Journeyman rate in effect on 7/6/80 and the amount obtained shall be compared to the forty cents (40¢) increase for Journeyperson on 7/5/81.

Should the amount obtained therefrom be less than forty-five cents (45¢), forty-five cents

nearest Sunday to any subsequent July 1 of any succeeding year of its desire to negotiate the terms of a successor Agreement.

Dated this _____ day of _____ , 198 _____.

FOR THE EMPLOYER:

by_ _____

Dir. of Personnel

FOR THE UNION: UNITED FOOD & COMMERICAL WORKERS

by_ _____

HOURLY RATE SCHEDULE

General Merchandise — Soft Goods

CLASSIFICATIONS	EFFECTIVE DATES 7/6/80	7/5/81	7/4/82
General Sales Clerk			
Apprentice Clerk			
1st 3 months experience (0-520 hours worked)	$3.40	$3.50	$3.60
Next 3 months experience (521-1040 hrs. worked)	$3.65	$3.90	$4.10
Next 3 months experience (1041-1560 hrs. worked)	$3.95	$4.30	$4.60
Next 6 months experience (1561-2600 hrs. worked)	$4.75	$5.00	$5.20
Journeyperson Clerk			
Thereafter 2600 + hrs. worked	$5.60	$6.00	$6.40

SCHEDULE "A"
GROCERY, PRODUCE & DELICATESSEN EMPLOYEES

Wages & Sunday Premiums

	6/7/81	6/6/82	6/5/83	Sunday Hourly Premiums Effective 6/28/81 per Paragraph 4.11
Demonstrators	$4.15	$ 4.30	$ 4.45	straight-time
Container Clerks	3.50	3.50	3.50	straight-time
Courtesy Clerks	3.91	4.11	4.31	$1.00
Apprentices*				
1st Step (0-520 hours)	4.65	4.75	4.95	1.00
2nd Step (521-1040 hours)	4.95	5.14	5.44	1.25
3rd Step (1041-1560 hours)	5.85	6.03	6.33	1.50
4th Step (1561-2080 hours)	6.75	7.02	7.42	1.75
5th Step (2081-2600 hours)	7.75	8.06	8.51	2.00
Journeyman	9.35	9.95	10.55	2.50
Head Clerk	9.70	10.30	10.90	2.50

*All Apprentices hired prior to June 22, 1981 will receive 520 hours of credit.

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STATE EMPLOYEES - SALARY EQUALIZATION

A Report to the
Minnesota Legislative Commission on Employee Relations

Nina Rothchild, Commissioner
Minnesota Department of Employee Relations

January 31, 1983

BACKGROUND

Minnesota Statutes 43A.01, Subd. 3, establishes a policy for compensation of state employees as follows:

> "It is the policy of this state to attempt to establish equitable compensation relationships between female-dominated, male-dominated, and balanced classes of employees in the executive branch. Compensation relationships are equitable within the meaning of this subdivision when the primary consideration in negotiating, establishing, recommending, and approving total compensation is comparability of the value of the work in relationship to other positions in the executive branch."

Minnesota Statutes 43A.05, Subd. 5 and 6, establishes a procedure for making comparability adjustments. The process includes four steps:

- By January 1 of each odd-numbered year, the Commissioner of Employee Relations submits to the Legislative Commission on Employee Relations "a list of those female-dominated and those male-dominated classes in state civil service for which a compensation inequity exists based on comparability of the value of the work." The list covers all executive branch classes by bargaining unit and by compensation plan, and is to include an estimate of the appropriation necessary to make comparability adjustments.

- The Legislative Commission on Employee Relations then reviews and approves, disapproves, or modifies the list and proposed appropriation and recommends to the full legislature by March 1 an amount to be appropriated.

- When funds are appropriated, the money is assigned to the various bargaining units based on the number of persons in underpaid classes that they represent. Funds designated for equalization of salaries are to be part of the regular salary supplement.

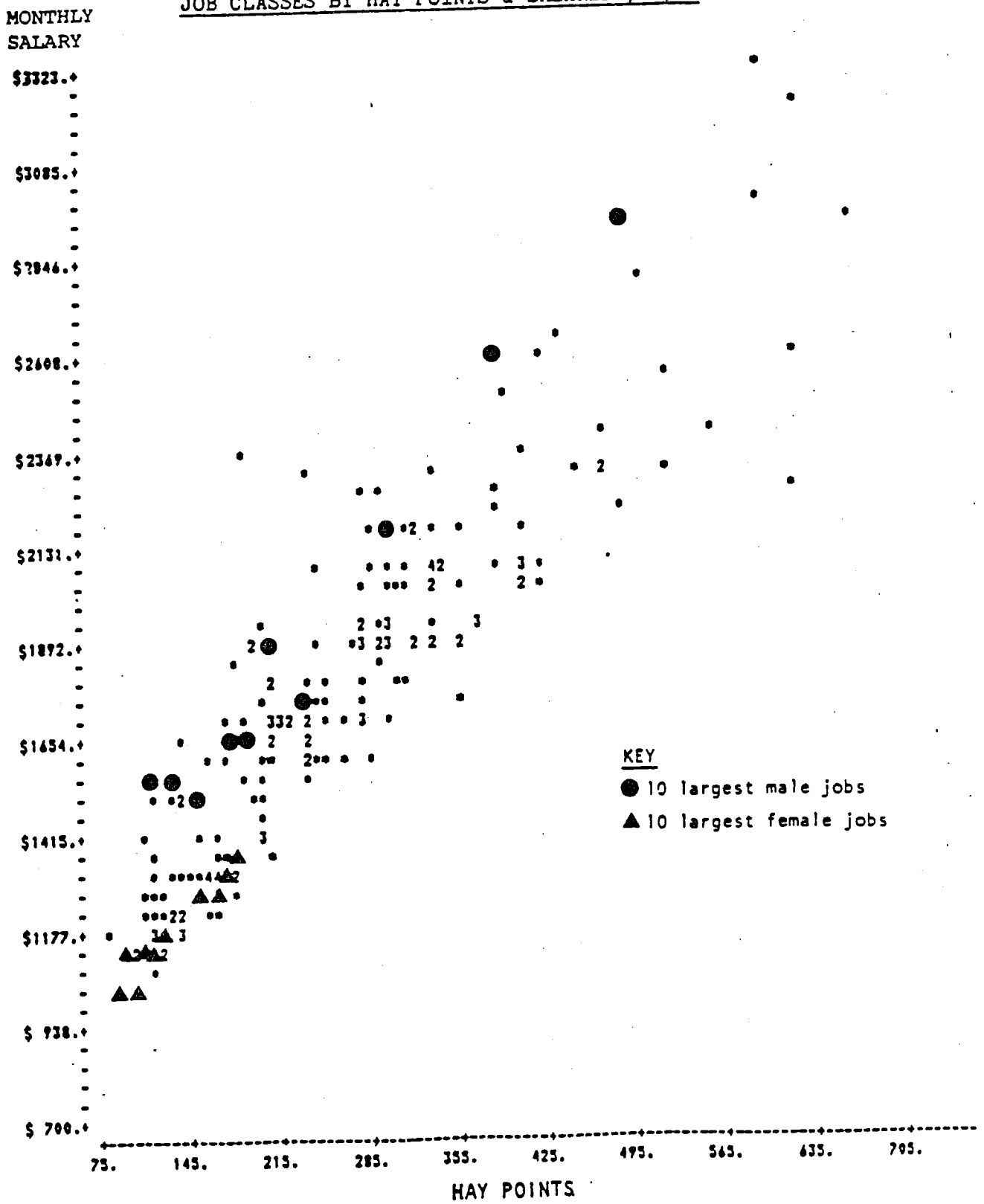
- Actual distribution of salary increases within each bargaining unit is negotiated through the usual collective bargaining process. However, funds not used for purposes of comparability adjustments shall revert to the appropriate fund.

Job classes for the state of Minnesota have been evaluated by a system developed by Hay Associates, a nationally-recognized management consultant firm. Points are assigned to each job class on the basis of four factors: KNOW-HOW, PROBLEM-SOLVING, ACCOUNTABILITY, and WORKING CONDITIONS.

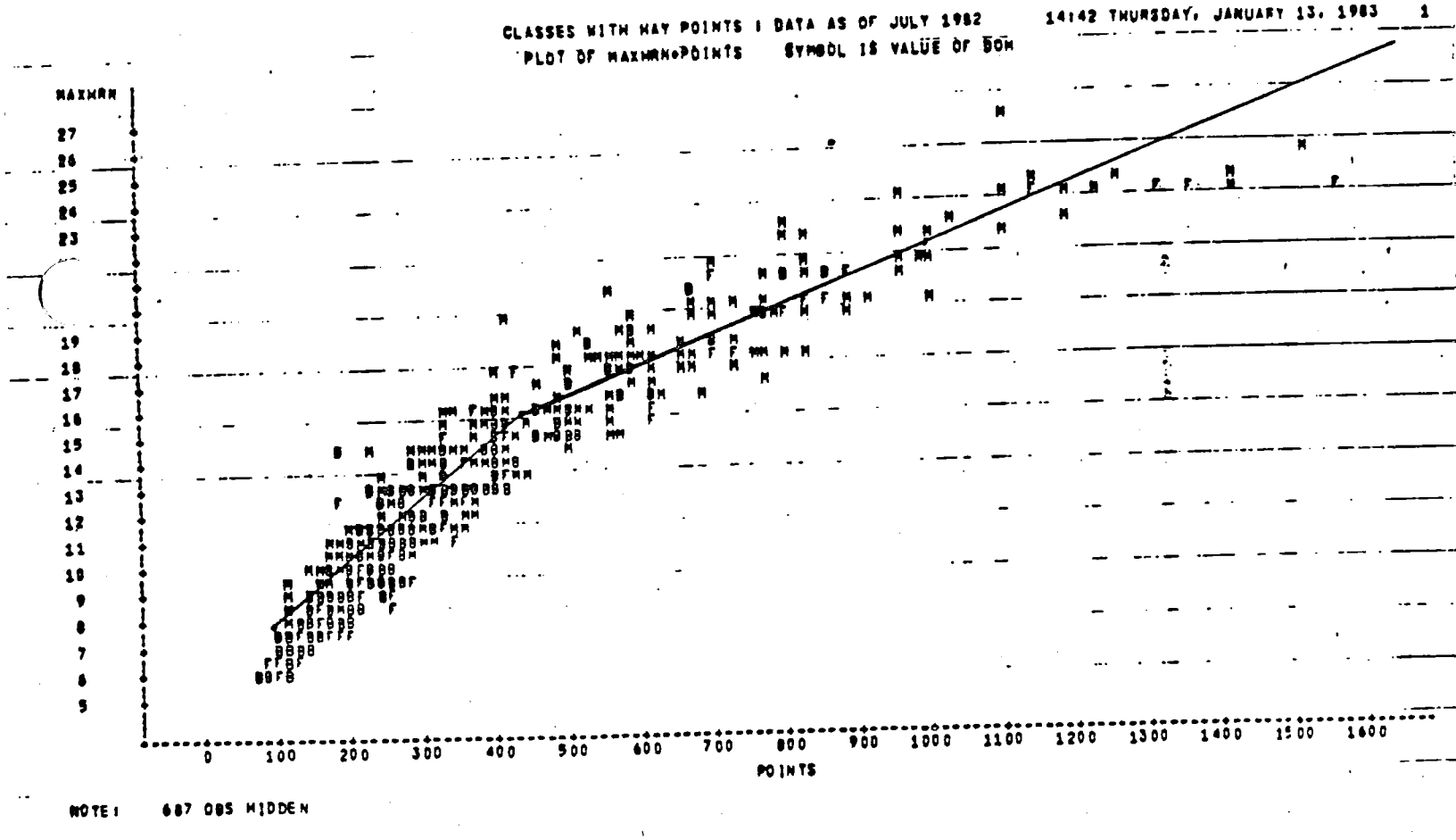
The Hay system makes it possible to compare the value of work with actual salaries for the job class. Shown below are the ten largest male classes and ten largest female classes showing Hay points and salaries. Note that all female classes pay less than the lowest-rated male class, including one female class which is 49 points higher than the lowest male class listed.

# OF INCUM-BENTS	PERCNT FEMALE	JOB CLASS OR TITLE	HAY PTS	CURRENT SALARY (MONTHLY MAXIMUM) "MALE" CLASSES	CURRENT SALARY (MONTHLY MAXIMUM) "FEMALE" CLASSES
448	97.8%	Clerk Typist 1	100		$ 1,039
411	88.1%	Clerk 2	117		1,115
805	98.8%	Clerk Typist 2	117		1,115
135	0.7%	General Repair Worker	134	$ 1,564	
303	99.7%	Clerk Stenographer 2	135		1,171
192	99.5%	Clerk Typist 3	141		1,171
485	74.6%	Human Services Technician Senior	151		1,274
1,335	0.1%	Highway Maintenance Worker Senior	154	1,521	
184	99.5%	Clerk Stenographer 4	162		1,307
310	100.0%	Clerk Typist 4	169		1,274
402	72.1%	Human Services Specialist	177		1,343
462	6.3%	Highway Technician Intermediate	178	1,646	
282	94.7%	Licensed Practical Nurse 2	183		1,382
393	15.8%	Correctional Counselor 2	188	1,656	
518	2.1%	Highway Technician Senior	206	1,891	
128	0.0%	Heavy Equipment Mechanic	237	1,757	
132	0.8%	Natural Resources Spec- Conservation	238	1,808	
169	0.6%	Principal Engineering Specialist	298	2,347	
165	2.4%	Engineer Senior	382	2,619	
180	0.0%	Engineer Principal	479	2,923	

The relationship between Hay points and salary can also be shown by a "scattergram." Shown below is a scattergram showing all state job classes with ten or more employees. The ten largest female classes are highlighted by a triangle and the ten largest male classes are shown by a circle:



In order to provide equitable compensation between male classes and female classes, jobs with the same number of Hay points should have the same salary. This means that female job classes which are currently underpaid need to be brought up to the level of male classes with equivalent points. Shown below is a scattergram on which has been drawn a line showing the average salary for male jobs for all possible Hay points.



ESTIMATED COSTS

The estimated cost of raising salaries for underpaid job classes to the average of male classes is as follows:

I. ALL CLASSES - STATEWIDE (Computed on a base of $650,867,300 for FY 83)

	Dollar cost (thousands)		Salary as Percent Percent of Base
	Salary Cost	FICA & Ret.	
Female classes	17,439.2	2,145.0	3.00%
Balanced classes	7,657.4	941.9	1.30%
Male classes	3,832.7	475.1	0.66%
TOTAL	28,929.3	3,562.0	4.98%

II. BY BARGAINING UNIT

A. Law Enforcement

Female classes	--	--
Balanced classes	--	--
Male classes	41.8	8.8
TOTAL	41.8	8.8

B. Craft, Maintenance, Labor

Female classes	--	--
Balanced classes	--	--
Male classes	89.0	11.0
TOTAL	89.0	11.0

C. Service Unit

Female classes	635.3	78.1
Balanced classes	1,497.6	184.2
Male classes	341.2	42.0
TOTAL	2,474.1	304.3

	Dollar cost (thousands) Salary Cost	FICA & Ret.
D. Health Care Non-Professional Unit		
Female classes	3,379.6	415.7
Balanced classes	3,098.4	381.1
Male classes	69.3	8.5
TOTAL	6,547.3	805.3
E. Health Care Professional Unit		
Female classes	253.5	31.2
Balanced classes	--	--
Male classes	--	--
TOTAL	253.5	31.2
F. Clerical-Office Unit		
Female classes	10,965.2	1,348.7
Balanced classes	369.8	45.5
Male classes	47.3	5.8
TOTAL	11,382.3	1,400.0
G. Technical Unit		
Female classes	346.2	42.6
Balanced classes	313.0	38.5
Male classes	805.6	99.1
TOTAL	1,464.8	180.2

	Dollar cost (thousands) Salary Cost	FICA & Ret.
H. General Professional Unit		
Female classes	93.3	11.5
Balanced classes	1,731.6	213.0
Male classes	1,166.5	143.5
TOTAL	2,991.4	368.0
I. Supervisory Unit		
Female classes	741.6	91.2
Balanced classes	403.5	49.6
Male classes	1,242.4	152.8
TOTAL	2,387.5	293.6
J. Commissioner's Plan		
Female classes	1,024.5	126.0
Balanced classes	243.5	30.0
Male classes	29.6	3.6
TOTAL	1,297.6	159.6
GRAND TOTAL	28,929.3	3,562.0

DISTRIBUTION OF PAY EQUITY COSTS BY UNIT

Unit	Salary Costs*	Ret. & FICA*	Total*	% of Pay Equity Cost
1	$ 41.8	$ 8.8	$ 50.6	0.15
2	89.0	11.0	100.0	0.31
3	2,474.1	304.3	2,778.4	8.55
4	6,547.3	805.3	7,352.6	22.63
5	253.5	31.2	284.7	0.88
6	11,382.3	1,400.0	12,782.3	39.34
7	1,464.8	180.2	1,645.0	5.06
14	2,991.4	368.0	3,359.4	10.34
16	2,387.5	293.6	2,681.1	8.25
17	1,297.6	159.6	1,457.2	4.48
TOTAL	$28,929.3	$3,562.0	$32,491.3	100.00%

*Dollar figures in thousands

TECHNICAL NOTES:

1. The workforce and salary data used in the preparation of this report was current as of July, 1982. Because the majority of state employees either received salary adjustments in December, 1982 or January, 1983 or will receive an adjustment in February of 1983, the list of classifications for which salary inequities were identified will change. The Department of Employee Relations will reevaluate the identified salary inequities after the final across-the-board salary increases have been implemented, effective February 9, 1983. Results of that reevaluation will be used to develop the State's position on Pay Equity for collective bargaining and development of compensation plans for unrepresented employees.

2. Scattergrams used in this report plot maximum hourly rates against Hay evaluation points. Maximum hourly rates were used as the measure of comparability because average salaries are unstable over time, and the use of salary range minimum rates or midpoints would create inequities between classes with similar points because of different salary range lengths and other salary practices.

3. The calculation of the salary trend line is based upon unweighted data. Each classification is given the same weight, and the number of employees in each class is not taken into consideration. The use of unweighted data recognizes that a decision to assign a classification to a particular salary range should be made without regard to the number of employees in the classification.

4. All male-dominated classes with Hay ratings were used to calculate the salary trend line used as the target for salary adjustments.

PAY EQUIT[illegible]PORT
COST OF ADJUSTING FEMALE-DOMI[illegible]ED CLASSES AS OF JULY 1982
(SUBJECT TO CHANGE)

UNIT=SERVICE

CLASS	TITLE	COST
000800	DINING HALL COORDINATOR	$89,583
000305	FOOD SERVICE WORKER	$251,546
001507	LABORATORY ATTENDANT 1	$10,648
000421	LAUNDRY ASSISTANT	$165,624
000422	LAUNDRY SUPERVISOR	$59,658
002028	SEC/COMMUNICATION SYS MONITOR	$8,247
000623	SEWING MACHINE OPERATOR	$49,981

PAY EQUITY REPORT
COST OF ADJUSTING FEMALE-DOMINATED CLASSES AS OF JULY 1982
(SUBJECT TO CHANGE)

UNIT=HEALTH CARE NON-PROF

CLASS	TITLE	COST
001562	HUMAN SERVICES SPEC	$1,100,941
001565	HUMAN SERVICES TECH SR	$1,246,765
000430	LICENSED PRACTICAL NURSE 1	$387,852
001659	LICENSED PRACTICAL NURSE 2	$644,078

PAY EQUIT PORT
COST OF ADJUSTING FEMALE-DOMIN ED CLASSES AS OF JULY 1982
(SUBJECT TO CHANGE)

UNIT=HEALTH CARE PROF

CLASS	TITLE	COST
001612	NURSING EVALUATOR 1	$4,500
001613	NURSING EVALUATOR 2	$8,333
001878	REGISTERED NURSE	$77,744
001881	REGISTERED NURSE PRINCIPAL	$52,000
001880	REGISTERED NURSE SENIOR	$110,903

PAY EQUIT[illegible]PORT
COST OF ADJUSTING FEMALE-DOMIN[illegible]ED CLASSES AS OF JULY 1982
(SUBJECT TO CHANGE)

UNIT=CLERICAL-OFFICE

CLASS	TITLE	COST
000001	ACCOUNT CLERK	$384,874
000632	ACCOUNT CLERK SENIOR	$391,373
001026	ADMINISTRATIVE SECRETARY	$62,490
001803	ADMISSION/GIFT SHOP CLERK	$2,986
002402	BINDERY OPERATIONS SPECIALIST	$2,861
001394	BUYER AIDE	$11,567
001858	BUYER ASSISTANT	$27,541
001661	CAPITOL CENTREX OPERATOR SR	$9,353
000148	CASHIER	$23,450
000176	CLERK 1	$306,111
000177	CLERK 2	$1,140,363
001928	CLERK 3	$195,044
000642	CLERK 4	$483,949
000179	CLERK STENOGRAPHER 1	$244,702
000981	CLERK STENOGRAPHER 2	$602,513
002090	CLERK STENOGRAPHER 3	$90,788
000665	CLERK STENOGRAPHER 4	$375,036
000180	CLERK TYPIST 1	$936,449
000980	CLERK TYPIST 2	$2,035,208
001929	CLERK TYPIST 3	$742,081
000666	CLERK TYPIST 4	$764,076
000181	COLLEGE CASHIER	$18,687
001640	CONSUMER AIDE	$2,882
002401	CONSUMER AIDE SENIOR	$7,266
000402	DATA ENTRY OPERATOR	$195,396
001465	DATA ENTRY OPERATOR LEAD	$37,229

PAY EQUI) EPORT
COST OF ADJUSTING FEMALE-DOMINATED CLASSES AS OF JULY 1982
(SUBJECT TO CHANGE)

UNIT=CLERICAL-OFFICE

CLASS	TITLE	COST
001384	DATA ENTRY OPERATOR SENIOR	$200,759
002303	DATA PROCESSING COORDINATOR 1	$2,380
000233	DICTAPHONE OPERATOR	$23,006
001472	DRIVER & VEHICLE SERVICES AIDE	$234,856
001082	EMPLOYMENT SVCS ASSISTANT	$30,692
000792	EMPLOYMENT SVCS TECHNICIAN	$51,990
001083	EMPLOYMENT SVCS TECH INTER	$2,944
000292	EXECUTIVE 1	$351,568
001673	FINANCIAL AIDS ASST	$29,461
000301	FINGERPRINT TECHNICIAN	$4,886
001395	HEALTH PROGRAM AIDE	$22,195
001596	HUMAN RIGHTS AIDE	$5,470
000427	LEGAL SECRETARY	$143,700
001542	LEGAL SECRETARY SR	$2,756
001936	LEGAL TEXT EDIT SPECIALIST	$9,062
001678	MEDICAL ASSISTANCE PROG TRAINER	$4,364
001497	MEDICAL CLAIMS TECHNICIAN 1	$26,184
001685	MEDICAL CLAIMS TECHNICIAN 2	$22,696
001498	MEDICAL CLAIMS TECHNICIAN 3	$23,785
000453	MEDICAL RECORDS CLERK	$37,105
000898	MICROFILMER	$31,028
001041	MT/SC OPERATOR	$11,487
001855	REIMBURSEMENT CLERK	$17,394
001823	SOCIAL WORKER AIDE	$14,012
001674	STUDENT SERVICES ASST	$19,607
000710	SWITCHBOARD OPERATOR	$133,308

PAY EQUIT PORT
COST OF ADJUSTING FEMALE-DOMINATED CLASSES AS OF JULY 1982
(SUBJECT TO CHANGE)

UNIT=CLERICAL-OFFICE

CLASS	TITLE	COST
000946	TELETYPE OPERATOR	$5,052
001441	TELETYPE OPERATOR SR	$1,295
002243	TYPING SERVICES COORDINATOR	$12,777
000737	UNEMPLOYMENT CLAIMS CLERK	$228,143
000913	VARITYPIST	$3,132
001942	WORD PROCESSING OPERATOR 1	$49,275
001943	WORD PROCESSING OPERATOR 2	$91,135
001944	WORD PROCESSING OPERATOR 3	$23,426

PAY EQUITY REPORT
COST OF ADJUSTING FEMALE-DOMINATED CLASSES AS OF JULY 1982
(SUBJECT TO CHANGE)

UNIT=TECHNICAL

CLASS	TITLE	COST
000774	ACCOUNTING TECHNICIAN	$105,612
002305	ALCOHOL PROBLEM ASSESSOR	$1,190
000112	BACTERIOLOGY AIDE	$20,045
000116	BEAUTY OPERATOR	$11,295
000117	BEAUTY SHOP INSPECTOR	$9,604
000152	CEREAL CHEMIST	$4,447
000865	COLLEGE LABORATORY ASSISTANT	$7,788
000225	DENTAL ASSISTANT	$5,012
001623	DENTAL ASSISTANT REGISTERED	$15,659
000308	LIBRARY TECHNICIAN	$71,698
000411	MEDICAL LABORATORY TECHNICIAN 1	$22,154
000864	MEDICAL LABORATORY TECHNICIAN 2	$12,989
000875	MEDICAL RECORDS TECHNICIAN	$6,932
001475	MEDICAL RECORDS TECHNICIAN SR	$4,134
001020	PHARMACY TECHNICIAN	$17,603
000798	RADIOLOGIC TECHNOLOGIST	$19,586
000804	TAX EXAMINER 1	$10,440

PAY EQUIT[illegible]PORT
COST OF ADJUSTING FEMALE-DOMINA[illegible]ED CLASSES AS OF JULY 1982
(SUBJECT TO CHANGE)

UNIT=GENERAL PROF

CLASS	TITLE	COST
002052	COMMUNITY SVCS PROGRAM SPEC 1	$1,754
002053	COMMUNITY SVCS PROGRAM SPEC 2	$2,171
001615	DENTAL HYGIENE PROG SUPV	$2,923
000234	DIETITIAN 1	$21,296
000262	ELECTION PROCEDURES ADVISOR	$2,756
000832	HEALTH PROGRAM REPRESENTATIVE	$19,500
000953	INSTITUTION COMMUNITY REL COORD	$2,714
001393	LIBRARIAN SENIOR	$7,100
002080	MUSIC THERAPIST	$12,528
001766	NR SPEC 1 (PARK NATURALIST)	$2,526
000480	NUTRITIONIST	$5,178
000508	PHYSICAL THERAPIST 1	$1,545
001303	PLANNING GRANTS ANALYST	$3,779
000691	SPEECH PATHOLOGIST	$7,558

PAY EQUITY REPORT
COST OF ADJUSTING FEMALE-DOMINATED CLASSES AS OF JULY 1982
(SUBJECT TO CHANGE)

UNIT=SUPERVISORY

CLASS	TITLE	COST
002093	ACCOUNT CLERK SUPERVISOR	$5,993
001494	BEHAVIOR ANALYST 2	$27,646
001445	CAPITOL ASST CHIEF OPERATOR	$2,756
000145	CAPITOL CHIEF OPERATOR	$1,128
002031	CENTRAL PAYROLL TEAM SUPV	$2,527
002102	CLERK 4 SUPERVISOR	$126,577
002103	CLERK STENOGRAPHER 4 SUPV	$4,782
002104	CLERK TYPIST 4 SUPV	$69,594
001603	COLLEGE BOOKSTORE SUPV 1	$20,252
001604	COLLEGE BOOKSTORE SUPV 2	$1,252
002065	COMMUNICATION CENTER SUPERVISOR	$2,798
001861	CONCESSIONS SUPERVISOR	$1,754
000403	DATA ENTRY SUPERVISOR 1	$13,614
002189	DIETITIAN 1 SUPERVISOR	$9,876
000235	DIETITIAN 2	$26,642
000237	DIRECTOR OF NURSES	$25,284
002134	EDP OPERATIONS TECHNICAL SUPV	$1,733
001632	ELECTION PROCEDURES SUPV	$731
001797	EMPL & TRNG PROGRAM SUPV 2	$1,253
001308	HEALTH PHYSICIST 2	$2,526
002127	HEALTH PROGRAM AIDE SUPV	$17,330
000834	HEALTH PROGRAM REP PRINCIPAL	$15,889
002286	LEGAL SECRETARY SR SUPV	$6,786
002113	LIBRARY SUPERVISOR SR	$7,307
001499	MEDICAL CLAIMS SUPERVISOR	$7,955
000454	MEDICAL RECORDS OFFICER	$4,135

PAY EQUI[illegible]EPORT
COST OF ADJUSTING FEMALE-DOMINATED CLASSES AS OF JULY 1982
(SUBJECT TO CHANGE)

UNIT=SUPERVISORY

CLASS	TITLE	COST
000481	NUTRITIONIST SUPERVISOR	$2,735
002192	OFFICE SERVICES SUPERVISOR 1	$184,604
002118	OFFICE SERVICES SUPERVISOR 2	$35,487
000572	PUB HEALTH NURSING ASST DIR	$3,258
000571	PUBLIC HEALTH NURSING DIRECTOR	$1,274
002172	REGISTERED NURSE ADMIN-SUPV	$38,186
002154	REGISTERED NURSE SUPV	$10,670
000610	RESIDENCE HALL DIRECTOR	$14,052
001442	SECURITY COMMUN SYST MON SUPV	$2,109
001777	TREASURER'S UNCLAIMED PROP DIR	$2,151
000704	TYPING POOL SUPERVISOR	$10,982
001908	WORD PROCESSING CENTER SUPV	$20,234

PAY EQUITY REPORT
COST OF ADJUSTING FEMALE-DOMINATED CLASSES AS OF JULY, 1982
(Subject to Change)

Commissioner's Plan

CLASS	TITLE	COST
0001	Account Clerk	$ 3,424
0632	Account Clerk, Senior	17,577
0878	Accounting Technician, Senior	1,984
1025	Administrative Secretary	185,541
2372	Administrative Secretary Supervisor	4,637
0177	Clerk 2	25,115
1928	Clerk 3	9,231
0642	Clerk 4	13,591
2102	Clerk 4 Supervisor	2,779
0179	Clerk Stenographer 1	2,435
0981	Clerk Stenographer 2	21,782
2090	Clerk Stenographer 3	16,882
0665	Clerk Stenographer 4	61,833
2103	Clerk Stenographer 4 Supervisor	5,220
0180	Clerk Typist 1	14,195
0980	Clerk Typist 2	95,280
1929	Clerk Typist 3	85,898
0666	Clerk Typist 4	62,134
2104	Clerk Typist 4 Supervisor	5,721
0402	Data Entry Operator	2,151
1384	Data Entry Operator, Senior	2,192
0237	Director of Nurses	8,079
1409	Employee Development Specialist 1	6,018
1977	Employee Development Supervisor	1,377
0292	Executive 1	72,358
0293	Executive 2	13,768
0427	Legal Secretary	9,255
2286	Legal Secretary, Senior Supervisor	1,944
2192	Office Services Supervisor 1	32,629
2118	Office Services Supervisor 2	19,587
0881	Personnel Aide	52,329
1486	Personnel Aide, Senior	84,767
2366	Personnel Aide, Senior Supervisor	18,099
2426	Personnel Payroll Technician	4,193
2428	Personnel Payroll Technician, Principal	2,301
1878	Registered Nurse	1,879
1880	Registered Nurse, Senior	2,610
0677	Social Worker	2,064
0710	Switchboard Operator	3,195
0704	Typing Pool Supervisor	2,485
1908	Word Processing Center Supervisor	4,343
1942	Word Processing Operator 1	2,844
1943	Word Processing Operator 2	2,659
1944	Word Processing Operator 3	7,385
0305	Food Service Worker	1,837

PAY EQUITY REPORT
COST OF ADJUSTING FEMALE-DOMINATED CLASSES AS OF JULY, 1982
(Subject to Change)

Management/CES Plan

CLASS	TITLE
8365	Assistant Commissioner of Economic Security - Training and comm.
8851	Assistant Commissioner of Economic Security - Unemployment Compensation
8329	Assistant Commissioner of Education - Voc Tech
1784	Economic Opportunity Program Director
1671	Records Management Manager
0601	Rehabilitation OASDHI Assistant Director
1829	Veterans Home Assistant Administrator

DISTRIBUTION OF PAY EQUITY COSTS BY UNIT --

FEMALE CLASSES

Unit	Salary Costs*	Ret. & FICA*	Total*	% of Pay Equity Cost
3	$ 635.3	$ 78.1	$ 713.4	3.64 %
4	3,379.6	415.7	3,795.3	19.38
5	253.5	31.2	284.7	1.45
6	10,965.2	1,348.7	12,313.9	62.88
7	346.2	42.6	388.8	1.99
14	93.3	11.5	104.8	0.54
16	741.6	91.2	832.8	4.25
17	1,024.5	126.0	1,150.5	5.87
TOTAL	$ 17,439.2	$ 2,145.0	$ 19,584.2	100.00 %

*Dollar figures in thousands

STATE EMPLOYEES - SALARY EQUALIZATION

REVISED DATA

The attached listing shows the cost of salary equalization and reflects all salary adjustments to be made in fiscal year 1983. It includes full-time and part-time employees. Costs are shown by bargaining unit and by fund, and include FICA and retirement.

A Report to the
Minnesota Legislative Commission on Employee Relations

Nina Rothchild, Commissioner
Minnesota Department of Employee Relations

February 18, 1983

PAY EQUITY REPORT
COST OF ADJUSTING FEMALE-DOMINATED CLASSES AS OF FEBRUARY 1983
(SUBJECT TO CHANGE)

UNIT=SERVICE

CLASS	TITLE	COST
000197	COOK	$214,957
000800	DINING HALL COORDINATOR	$166,325
000305	FOOD SERVICE WORKER	$450,051
001507	LABORATORY ATTENDANT 1	$13,575
000421	LAUNDRY ASSISTANT	$219,024
000422	LAUNDRY SUPERVISOR	$79,519
000189	NATURAL RES AIDE (GENERAL)	$1,829
002028	SEC/COMMUNICATION SYS MONITOR	$8,346
000623	SEWING MACHINE OPERATOR	$55,612

PAY EQUITY REPORT
COST OF ADJUSTING FEMALE-DOMINATED CLASSES AS OF FEBRUARY 1983
(SUBJECT TO CHANGE)

UNIT=HEALTH CARE NON-PROF

CLASS	TITLE	COST
001562	HUMAN SERVICES SPEC	$1,367,192
001565	HUMAN SERVICES TECH SR	$1,578,597
000430	LICENSED PRACTICAL NURSE 1	$722,967
001659	LICENSED PRACTICAL NURSE 2	$1,002,328

PAY EQUITY REPORT
COST OF ADJUSTING FEMALE-DOMINATED CLASSES AS OF FEBRUARY 1983
(SUBJECT TO CHANGE)

UNIT=HEALTH CARE PROF

CLASS	TITLE	COST
001612	NURSING EVALUATOR 1	$6,235
001613	NURSING EVALUATOR 2	$20,988
001047	PUB HEALTH NURSING ADV SR	$537
001878	REGISTERED NURSE	$194,892
001881	REGISTERED NURSE PRINCIPAL	$79,139
001880	REGISTERED NURSE SENIOR	$264,425

PAY EQUITY REPORT
COST OF ADJUSTING FEMALE-DOMINATED CLASSES AS OF FEBRUARY 1983
(SUBJECT TO CHANGE)

---------- UNIT=CLERICAL-OFFICE ----------

CLASS	TITLE	COST
000001	ACCOUNT CLERK	$441,533
000632	ACCOUNT CLERK SENIOR	$580,931
001026	ADMINISTRATIVE SECRETARY	$87,759
001803	ADMISSION/GIFT SHOP CLERK	$20,634
001394	BUYER AIDE	$13,037
001858	BUYER ASSISTANT	$28,702
001661	CAPITOL CENTREX OPERATOR SR	$10,409
000148	CASHIER	$35,312
000176	CLERK 1	$787,517
000177	CLERK 2	$1,591,218
001928	CLERK 3	$302,892
000642	CLERK 4	$631,184
000179	CLERK STENOGRAPHER 1	$351,468
000981	CLERK STENOGRAPHER 2	$652,746
002090	CLERK STENOGRAPHER 3	$135,481
000665	CLERK STENOGRAPHER 4	$496,414
000180	CLERK TYPIST 1	$1,733,390
000980	CLERK TYPIST 2	$2,682,720
001929	CLERK TYPIST 3	$1,005,205
000666	CLERK TYPIST 4	$1,024,812
001602	COLLEGE BOOKSTORE COORD	$22,041
000181	COLLEGE CASHIER	$15,029
001640	CONSUMER AIDE	$3,799
002401	CONSUMER AIDE SENIOR	$9,426
000402	DATA ENTRY OPERATOR	$302,103
001465	DATA ENTRY OPERATOR LEAD	$42,042
001384	DATA ENTRY OPERATOR SENIOR	$282,742
002303	DATA PROCESSING COORDINATOR 1	$3,446
002280	DATA PROCESSING COORDINATOR 2	$633
000233	DICTAPHONE OPERATOR	$30,174
001472	DRIVER & VEHICLE SERVICES AIDE	$357,368
001082	EMPLOYMENT SVCS ASSISTANT	$40,400
000792	EMPLOYMENT SVCS TECHNICIAN	$58,197
001083	EMPLOYMENT SVCS TECH INTER	$3,939
000793	EMPLOYMENT SVCS TECH SENIOR	$43,124
000292	EXECUTIVE 1	$392,235
000293	EXECUTIVE 2	$65,161

PAY EQUITY REPORT
COST OF ADJUSTING FEMALE-DOMINATED CLASSES AS OF FEBRUARY 1983
(SUBJECT TO CHANGE)

---------- UNIT=CLERICAL-OFFICE ----------

CLASS	TITLE	COST
001673	FINANCIAL AIDS ASST	$47,012
000301	FINGERPRINT TECHNICIAN	$5,604
001395	HEALTH PROGRAM AIDE	$36,250
001596	HUMAN RIGHTS AIDE	$7,340
000427	LEGAL SECRETARY	$175,232
001542	LEGAL SECRETARY SR	$3,095
001936	LEGAL TEXT EDIT SPECIALIST	$10,341
001678	MEDICAL ASSISTANCE PROG TRAINER	$2,368
001497	MEDICAL CLAIMS TECHNICIAN 1	$30,297
001685	MEDICAL CLAIMS TECHNICIAN 2	$23,893
001498	MEDICAL CLAIMS TECHNICIAN 3	$32,667
000453	MEDICAL RECORDS CLERK	$41,951
000898	MICROFILMER	$35,641
001041	MT/SC OPERATOR	$14,331
001855	REIMBURSEMENT CLERK	$22,371
001823	SOCIAL WORKER AIDE	$22,065
001674	STUDENT SERVICES ASST	$35,244
000710	SWITCHBOARD OPERATOR	$184,127
000946	TELETYPE OPERATOR	$7,924
001441	TELETYPE OPERATOR SR	$1,454
002243	TYPING SERVICES COORDINATOR	$14,466
000737	UNEMPLOYMENT CLAIMS CLERK	$571,595
001942	WORD PROCESSING OPERATOR 1	$70,529
001943	WORD PROCESSING OPERATOR 2	$157,823
001944	WORD PROCESSING OPERATOR 3	$41,290

PAY EQUITY REPORT
COST OF ADJUSTING FEMALE-DOMINATED CLASSES AS OF FEBRUARY 1983
(SUBJECT TO CHANGE)

UNIT=TECHNICAL

CLASS	TITLE	COST
000774	ACCOUNTING TECHNICIAN	$141,966
002305	ALCOHOL PROBLEM ASSESSOR	$2,087
000112	BACTERIOLOGY AIDE	$18,408
000116	BEAUTY OPERATOR	$12,310
000117	BEAUTY SHOP INSPECTOR	$5,581
000152	CEREAL CHEMIST	$5,135
000225	DENTAL ASSISTANT	$4,267
001623	DENTAL ASSISTANT REGISTERED	$24,740
000227	DENTAL HYGIENIST	$5,229
000308	LIBRARY TECHNICIAN	$112,256
000411	MEDICAL LABORATORY TECHNICIAN 1	$63,663
000864	MEDICAL LABORATORY TECHNICIAN 2	$24,243
000875	MEDICAL RECORDS TECHNICIAN	$11,537
001475	MEDICAL RECORDS TECHNICIAN SR	$9,263
001020	PHARMACY TECHNICIAN	$21,383
000798	RADIOLOGIC TECHNOLOGIST	$62,565

PAY EQUITY REPORT
COST OF ADJUSTING FEMALE-DOMINATED CLASSES AS OF FEBRUARY 1983
(SUBJECT TO CHANGE)

---------- UNIT=GENERAL PROF ----------

CLASS	TITLE	COST
001376	COLLEGE CENTER PROGRAM COORD	$32,895
002052	COMMUNITY SVCS PROGRAM SPEC 1	$2,017
002053	COMMUNITY SVCS PROGRAM SPEC 2	$2,603
001911	CORRECTIONAL INST EDUC ADVISOR	$1,149
002350	CORRECTIONS BEHAVIOR THERAPIST	$2,767
001615	DENTAL HYGIENE PROG SUPV	$4,595
000234	DIETITIAN 1	$36,697
000262	ELECTION PROCEDURES ADVISOR	$3,189
001409	EMPLOYEE DEVELOPMENT SPEC 1	$2,157
001794	EMPL & TRNG PROGRAM SPEC 2	$821
000832	HEALTH PROGRAM REPRESENTATIVE	$22,676
000369	HEALTH SERVICES ANALYST 2	$2,627
000953	INSTITUTION COMMUNITY REL COORD	$7,879
000428	LIBRARIAN	$45,423
001393	LIBRARIAN SENIOR	$12,756
000455	MEDICAL TECHNOLOGIST 1	$7,410
002080	MUSIC THERAPIST	$16,486
000480	NUTRITIONIST	$10,341
002082	OCCUPATIONAL THERAPIST	$13,455
002083	OCCUPATIONAL THERAPIST SENIOR	$4,970
001684	PHYSICAL THERAPIST 2	$5,018
000691	SPEECH PATHOLOGIST	$17,914
002178	VOC EDUC TECH UPDATING SPEC	$906
000755	VOLUNTEER SERVICES COORDINATOR	$23,517

PAY EQUITY REPORT
COST OF ADJUSTING FEMALE-DOMINATED CLASSES AS OF FEBRUARY 1983
(SUBJECT TO CHANGE)

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---------- UNIT=SUPERVISORY ----------

CLASS	TITLE	COST
002093	ACCOUNT CLERK SUPERVISOR	$7,960
002096	ACCOUNTING TECHNICIAN SUPV	$8,152
000145	CAPITOL CHIEF OPERATOR	$1,477
002031	CENTRAL PAYROLL TEAM SUPV	$1,665
002102	CLERK 4 SUPERVISOR	$137,252
002103	CLERK STENOGRAPHER 4 SUPV	$4,963
002104	CLERK TYPIST 4 SUPV	$77,777
002065	COMMUNICATION CENTER SUPERVISOR	$3,681
002436	COOK SUPERVISOR	$3,002
000403	DATA ENTRY SUPERVISOR 1	$18,522
002354	DEVELOPMENTAL ACHIEV PROG SUPV	$1,407
002189	DIETITIAN 1 SUPERVISOR	$15,264
000235	DIETITIAN 2	$21,997
000237	DIRECTOR OF NURSES	$22,462
002134	EDP OPERATIONS TECHNICAL SUPV	$1,946
001308	HEALTH PHYSICIST 2	$1,454
002127	HEALTH PROGRAM AIDE SUPV	$19,526
000834	HEALTH PROGRAM REP PRINCIPAL	$10,950
002286	LEGAL SECRETARY SR SUPV	$7,627
002113	LIBRARY SUPERVISOR SR	$3,352
000454	MEDICAL RECORDS OFFICER	$2,627
000481	NUTRITIONIST SUPERVISOR	$4,924
002192	OFFICE SERVICES SUPERVISOR 1	$212,433
002172	REGISTERED NURSE ADMIN-SUPV	$55,413
002154	REGISTERED NURSE SUPV	$11,981
000610	RESIDENCE HALL DIRECTOR	$13,319
002414	REV WORD PROCESSING SHIFT SUPV	$2,603
001442	SECURITY COMMUN SYST MON SUPV	$2,345
000704	TYPING POOL SUPERVISOR	$12,800
001908	WORD PROCESSING CENTER SUPV	$17,150

COST OF ADJUSTING FEMALE-DOMINATED CLASSES AS OF FEBRUARY 1983
(SUBJECT TO CHANGE)

---------- UNIT=CONFIDENTIAL ----------

177

CLASS	TITLE	COST
000001	ACCOUNT CLERK	$3,869
000632	ACCOUNT CLERK SENIOR	$21,271
000774	ACCOUNTING TECHNICIAN	$8,798
000878	ACCOUNTING TECHNICIAN SENIOR	$2,462
001026	ADMINISTRATIVE SECRETARY	$230,652
002372	ADMINISTRATIVE SECRETARY SUPV	$4,690
000157	CHIEF COOK	$703
000177	CLERK 2	$34,369
001928	CLERK 3	$10,456
000642	CLERK 4	$16,321
002102	CLERK 4 SUPERVISOR	$3,092
000179	CLERK STENOGRAPHER 1	$2,831
000981	CLERK STENOGRAPHER 2	$28,675
002090	CLERK STENOGRAPHER 3	$19,933
000665	CLERK STENOGRAPHER 4	$76,699
002103	CLERK STENOGRAPHER 4 SUPV	$5,205
000180	CLERK TYPIST 1	$14,981
000980	CLERK TYPIST 2	$125,166
001929	CLERK TYPIST 3	$91,688
000666	CLERK TYPIST 4	$69,655
002104	CLERK TYPIST 4 SUPV	$6,288
000402	DATA ENTRY OPERATOR	$6,334
001384	DATA ENTRY OPERATOR SENIOR	$2,345
000237	DIRECTOR OF NURSES	$5,239
001977	EMPLOYEE DEVELOPMENT SUPV	$1,032
000292	EXECUTIVE 1	$101,590

PAY EQUITY REPORT
COST OF ADJUSTING FEMALE-DOMINATED CLASSES AS OF FEBRUARY 1983
(SUBJECT TO CHANGE)

201

UNIT=CONFIDENTIAL

CLASS	TITLE	COST
000293	EXECUTIVE 2	$23,851
000577	INFORMATION OFFICER 3	$1,232
000396	JANITOR	$2,658
000863	JANITOR SENIOR	$1,806
000427	LEGAL SECRETARY	$11,404
002286	LEGAL SECRETARY SR SUPV	$1,946
002192	OFFICE SERVICES SUPERVISOR 1	$36,754
002118	OFFICE SERVICES SUPERVISOR 2	$10,210
000881	PERSONNEL AIDE	$73,792
001486	PERSONNEL AIDE SENIOR	$105,491
002366	PERSONNEL AIDE SENIOR SUPV	$16,734
002426	PERSONNEL PAYROLL TECHNICIAN	$6,710
002428	PERSONNEL PAYROLL TECH PRIN	$2,684
001304	PLANNING GRANTS ANALYST SR	$844
001878	REGISTERED NURSE	$2,509
001880	REGISTERED NURSE SENIOR	$3,506
000677	SOCIAL WORKER	$2,667
002365	STAFF PROGRAM ASSISTANT	$1,618
001935	STAFF PROGRAM SUPERVISOR	$2,039
000710	SWITCHBOARD OPERATOR	$3,494
000704	TYPING POOL SUPERVISOR	$2,603
001908	WORD PROCESSING CENTER SUPV	$6,115
001942	WORD PROCESSING OPERATOR 1	$3,094
001943	WORD PROCESSING OPERATOR 2	$8,962

COST OF ADJUSTING FEMALE-DOMINATED CLASSES AS OF FEBRUARY 1983
(SUBJECT TO CHANGE)

---------- UNIT=EXCLUDED-WORK TIME ----------

CLASS	TITLE	COST
000001	ACCOUNT CLERK	$7,315
000774	ACCOUNTING TECHNICIAN	$2,005
000103	AUTOMOBILE DRIVER	$2,036
000113	BAKER	$3,398
001495	BEHAVIOR ANALYST 3	$4,111
000148	CASHIER	$2,733
000176	CLERK 1	$321,640
000177	CLERK 2	$80,437
001928	CLERK 3	$3,445
000179	CLERK STENOGRAPHER 1	$17,335
000981	CLERK STENOGRAPHER 2	$8,384
002090	CLERK STENOGRAPHER 3	$2,541
000665	CLERK STENOGRAPHER 4	$3,403
000180	CLERK TYPIST 1	$263,390
000980	CLERK TYPIST 2	$48,181
001929	CLERK TYPIST 3	$6,821
000666	CLERK TYPIST 4	$3,475
000865	COLLEGE LABORATORY ASSISTANT	$1,674
000197	COOK	$17,102
000206	CORRECTIONS AGENT	$8,416
000402	DATA ENTRY OPERATOR	$11,907
000233	DICTAPHONE OPERATOR	$2,501
001472	DRIVER & VEHICLE SERVICES AIDE	$13,622
001082	EMPLOYMENT SVCS ASSISTANT	$3,286
001673	FINANCIAL AIDS ASST	$2,764
000305	FOOD SERVICE WORKER	$78,419
001562	HUMAN SERVICES SPEC	$6,136
000421	LAUNDRY ASSISTANT	$10,572
000427	LEGAL SECRETARY	$7,279
000428	LIBRARIAN	$2,208
000430	LICENSED PRACTICAL NURSE 1	$31,645
001659	LICENSED PRACTICAL NURSE 2	$16,962
000455	MEDICAL TECHNOLOGIST 1	$797
000798	RADIOLOGIC TECHNOLOGIST	$8,371
001878	REGISTERED NURSE	$2,755
001880	REGISTERED NURSE SENIOR	$1,455
000710	SWITCHBOARD OPERATOR	$9,532
000740	UNEMP INSURANCE REPRESENTATIVE	$1,744
000913	VARITYPIST	$3,446
001943	WORD PROCESSING OPERATOR 2	$5,662

COST OF ADJUSTING FEMALE-DOMINATED CLASSES AS OF FEBRUARY 1983
(SUBJECT TO CHANGE)

250

---------- UNIT=EXCLUDED-ALL OTHER ----------

CLASS	TITLE	COST
000979	ACCOUNTING OFFICER INTER	$502
000665	CLERK STENOGRAPHER 4	$3,681
000180	CLERK TYPIST 1	$2,754
000980	CLERK TYPIST 2	$6,425
000293	EXECUTIVE 2	$2,256
001564	HUMAN SERVICES TECH	$6,097
002118	OFFICE SERVICES SUPERVISOR 2	$539
001943	WORD PROCESSING OPERATOR 2	$3,064
001944	WORD PROCESSING OPERATOR 3	$3,129

February 18, 1983

PAY EQUITY COST BY UNIT

Unit	Cost For Female Classes	Percent Distribution
1	$ 0	0.00 %
2	0	0.00
3	1,209,238	4.63
4	4,671,084	17.88
5	566,216	2.17
6	15,880,133	60.79
7	524,633	2.01
12	0	0.00
14	280,268	1.07
16	706,031	2.70
Comm Plan	2,284,419	8.75
Total	$ 26,122,022	100.00 %

February 18, 1983

PAY EQUITY COST BY FUND

Fund	Cost For Female Classes	Percent Distribution
General	$ 18,237,497	72.24 %
Trunk Highway	2,234,056	7.00
Game & Fish	149,304	2.38
Federal	759,687	2.67
Spec Rev/Ap	421,629	1.49
Manpwr Svcs	2,372,506	8.44
All Other	1,838,440	5.79
Total	$ 26,013,119	100.00 %

less because no data on temporary + emergency ees by fund

WAYS AND MEANS COMMITTEE LOG

Subcommittee No. 1

Date 6/23/83

Tape 128A, 127B

TAPE 128A

GENERAL GOVERNMENT HB5054 and SB484

HB5054 002	Rep. Mason	meeting convenes at 1:35 PM
004	Rep. Mason	comments re: today's agenda
007	Rep. Mason	comments re: HB5054 and what is being covered
013	Betsy Belshaw	begins explanation
024	Rep. Mason	requests any questions- So moved by Sen. Meeker: reading of proposal
036	Rep. Mason	ordered HB5054 to full committee
SB484 041	Sen. Day	begins presentation re: SB484
049	Sen. Hendrickson	speaks re: support of the bill as amended
055	Sen. Hendrickson	comments re: effect of the Bill
064	Sen. Hendrickson	comments re: classification and comparable worth study included
070	Sen. Hendrickson	comparison to neighboring states
079	Sen. Hendrickson	comments re: state courts employees inclusion
085	Sen. Hendrickson	comments re: amendments
089	Sen. Hendrickson	comments re: synopsis of AG's opinion
095	Rep. Mason	comments re: appointment and controversy involved
107	Sen. Hendrickson	continues re: unacceptable as amended; discussion re: task force vs. Executive Dept. involvement
122	Sen. Hendrickson	question re: where amendments derived from
123	Rick Burke	responds: explanation
137	Sen. Day	comments re: task force as a study group
146	Sen. Day	comments re: wording used in amendments
150	Sen. Day	comments re: need for legislative involvement
164	Sen. Day	comments re: creation of litigation
183	Sen. Day	comments re: cannery worker's statement
192	Sen. Day	comments re: independant review

WAYS AND MEANS COMMITTEE LOG

Subcommittee No. 1

Date 6/23/83

Tape 128A,127B

	TAPE 128A CONTINUED	
197	Rep. Springer	comments re: concurance and support of senator's statements
216	Sen. Btown	comments re: 2 previous commissions
229	Sen. Hendrickson	comments re: agreement to application limitation
255	Chuck Mendenhall	comments re: Public Employees System
263	Chuck Mendenhall	comments re: his reservations and oppositions to amendments as stated
271	Chuck Mendenhall	comments re: item #2
293	Kay Hutchison	comments re: amendments as proposed and their intent
325	Kay Hutchison	comments re: exclusion of some higher ed employees
344	Kay Hutchison	comments in reference to plan as displayed on board
353	Kay Hutchison	comments re: executive branch involvement
380	Kay Hutchison	comments re: livitation increase
388	Rep. Mason	comments re: his understanding of conflicts with amendments
420	Rep. Mason	continues re: adjustments
434	Rep. Mason	comments re: management by Executive Dept. vs. task force issue
	TAPE 127B	
002	discussion continues	
010	Anita Leach, Personnel Div.	comments re: addressing the issue
030	Anita Leach	comments re: comparable worth program origin
035	Anita Leach	comments re: continues re: how program functions
058	Rep. Mason	comments re: executive dept vs. task force possibility
070	Anita Leach	comments re: state of Oregon must live with outcome
080	John Yunker	comments re: executive Dept. and personnel div. involvement

WAYS AND MEANS COMMITTEE LOG

Subcommittee No. 1

Date 6/23/83

Tape 127B

TAPE 127B CONTINUED

100	Sherry Osher	comments re: support of task force
113	Rep. Mason	comments re: how he observes the conflict
121	Rep. Mason	comments re: proposal of change in amendment
136	Elenor Myers	question re: origin of funds being appropriated and who will manage funds; discussion
161	Rep. Katz	comments re: her service on previous task force done as cooperative experience
173	Rep. Mason	reference to board re: issues for policy
180	John Yunkers	comments re: budget and estimate
192	Sen. Meeker	comments re: concern from people conveying feeling of lack of interest: untrue
204	Rep. Mason	comments re: return to policy issue at a later date

Meeting adjourned at 2:40 PM

WAYS AND MEANS COMMITTEE LOG

(194)

Subcommittee No. 1

Date 7/1/83

Tape130A

GENERAL GOVERNMENT
TAPE 130A

SB484		
002	Rep. Mason	meeting convenes at 1:35 PM
003	Rep. Mason	comments re: today's agenda
010	Rep. Mason	comments re: amendments
013	Rick Burke	comments re: additional amendment
028	Rep. Mason	moves to full committee as amended- so ordered
HB2677		
036	Rep. Hanlon	explains amendment as proposed
043	Rep. Hanlon	comments re: effect of bill
050	Discussion re: HB2677	
052	Sen. Meeker	comments re: he wishes more information before voting
060	discussion re: requirements for a quarum	
073	meeting adjourned at 1:45 PM	

Senate Bill 484

As amended, Senate Bill 484 contains a statement of objectives, the organizational structure and expenditure limitation for financing a study and Task Force report to the next Regular Session on the subject of the comparability of value of work for most jobs in the state service.

The study will be conducted by contractors paid through the Personnel Division assessment. An expenditure limitation of $355,000 has been established for this purpose.

62nd LEGISLATIVE ASSEMBLY - 1983

JOINT WAYS AND MEANS COMMITTEE

Record of Subcommittee Proceedings

Bill No. SB 484

Agency Name or Bill Description Relating to the state compensation & classification system

Analysts: Legislative Fiscal Hutchison Executive

Date of Hearing	Comments and Action
June 24	Support of SB484A by Day Henderson & Springer
	Mendenhall support of A-Eng but amendment on limiting to services OK.
	Subcomm accept
	John - may return for added limitation increase if Task Force plan requires added amount also commitment to submit budget to Task Force
7/1/83	Adopt amendments - OUT TO Full - do pass

Subcommittee Chairman Mason

Designated to Carry: House MASON Senate BROWN Full Com. MASON

BUDGET REPORT - Joint Committee on Ways and Means - 62nd Legislative Assembly

Agency	Budget Page	LFO Analysis Page	Bill No.	Biennium
Executive Department	--	--	SB 484	1983-85

Subcommittee: General Government

Sens: Brown, Meeker

Reps: Hanneman, Mason

Rep. Tom Mason, Chairman

Date:

Prepared by: (Executive Department)

Jon Yunker

Reviewed by: (Legislative Fiscal Office)

Rick Burke

Budget Description	1981-83 Estimated Expenditures	1983-85 Governor's Printed Budget Recommendation	1983-85 Committee Recommendation	1983-85 Differences from Governor's Rec.
PERSONNEL DIVISION				
Other Funds	$ --	$ --	$355,000	$+355,000
POSITION SUMMARY				
Full-time equivalent positions	--	--	--	--

Other Funds revenues are from the Personnel Division's assessment to state agencies.

SUMMARY OF SUBCOMMITTEE ACTION

The Subcommittee increased the Personnel Division 1983-85 expenditure limitation by $355,000 to allow the Task Force on Compensation and Classification Equity, through the Personnel Division, and with the assistance of a private professional contractor, to complete a comparable worth study as described in Senate Bill 484.

BUDGET REPORT - Joint Committee on Ways and Means - 62nd Legislative Assembly

Agency	Budget Page	LFO Analysis Page	Bill No.	Biennium
Executive Department	--	--	SB 484	1983-85

Subcommittee: General Government

Sens: Brown, Meeker

Reps: Hanneman, Mason

Rep. Tom Mason, Chairman

Date:

Prepared by: (Executive Department)

Jon Yunker

Reviewed by: (Legislative Fiscal Office)

Rick Burke

Budget Description	1981-83 Estimated Expenditures	1983-85 Governor's Printed Budget Recommendation	1983-85 Committee Recommendation	Differences from Governor's Rec.
PERSONNEL DIVISION				
Other Funds	$ --	$ --	$355,000	$+355,000
POSITION SUMMARY				
Full-time equivalent positions	--	--	--	--

Other Funds revenues are from the Personnel Division's assessment to state agencies.

SUMMARY OF SUBCOMMITTEE ACTION

The Subcommittee increased the Personnel Division 1983-85 expenditure limitation by $355,000 to allow the Task Force on Compensation and Classification Equity, through the Personnel Division, and with the assistance of a private professional contractor, to complete a comparable worth study as described in Senate Bill 484.

SB 484
5232C

Amended

A-Engrossed

Senate Bill 484

Ordered by the Senate April 11
Including Senate Amendments dated April 11

Sponsored by Senators HENDRIKSEN, BROWN, DAY, GARDNER, KITZHABER, McCOY, McFARLAND, ROBERTS, RYLES, TROW, WYERS, Representatives BAUMAN, BRADBURY, BURROWS, CEASE, FAWBUSH, GOLD, HANLON, J. HILL, L. HILL, HOSTICKA, LEEK, MASON, McCRACKEN, PRIESTLEY, B. ROBERTS, SPRINGER, YOUNG, ZAJONC, Senators COHEN, FRYE, HAMBY, HANLON

SUMMARY

The following summary is not prepared by the sponsors of the measure and is not a part of the body thereof subject to consideration by the Legislative Assembly. It is an editor's brief statement of the essential features of the measure.

Declares state policy on equitable compensation based on comparability of value of work. Creates seven-member temporary Task Force on Compensation and Classification Equity. Requires report to Sixty-third Legislative Assembly. Appropriates [*$300,000*] $_____ for study.

Declares emergency, effective July 1, 1983.

A BILL FOR AN ACT

Relating to the state compensation and classification system; ~~appropriating money~~ limiting expenditures; and declaring an emergency.

Be It Enacted by the People of the State of Oregon:

SECTION 1. (1) It is declared to be the public policy of the State of Oregon ~~that~~ to attempt to achieve an equitable relationship ~~should exist~~ between the comparability of the value of work performed by persons in state service and the compensation and classification plans within the state system. To ~~attempt to achieve~~ further this end, a single, bias-free, sex-neutral point factor job evaluation system shall be applied to all jobs in state service, across job families to rank order jobs, to set salaries, and to create career ladders for advancement according to the value of the work performed.

(2) As used in this section, "comparability of value of work" means the value of the work measured by the needs of the employer and the knowledge, composite skill, effort, responsibility and working conditions required in the performance of the work.

(3) As used in this section, "compensation and classification plan" means the full range of work-related benefits, including but not limited to salary, fringe benefits, continuing education and career advancement opportunities for classified & management services and those in unclassified & exempt but comparable positions.

SECTION 2. (1) There is created a Task Force on State Compensation and Classification Equity consisting of seven members, three members appointed by the Governor and two members each by the President of the Senate and the Speaker of the House of Representatives.

(2) Persons appointed members of the task force shall be citizens of the State of Oregon well qualified by experience to make policy and recommendations necessary to achieve the public policy declared in section 1 of this Act.

(3) A member of the task force is entitled to compensation and expenses as provided in ORS 292.495.

SECTION 3. The task force created under section 2 of this Act shall:

NOTE: Matter in **bold face** in an amended section is new; matter [*italic and bracketed*] is existing law to be omitted.

Recycled Paper

(1) Evaluate the compensation and classification plans for persons in state service on the basis of objective, job-related criteria in order to determine explicit worth or value of all jobs, and to create specific career ladders.

(2) Apply the point factor evaluation system to determine where compensation and classification inequities exist based on comparability of the value of work, giving primary consideration to identifying and correcting inequities between female dominated and male dominated classes of employes in state service.

(3) Report to the Sixty-third Legislative Assembly all findings as may be required, to implement the principles of equitable compensation and classification based on comparability of value of work as part of the state compensation and classification plans and negotiated agreements, including but not limited to factor values, comparative job ratings, gender makeup of all job classifications, present salary structures, policy recommendations, cost estimates and proposed legislation for implementation of equitable compensation principles.

"SECTION 4. The Task Force on State Compensation and Classification Equity, through the Personnel Division, shall contract for such experts and technical or professional services as may be required for the completion of the study described in section 3 of this Act.

"SECTION 5. From funds available to the Personnel Division for the biennium beginning July 1, 1983, from fees, moneys or other revenues including personnel assessment, excluding federal funds, there is reserved to the Task Force on State Compensation and Classification Equity an amount not to exceed $355,000 to be expended by the Personnel Division for the completion of the study described in section 3 of this Act, as directed and approved by the task force.".

A-Engrossed

Senate Bill 484

Ordered by the Senate April 11
Including Senate Amendments dated April 11

Sponsored by Senators HENDRIKSEN, BROWN, DAY, GARDNER, KITZHABER, McCOY, McFARLAND, ROBERTS, RYLES, TROW, WYERS, Representatives BAUMAN, BRADBURY, BURROWS, CEASE, FAWBUSH, GOLD, HANLON, J. HILL, L. HILL, HOSTICKA, LEEK, MASON, McCRACKEN, PRIESTLEY, B. ROBERTS, SPRINGER, YOUNG, ZAJONC, Senators COHEN, FRYE, HAMBY, HANLON

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A BILL FOR AN ACT

Relating to the state compensation and classification system; ~~appropriating money~~ limiting expenditures; and declaring an emergency.

Be It Enacted by the People of the State of Oregon:

SECTION 1. (1) It is declared to be the public policy of the State of Oregon that an equitable relationship should exist between the comparability of the value of work performed by persons in state service and the compensation and classification plans within the state system. To attempt to achieve this end, a single, bias-free, sex-neutral point factor job evaluation system shall be applied to all jobs in state service, across job families to rank order jobs, to set salaries, and to create career ladders for advancement according to the value of the work performed.

(2) As used in this section, "comparability of value of work" means the value of the work measured by the needs of the employer and the knowledge, composite skill, effort, responsibility and working conditions required in the performance of the work.

(3) As used in this section, "compensation and classification plan" means the full range of work-related benefits, including but not limited to salary, fringe benefits, continuing education and career advancement opportunities for classified, management services and comparable unclassified positions.

SECTION 2. (1) There is created a Task Force on State Compensation and Classification Equity consisting of seven members, ~~three members~~ to be appointed by the Governor ~~and two members each by the President of the Senate and the Speaker of the House of Representatives~~.

(2) Persons appointed members of the task force shall be citizens of the State of Oregon well qualified by experience to make policy and recommendations necessary to achieve the public policy declared in section 1 of this Act.

(3) A member of the task force is entitled to compensation and expenses as provided in ORS 292.495.

SECTION 3. The task force created under section 2 of this Act shall:

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Recycled Paper

(1) Evaluate the compensation and classification plans for persons in ~~state service~~ on the basis of objective, job-related criteria in order to determine explicit worth or value of ~~all jobs~~, and to create specific career ladders.

(2) Apply the point factor evaluation system to determine where compensation and classification inequities exist based on comparability of the value of work, giving primary consideration to identifying and correcting inequities between female dominated and male dominated classes of employes in state service.

(3) Report to the Sixty-third Legislative Assembly all findings as may be required, to implement the principles of equitable compensation and classification based on comparability of value of work as part of the state compensation and classification plans and negotiated agreements, including but not limited to factor values, comparative job ratings, gender makeup of all job classifications, present salary structures, policy recommendations, cost estimates and proposed legislation for implementation of equitable compensation principles.

(4) Contract for ~~or procure on a fee or part-time basis, or both,~~ such experts, technical or other professional services as ~~the task force may require~~ for the completion of ~~its duties~~.

SECTION 4. There is appropriated to the Task Force on State Compensation and Classification Equity, for the biennium beginning July 1, 1983, out of the General Fund, the sum of $_____ for the purpose of carrying out the provisions of this Act.

SECTION 5. Sections 2 ~~and 3~~ of this Act are repealed June 30, 1985.

SECTION 6. This Act being necessary for the immediate preservation of the public peace, health and safety, an emergency is declared to exist, and this Act takes effect July 1, 1983.

$34,000 or $37,000 ??

6/24

62nd OREGON LEGISLATIVE ASSEMBLY--1983 Regular Session

A-Engrossed

Senate Bill 484

Ordered by the Senate April 11
Including Senate Amendments dated April 11

Sponsored by Senators HENDRIKSEN, BROWN, DAY, GARDNER, KITZHABER, McCOY, McFARLAND, ROBERTS, RYLES, TROW, WYERS, Representatives BAUMAN, BRADBURY, BURROWS, CEASE, FAWBUSH, GOLD, HANLON, J. HILL, L. HILL, HOSTICKA, LEEK, MASON, McCRACKEN, PRIESTLEY, B. ROBERTS, SPRINGER, YOUNG, ZAJONC, Senators COHEN, FRYE, HAMBY, HANLON

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A BILL FOR AN ACT limiting expenditures

Relating to the state compensation and classification system; [appropriating money] and declaring an emergency.

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SECTION 1. (1) It is declared to be the public policy of the State of Oregon to attempt to achieve an equitable relationship [should exist] between the comparability of the value of work performed by persons in state service and the compensation and classification plans within the state system. To [attempt to] further achieve this end, a single, bias-free, sex-neutral point factor job evaluation system shall be applied to all jobs in state service, across job families to rank order jobs, to set salaries, and to create career ladders for advancement according to the value of the work performed.

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SECTION 2. (1) ~~There is~~ created a Task Force on State Compensation and Classification Equity consisting of seven members, three members appointed by the Governor and two members each by the President of the Senate and the Speaker of the House of Representatives.

(2) Persons appointed members of the task force shall be citizens of the State of Oregon well qualified by experience to make policy and recommendations necessary to achieve the public policy declared in section 1 of this Act.

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Recycled Paper

classified and those in unclassified and exempt but comparable positions

(1) Evaluate the compensation and classification plans for persons in state [service] on the basis of objective, job-related criteria in order to determine explicit worth or value of [all jobs] and to create specific career ladders. those services and positions

(2) Apply the point factor evaluation system to determine where compensation and classification inequities exist based on comparability of the value of work, giving primary consideration to identifying and correcting inequities between female dominated and male dominated classes of employes in state service.

(3) Report to the Sixty-third Legislative Assembly all findings as may be required, to implement the principles of equitable compensation and classification based on comparability of value of work as part of the state compensation and classification plans and negotiated agreements, including but not limited to factor values, comparative job ratings, gender makeup of all job classifications, present salary structures, policy recommendations, cost estimates and proposed legislation for implementation of equitable compensation principles.

[(4) Contract for or procure on a fee or part-time basis, or both, such experts, technical or other professional services as the task force may require for the completion of its duties.

SECTION 4. There is appropriated to the Task Force on State Compensation and Classification Equity, for the biennium beginning July 1, 1983, out of the General Fund, the sum of $_____ for the purpose of carrying out the provisions of this Act.

SECTION 5. Sections 2 and 3 of this Act are repealed June 30, 1985.

SECTION 6. This Act being necessary for the immediate preservation of the public peace, health and safety, an emergency is declared to exist, and this Act takes effect July 1, 1983.]

Section 4. The Executive Department through the Personnel Division shall contract for such experts, technical or professional services including those of the Executive Department and Personnel Division as may be required for the completion of the study described in section 3 of this Act, subject to the recommendation and approval of the Task Force.

"SECTION 5. Notwithstanding any other law, the amount of $325,000 is established for the biennium beginning July 1, 1983, as the maximum limit of expenses from fees, moneys or other revenues including personnel assessment, excluding federal funds, collected or received by the Personnel Division for purposes of executing the contract described in section 4 of this Act.".

SECTION 6 4. Sections 2 and 3 of this Act are repealed June 30, 1985.

SECTION 7 5. This Act being necessary for the immediate preservation of the public peace, health and safety, an emergency is declared to exist, and this Act takes effect July 1, 1983.

CONCERNS ON COMPARABLE WORTH - SENATE BILL 484

Comparable Worth is a concept for pay setting which would replace the existing pay-setting laws and traditions of the State of Oregon. American society and the State of Oregon as an employer have what can be described as a market place -- tempered by collective bargaining -- system of pay setting. Employers, including the state, determine the number and type of employes they need to carry out organizational activities and pay competitive rates of pay to acquire the necessary number and quality of employes. The pure market place system of pay setting has been affected over decades by collective bargaining whereby unions effectively represent employes to secure improved pay and working conditions.

In our present system, both national and state laws require Equal Pay For Equal Work. This concept generally requires that employers pay all persons doing the same job the same amount of money. Comparable Worth is <u>not</u> Equal Pay For Equal Work. It is a broader concept which is based on a refined job evaluation system that determines the value to society or the employer of dissimilar jobs within an organization to ensure that all jobs of comparable value are paid on a consistent basis.

There seems little question that there is some validity to the arguments in favor of Comparable Worth. It appears probable that governmental entities will continue to move toward the adoption of Comparable Worth as a pay-setting standard. It is important not to move too rapidly to avoid creating greater inequities in the future than exist today.

A-Eng. SB 484 now being considered by the Joint Committee on Ways and Means should be amended.

It is premature for the Legislature to adopt a flat policy stating "comparability of the value of work performed" as the pay-setting policy of the State of Oregon. Significant study and education of all employers of the state service and members of the Legislature needs to take place before a clear statement of policy is adopted by the Legislature. The existing policy statement should be replaced with a statement that it is the policy of the state to study this new concept and to adopt appropriate policy statements as soon as a clear understanding of the impacts on state government are identified. This probably can occur during the 1985 Session of the Legislature.

It is important that a study of such a significant change in basic state policy should be reviewed by an independent task force. Seven members for such a task force is an appropriate number. It is important, however, to ensure that the persons appointed to the task force not only be knowledgeable in personnel classification systems and current pay-setting practices of the State of Oregon but that the varied attitudes toward Comparable Worth be represented on the task force. To ensure this proper representation of existing attitudes, the appointing authority should be concentrated. Ideally, all seven members of the task force should be appointed by the Governor.

The way A-Eng. SB 484 exists now, all persons in state service must be evaluated. It is inappropriate to evaluate legislative or judicial employes, unclassified academics, elected officials, and heads of agencies or other high level executives in the exempt or unclassified service. The bill should be amended to require evaluation of only classified service, management service, and unclassified positions that are counterparts of positions in the classified service.

One of the duties of the task force in A-Eng. SB 484 is to contract for outside consultants. A study such as this should involve heavy involvement of the Personnel Division of the Executive Department and other personnel specialists throughout state government. An effective study will require the use of a qualified contract consultant who has proven expertise in the study of Comparable Worth. The best approach would be to have the Executive Department select the most qualified consultant after opening a request for proposal. The contract should be subject to the approval of the task force.

The bill now appropriates $300,000 from the General Fund to finance this study. Significant moneys are needed for an effective study. The best approach would use the personnel assessment mechanism for financing such a study rather than a General Fund appropriation. An additional $355,000 of expenditure limitation on the personnel assessment should be provided the Personnel Division in the bill, replacing the $300,000 General Fund appropriation. Acknowledgment should be made by the Committee that additional personnel assessments may be authorized by the Emergency Board if additional financing is recommended by the task force during the study. This may be necessary to achieve the goal of an effective, thorough study with recommendations available in time for the 1985 Legislative Assembly.

TIME AND COST ESTIMATES
FOR PLAN "A"
(Personnel Division Performs Study)

	Estimated Time in Manhours Personnel Division	Estimated Cost
Cost of Task Force		$ 20,000
Initial Orientation and Staff Work with Task Force (3 FTE)	240	4,250
Public Relations (3 FTE)	480	8,500
Data Gathering and Preliminary Design (3FTE)	480	8,500
Systems Development including testing and validating (3 FTE)	1,920	34,000
Preparatory work with Class Specification (2 FTE)	160	2,050
Factor Class Specifications (4 FTE)[1]	9,600	168,700
Train Staff (12 FTE)	480	8,500
Clerical Support (1 FTE)	3,120	19,700
Data Processing Support (1 FTE)	400	7,525
Application of System to Salary Plan (2 FTE)	320	6,500
Draft Report for Task Force (3 FTE)	240	4,250
Printing and Distribution		1,200
Data Processing		23,900
Consultant Services		5,000
TOTAL	17,440	$ 322,575[2]

[1]This estimate is based on time and cost for factoring specifications and job categories for which the Personnel Division presently has salary setting authority.

[2]It is estimated that additional funds in this amount will be required to fund staffing for the project plus monies for printing, data processing and consulting services. Cost based on 4.3 FTE professional staff and 1 FTE clerical staff for 18 months. Cost of Task Force of $20,000 is included in this figure (travel, per diem and public meetings).

Time and Cost Estimates
Alternative B
(Shared Responsibility - Consultant and Personnel Division)

	Estimated Time in Manhours Personnel Division	Estimated Cost	Consultant Time in Hours
Cost of Task Force		$ 20,000	
Initial Orientation and Staff Work with Task Force (3 FTE)	240	4,250	
Work with Task Force - duration of project			144
Public Relations (3 FTE)	480	8,500	
Data Gathering (3 FTE)	240	4,250	160
Preparatory Work with class specifications (2 FTE)	160	2,050	20
System Development			120
Test System and Evaluation (4 FTE)	320	4,100	80
Adjust System			80
Staff Training (12 FTE)	480	8,500	40
Factor Class Specification (4 FTE)	9600	168,700	80
Conferring and Validating (3 FTE)	240	4,250	80
Clerical Support (1 FTE)	3120	19,700	
Data Processing Support (1 FTE)	400	7,525	
Application of System to Salary Plan (2 FTE)	320	6,500	40
Draft Report for Task Force (2 FTE)	160	2,745	40

	Estimated Time in Manhours Personnel Division	Estimated Cost	Consultant Time in Hours
Printing and Distribution		1,216	
Data Processing		5,000	
Sub-Total	15,760	$267,286[1]	$88,400 (884 hrs @ $100/hr)
Total		$355,686	

[1]It is estimated that additional funds in this amount will be required to fund staffing for this project plus monies for printing and data processing. The cost is based on 3.6 FTE professional staff and 1 FTE clerical staff for 18 months. Cost of Task Force of $20,000 is also included in this figure (travel, per diem and public meetings).

TIME AND COST ESTIMATES
ALTERNATIVE C
(Primary Responsibility Consultant)

	Estimated Time in Manhours Personnel Division	Estimated Cost	Consultant Time in Hours
Cost of Task Force		$20,000	
Initial Orientation and staff work with Task Force (2 FTE)	320	5,770	
Work with Task Force duration of project			288
Public Relations (3 FTE)	480	8,500	
Data Gathering (3 FTE)	240	4,250	160
Preparatory work with class specifications (2 FTE)	160	2,050	20
System Development			120
Test System and Evaluation			80
Adjust System			80
Factor Class Specifications (1 FTE)	1,800	30,900	1,800
Conferring and Validating (3 FTE)	240	4,250	120
Application of system to Salary plan (2 FTE)	160	3,250	80
Staff Training (12 FTE)	480	8,500	40
Clerical Support (1 FTE)	3,120	19,700	
Draft Report for Task Force (1 FTE)	40	690	120
Data Processing		5,000	
Printing		1,216	
Sub-Total	7,040	$114,076[1]	$ 290,800 (2908 hrs @ $100/hr)
TOTAL		$404,876	

[1]It is estimated that additional funds in this amount will be required to fund staffing for the project plus printing and data processing costs. The cost is based on 1 FTE professional staff and 1 FTE clerical staff for 18 months. Cost of Task Force of $20,000 is also included in this figure (travel, per diem and public meetings).

FLOOR SPEECH FOR SENATE BILL 484

THE WAGE GAP BETWEEN WOMEN AND MEN IS ONE OF THE OLDEST AND MOST PERSISTENT SYMPTOMS OF SEXUAL INEQUALITY IN THE UNITED STATES. WHILE MANY BELIEVE THAT THE SITUATION OF EMPLOYED WOMEN HAS IMPROVED THE FACTS INDICATE OTHERWISE. ON A NATIONAL LEVEL WOMEN WHO WORK FULL TIME, YEAR ROUND EARN APPROXIMATELY 59¢ FOR EVERY DOLLAR EARNED BY MEN WORKING FULLTIME YEAR ROUND. THIS PAY INEQUITY HAS BEEN ESSENTIALLY THE SAME SINCE AT LEAST 1930.[1]

WHAT HAS CHANGED IS THAT THERE ARE MORE WOMEN IN THE WORK FORCE. WOMEN ACCOUNTED FOR NEARLY 3/5th OF THE INCREASE IN THE CIVILIAN LABOR FORCE IN THE LAST DECADE --- 13 MILLION WOMEN ENTERED THE LABOR FORCE COMPARED TO 9 MILLION MEN.[2] THESE WOMEN WORK OUT OF ECONOMIC NEED, NEARLY 2/3RD OF WOMEN IN THE LABOR FORCE IN 1979 WERE SINGLE, WIDOWED, DIVORCED, SEPARATED OR HAD HUSBANDS EARNING LESS THAN $10,000 A YEAR.[3] AND MILLIONS OF THESE WOMEN HAVE THE DOUBLE RESPONSIBILITY OF WORKING AND MAINTAINING A HOME FOR THEIR CHILDREN. WHILE THE NUMBER OF WORKING WOMEN HAS MORE THAN TRIPLED SINCE WORLD WAR II, THE NUMBER OF WORKING MOTHERS HAS INCREASED MORE THAN TEN FOLD. IN 1979, FOR EXAMPLE, 55% OF ALL MOTHERS WITH CHILDREN UNDER 18 WERE WORKING AND 45% OF MOTHERS WITH PRESCHOOL CHILDREN WERE WORKING.

IT IS ABSOLUTELY CLEAR THAT WOMEN WORK OUT OF ECONOMIC NEED TO SUPPORT THEMSELVES AND THEIR FAMILIES.

~~WOMEN WORK BECAUSE THE DIVORCE RATE IN THE UNITED STATES IS~~ AND ESTIMATES ARE THAT AS MANY AS 3/4TH OF DIVORCED OR SEPARATED WOMEN WITH CHILDREN RECEIVE NO FINANCIAL ~~HELP FROM THEIR EX~~ HUSBAND.

1 U.S. Dept of Labor Statistics, 1980
2 same 3 same

WOMEN WORK BECAUSE POVERTY LEVEL INCOME FOR A FAMILY OF FOUR IS $(.286 AND IT TAKES TWO INCOMES FOR SOME FAMILIES TO STAY ABOVE IT.

WOMEN WORK BECAUSE LEGISLATORS IN STATE AND FEDERAL GOVERNMENT REFUSE TO SUPPORT ADEQUATE SOCIAL PROGRAMS FOR WOMEN TO HAVE THE OPTION OF STAYING HOME AND RAISING CHILDREN.

WOMEN WORK BECAUSE THEY ARE CLAIMING AN ACTIVE ROLE IN SHAPING OUR EXTERNAL SOCIETY.

SEX SEGREGATION

REGARDLESS OF WHY A WOMAN ENTERS THE WORK FORCE, IT IS ALSO CLEAR THAT SHE WILL MORE THAN LIKELY FIND A LOW PAYING, DEAD END JOB IN A SEX SEGREGATED WORKFORCE.

IN THE 1970'S, MORE THAN 40% OF ALL WOMEN WORKERS WERE EMPLOYED IN ONLY 10 OCCUPATIONS: SECRETARY, RETAIL TRADE SALESWORKER, BOOKKEEPER, PRIVATE HOUSEHOLD WORKER, ELEMENTARY SCHOOL TEACHER, WAITRESS, TYPIST, CASHIER, SEWER AND STITCHER AND REGISTERED NURSE. MEN, ON THE OTHER HAND, ARE SPREAD AMONG ALL JOB CATEGORIES. FOR EXAMPLE, LESS THAN 20% OF ALL MALE EMPLOYEES ARE FOUND IN THE 10 LARGEST MALE DOMINATED OCCUPATIONS. 4

I'M SURE EACH OF YOU RECOGNIZED WHEN I READ THE TEN JOBS A MOMENT AGO THAT THEY WERE AMONG THE LOWEST PAYING OCCUPATIONS. THOUGH THERE HAVE BEEN SOME CHANGES IN WOMEN'S WORK, THE ENTRY OF NEW WOMEN WORKERS INTO TRADITIONALLY FEMALE JOBS HAS NOT BEEN MATCHED BY THE MOVEMENT OF WOMEN INTO HIGHER PAYING MALE JOBS. THIS CONCENTRATION OF WOMEN IN A NARROW RANGE OF LOW-PAYING JOBS IN THE SINGLE MOST IMPORTANT CAUSE OF THE WAGE GAPE BETWEEN MEN AND WOMEN.

~~LET ME BE CLEAR ABOUT THE PROBLEM: WOMEN PERFORMING SIMILAR JOBS WITH COMPARABLE DUTIES, RESPONSIBILITIES AND WORKING CONDITIONS ARE OFTEN PAID LESS THAN MEN IF THEIR JOBS ARE IN FIELDS~~

4 Nat'l Committee on Pay Equity 9/16/82

LET ME BE CLEAR ABOUT THE PROBLEM: WOMEN PERFORMING SIMILAR JOBS WITH COMPARABLE DUTIES, RESPONSIBILITIES AND WORKING CONDITIONS ARE OFTEN PAID LESS THAN MEN IF THEIR JOBS ARE IN FIELDS HISTORICALLY DOMINATED BY WOMEN. THIS DISCRIMINATORY PRACTICE IS INSTITUTIONALIZED IN OUR BASIC WAGE STRUCTURE.

THOSE WHO ARGUE THAT THIS WAGE STRUCTURE IS FREE ENTERPRISE OR MARKET PLACE ECONOMY ARE SAYING THAT IT IS ACCEPTABLE FOR THE MARKETPLACE TO SEGREGATE WORKERS INTO LOW-PAYING OCCUPATIONS ON THE BASIS OF SEX. BUSINESS INTERESTS ARGUED FREE ENTERPRISE AGAINST MINIMUM WAGES, CHILD LABOR RESTRICTIONS AND EQUAL PAY FOR EQUAL WORK, BUT OVERWHELMING EVIDENCE PRESENTED BEFORE THE LABOR COMMITTEE IN THE HEARINGS ON THIS BILL SHOWED THAT THIS SYSTEM OF WAGE INEQUITY CONTRADICTS THE MARKET THEORY OF SUPPLY AND DEMAND AND IS A RESULT OF SEX DISCRIMINATION.

SENATE BILL 484 ATTEMPTS TO ADDRESS A SMALL SEGMENT OF THIS LARGE, SOCIAL PROBLEM. THE BILL DIRECTS A TASK FORCE ON STATE COMPENSATION AND CLASSIFICATION EQUITY TO STUDY HOW THE VALUE OF WORK PERFORMED BY PERSONS IN STATE SERVICE COMPARES TO THEIR COMPENSATION PLAN. "VALUE OF WORK" IS MEASURED BY THE NEEDS OF THE EMPLOYER AND THE KNOWLEDGE, SKILL, EFFORT, RESPONSIBILITY AND WORKING CONDITIONS REQUIRED IN THE PERFORMANCE OF THE WORK.

DATA PRESENTED IN TESTIMONY AT THE HEARINGS INDICATES THAT EMPLOYEES IN STATE SERVICE MIRROR THE WAGE GAP BETWEEN WOMEN AND MEN NATIONALLY. IN THE TOP PAY RANGE OVER $29,500, AS OF JUNE 30, 1982, WOMEN REPRESENT 9% OR 46 POSITIONS, WHILE MEN HOLD 91% OR OR 448 OF THE TOP JOBS.

AT THE BOTTOM OF THE PAY SCALE, LESS THAN $10,700 PER YEAR, WOMEN HOLD 90% OR 1529 jobs while men hold 177 or 10% of the jobs.

~~SECTION 1. of the bill declares it to be the policy of the StaTE~~

SECTION 1 OF THE BILL DECLARES IT TO BE THE POLICY OF THE STATE OF OREGON THAT SALARIES FOR THE STATE EMPLOYEES SHOULD BE BASED UPON VALUE OF WORK PERFORMED AND NOT UPON THE SEX OF THE WORKERS IN THAT JOB. THE BILL SAYS:

> "IT IS DECLARED TO BE THE PUBLIC POLICY OF THE STATE OF OREGON THAT AN EQUITABLE RELATIONSHIP SHOULD EXIST BETWEEN THE COMPARABILITY OF THE VALUE OF WORK PERFORMED BY PERSONS IN STATE SERVICE AND THE COMPENSATION AND CLASSIFICATION PLANS WITHIN THE STATE SYSTEM. TO ATTEMPT TO ACHIEVE THIS END A SINGLE, BIAS-FREE, SEX-NEUTRAL POINT FACTOR JOB EVALUATION SYSTEM SHALL BE APPLIED TO ALL JOBS IN STATE SERVICE..."

THE BILL MANDATES AN OBJECTIVE, COMPREHENSIVE STUDY OF THE SYSTEM WE HAVE HERE IN OUR STATE FOR COMPENSATING STATE EMPLOYEES. THE CURRENT SYSTEM ESTABLISHED IN THE EARLY 1940's LACKS OBJECTIVITY AND CONSISTENCY, LENDS ITSELF TO INTERNAL INEQUITIES AND CONTAINS NO METHOD OF RATING JOBS FOR THEIR LEVEL OF DIFFICULTY TO THE EMPLOYEE OR VALUE TO THE EMPLOYER. THE CURRENT SYSTEM PERPETUATES SEX DISCRIMINATION CAUSED BY SEGREGATION OF WOMEN INTO LOW-PAYING JOBS.

SECTION 2 OF THE BILL CREATES THE TASK FORCE.

SECTION 3 OF THE BILL DIRECTS THE TASK FORCE TO REPORT TO THE NEXT LEGISLATURE ALL FINDINGS REQUIRED TO IMPLEMENT PRINCIPLES OF EQUAL COMPENSATION FOR WORK OF EQUAL VALUE INCLUDING FACTOR VALUES; COMPARATIVE JOB RATINGS; SALARY STRUCTURES; POLICY RECOMMENDATIONS; COST ESTIMATES; AND NECESSARY LEGISLATION FOR IMPLEMENTATION. IN THE PAST YEARS SEVERAL OTHER STATES HAVE DONE JUST SUCH A STUDY_____

WASHINGTON (1974); MINNESOTA (1978); NEBRASKA (1978);IDAHO (1975); MICHIGAN (1980); NEW JERSEY (1977); WISCONSIN (1979); GEORGIA (1977) IOWA (1983) and CALIFORNIA (1979).

OPPONENTS OF PAY EQUITY ARGUE A STUDY WILL RESULT IN LITIGATION AND STATE LIABILITY FOR EMPLOYMENT DISCRIMINATION BASED ON TITLE VII OF THE CIVIL RIGHTS ACT OF 1964 WHICH PROHIBITS DISCRIMINATION ON THE BASIS OF SEX. A STUDY CANNOT CREATE LIABILITY. THE STATE OF OREGON CAN ONLY BE HELD LIABLE FOR EMPLOYMENT DISCRIMINATION UNDER TITLE VII IF IT INTENTIONALLY DISCRIMINATES AGAINST A CLASS OF EMPLOYEES. IF THIS DISCRIMINATION IS OCCURRING, A GOOD FAITH EFFORT TO ADDRESS THE PROBLEM NOW WITH WELL THOUGHT OUT LEGISLATION WILL ONLY REDUCE THE POTENTIAL LIABILITY. NO STATE THAT HAS STUDIED THE RELATIONSHIP BETWEEN THE VALUE OF WORK AND WAGES AND VOLUNTARILY ATTEMPTED TO REDUCE INEQUITIES HAS BEEN FACED WITH A LAWSUIT.

AS YOU CAN SEE IN SECTION 4, LINE 16, THE BILL HAS NO DOLLAR AMOUNT. A THOROUGH EXAMINATION OF EXISTING RESOURCES AND ALTERNATIVE APPROACHS IS UNDERWAY TO ASSURE AN EFFECTIVE STUDY AT THE LOWEST COST TO THE STATE. THE WAYS AND MEANS COMMITTEE WILL RESOLVE THIS ISSUE.

AS LEGISLATORS WE HAVE A DUTY TO EXAMINE AND ADDRESS THE RELATIONSHIP BETWEEN PAY EQUITY AND THE ECONOMIC STATUS OF WOMEN AND THIER CHILDREN. THE FEDERAL GOVERNMENT PREDICTS THAT BY THE YEAR 2000, ALMOST EVERY FAMILY LIVING IN POVERTY WILL BE HEADED BY A WOMAN. THIS IS CALLED THE FEMINIZATION OF POVERTY. POVERTY IS A WOMEN'S ISSUE. WAGES ARE A WOMEN"S ISSUE.

JUDY GOLDSMITH, THE PRESIDENT OF THE NATIONAL ORGANIZATION OF WOMEN EXPLAINED IN THE LABOR COMMITTEE HEARINGS

" SEX DISCRIMINATION IN THE JOB MARKET HAS LEAD TO THE FEMINIZATION OF POVERTY. THE COST OF THIS SEX DISCRIMINATION IS BEING PAID BY WOMEN."

A YES VOTE FOR SENATE BILL 484 IS A VOTE FOR PAY EQUITY. NO MORE. NO LESS. I ASK YOU HERE TODAY TO VOTE IN FAVOR OF ECONOMIC EQUALITY FOR ALL PERSONS MALE OR FEMALE DOING WORK OF EQUAL VALUE FOR THE STATE OF OREGON.

484

Women's Rights Coalition

P.O. BOX 15058
SALEM, OR 97309

June 30, 1983

Rep. Tom Mason
State Capitol
Salem, Oregon 97310

Dear Tom:

I have worked with staff from Senator Hendriksen's office and Legislative Counsel to prepare amendments to SB 484 A. The following is our effort to clarify the role of the Task Force in relationship to the Personnel Division:

> "Section 4. The Task Force through the Personnel Division shall contract for such experts, technical or professional services as may be required for the completion of the study as described in section 3 of this Act.
> Section 5. From funds available to the Personnel Division for the biennium beginning July 1, 1983, from fees, moneys or other revenues including personnel assessment, excluding federal funds, there is reserved to the Task Force an amount not to exceed $355,000 to be expended by the Personnel Division for the completion of the study described in section 3 of this Act, as directed and approved by the Task Force."

This language should be substituted for the language included in -6 amendments to SB 484 and should also be substituted for the language contained in my letter to you dated June 28. I believe this represents the conceptual amendments agreed to by the subcommittee.

Sincerely,

Sherry

Sherry Oeser

xc: Senator Margie Hendriksen
Kay Hutchinson

Ripper signed off on policy statement. Rollem

Legislative Counsel
SB 484A-X
6/23/83 (g3)

PROPOSED AMENDMENTS TO A-ENGROSSED SENATE BILL 484

Delete the printed House amendments dated May 6.

On page 1 of the printed A-engrossed bill, line 2, delete "appropriating money" and insert "limiting expenditures".

In line 5, after "(1)" delete the rest of the line and lines 6 through 10 and insert "It is the purpose of this Act to direct a study of the new concept of the comparability of the value of work performed by persons in state service and the compensation and classification plans within the state system. When the study produces a clear understanding of the impact on the state of the new concept, the state should adopt state policies to implement the results of the study.".

In line 16, before the period insert "for classified and management services and for comparable unclassified positions".

In line 18, delete "three members" and insert "to be" and after "Governor" insert a period and delete the rest of the line and line 19.

On page 2, line 1, delete "service" and insert "classified and management services and those in unclassified but comparable positions".

In line 2, delete "all jobs" and insert "those services and positions".

In line 13, delete "(4)" and insert "SECTION 4. The Executive Department through the Personnel Division shall" and delete "or procure on a fee or part-time basis, or both,".

In line 14, delete "the task force may require" and insert "may be required" and delete "its duties." and insert "the study described in section 3 of this Act. The task force shall ~~review and approve~~ approve the contract.".

Delete lines 15 through 17 and insert:

"SECTION 5. Notwithstanding any other law, the amount of $355,000 is established for the biennium beginning July 1, 1983, as the maximum limit of

expenses from fees, moneys or other revenues including personnel assessment, excluding federal funds, collected or received by the Personnel Division for purposes of carrying out the study described in section 3 of this Act and in executing the contract described in section 4 of this Act.".

In line 18, delete "5" and insert "6" and delete "and 3" and insert "to 4".

In line 19, delete "6" and insert "7".

****

Women's Rights Coalition

P.O. BOX 15058
SALEM, OR 97309

June 28, 1983

Replaced by June 30

Rep. Tom Mason
State Capitol
Salem, Oregon 97310

Dear Tom:

Per our conversation yesterday, I have prepared amendments to SB 484-A-6. I believe these accurately reflect the consensus reached by the subcommittee regarding the Task Force's role in relationship to the Personnel Division.

Under SB 484 A-6, Section 4 reads:

"Section 4. The Executive Department through the Personnel Division shall contract for such experts, technical or other professional services as may be required for the completion of the study described in section 3 of this Act. The Task Force shall review and may approve the contract."

We would like Section 4 to read as follows and I have underlined the additions:

"Section 4. The Task Force through the Executive Department Personnel Division shall contract for such experts, technical or other professional services as may be required for the completion of the study described in section 3 of this Act. The Task Force shall approve all expenditures."

I believe this represents the intent of the subcommittee.

Sincerely,

Sherry

Sherry Oeser

Women's Rights Coalition

P.O. BOX 15058
SALEM, OR 97309

June 30, 1983

Rep. Tom Mason
State Capitol
Salem, Oregon 97310

Dear Tom:

I have worked with staff from Senator Hendriksen's office and Legislative Counsel to prepare amendments to SB 484 A. The following is our effort to clarify the role of the Task Force in relationship to the Personnel Division:

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This language should be substituted for the language included in -6 amendments to SB 484 and should also be substituted for the language contained in my letter to you dated June 28. I believe this represents the conceptual amendments agreed to by the subcommittee.

Sincerely,

Sherry Oeser

xc: Senator Margie Hendriksen
✓Kay Hutchinson

Hutchison

STRATEGIES FOR CREATING SOUND, BIAS-FREE JOB EVALUATION PLANS

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New York, New York 10019

STRATEGIES FOR CREATING SOUND, BIAS-FREE JOB EVALUATION PLANS

by

Helen Remick

INTRODUCTION

EEO specialists are currently interested in job evaluation systems for two reasons: present systems may be sex- and/or race-baised, and the development of relatively bias-free evaluation systems might provide a tool for correcting market-place inequities. This paper discusses possible sources of bias in point-factor evaluation systems, probable bias that existed in two examples of applications of systems, and implications for women and minorities of the outcomes of such applications. Finally, a model is presented for developing bias-free systems.

CONCERNS IN JOB EVALUATION SYSTEMS

There are four major areas in any job evaluation system in which bias can appear: factors evaluated, weighting of factors, application, and salary setting. All four areas must be bias-free before an evaluation system can be considered fair.

Factors Evaluated

Existing systems have tended to assign points to characteristics found primarily in male dominated jobs. Evaluation systems can be made bias-free not by eliminating factors found only in jobs held predominantly by one sex, but rather, by including a balance of those factors. A government sponsored study in Germany by Rohmert and Rutenfranz(1) discusses job characteristics showing sex differences as summarized below:

1. Light vs. heavy work. Male dominated jobs are often characterized by requirements for lifting heavy objects. Evaluation systems which include work conditions give points for heavy lifting requirements. However, female dominated jobs are not necessarily free of lifting requirements and often require repeated lifting of light (less than 30 lbs) objects. This repeated lifting is not given points in most evaluation systems. A bias-free system might give points for total weight lifted during a day or for total caloric output in lifting objects. Male jobs are also characterized as involving full body movement; however, female jobs often tend to involve repeated and confined use of only a few muscles. Evaluation systems should be altered to give value to both kinds of muscle use.

2. Spead and fine motor requirements. Female jobs are often characterized by speed and fine motor requirments; male jobs rarely include these elements, and evaluation systems rarely give weight to these factors.

10. Interpersonal skills. Female jobs have tended to demand greater interpersonal skills than male jobs. Interpersonal skills have not been highly valued in many job evaluation systems, and should be re-evaluated for possible increased points.

11. Level of schooling. Male jobs have tended to require higher educational level than female jobs. Many incumbents of female jobs have education levels far in excess of the stated minimum; in applying an evaluation system, the stated educational level should be verified to determine whether it has been over- or under-stated. (This factor may undergo some changes shortly. For the past five years there has been a shift in male/female ratios in higher education, and females with B.A. degrees now outnumber males nationally in community colleges and in several states. It will be interesting to see whether the present de-emphasis on schooling for young males and emphasis for females will affect education requirements in the work-place.

Already happening

12. On-the-job training. In general, male jobs involve considerably more on-the-job training than female jos; female jobs tend to require preexisting skills. Job evaluation systems should be checked for the relative weights given on-the-job training versus already aquired skills.

13. Interpretation of negative work condition factors. Job evaluation systems have traditionally put heavy weight on working in cold, wet, noisy, and dirty places, factors found most often in male jobs. Factors not considered but found in many female jobs include confinement to small spaces, restricted body movement, use of magnifying equipment (as in assembly of micro-circuitry), and noise from machines such as typewriters, telephones, key punches, and vacuum cleaners. Noise should be measured for both average and peaks, and the other factors not usually considered should be added to evaluation systems.

14. Clothing requirements. For most men's jobs, cost of clothing is proportionate to salary; custodians and factory workers have "uniforms" costing far less than those required for businessmen. On the other hand, clerical workers and receptionists, having salaries equal to or less than that of the custodian, are often required to maintain a standard of dress equal to that of their more highly paid bosses. Where uniforms are not furnished by companies, a factor should be added for cost of maintaining company required dress standards.

15. Deviation from standard work week. The salaries of many men's jobs have built into them a factor for deviation from the "normal" work week of Monday through Friday. Many women's jobs (e.g., nursing) have no such implicit factor. Where such a factor is not covered by labor agreements, it should be added to evaluation systems (2).

EEO EVALUATION OF TWO APPLICATIONS OF POINT-FACTOR SYSTEMS

Two recent studies of job evaluation systems were done for various groups of employees of Washington State. In analyzing these studies, it is apparent that both systems have built-in elements that produce sex bias and inhibit overall potential benefit to women employees (3).

The studies were applied to assess how effectively assigned job value points correlated with existing salaries, and are of particular interest because theoretically the State of Washington bases its employees' salaries on those of comparable jobs in the private sector. Thus, a comparison of points to salaries provided insight into the marketplace. The author also makes the assumption that because evaluation systems will only be accepted, implemented, and recommended by companies if the produced rank-ordering does not deviate substantially from previous practice, evaluation specialists have been motivated to develop systems highly imitative of market practices.

Willis System

The Willis System, developed by Norman D. Willis and Associates of Seattle and modeled after the Hay System, was applied twice to Washington State employees but implemented only once. In 1973, the top 242 management positions in the state government were studied, including that of the governor and seven other elected officials. At the time, management employees believed their salaries were out of line with those in the private sector and the study was seen not so much as a means of rank-ordering positions but of justifying increased wages. The legislature approved the evaluation, and wages were increased as a result, although not to the level of comparable jobs in the private sector. The greatest beneficiary of the study was the governor, whose salary was increased from $32,500 to $42,120.

Subsequently, a public employees' union in the State Women's Council saw evaluation systems as a means to quantify their perceptions that jobs held predominantly by women were underpaid. These groups formed a coalition and requested the governor to fund a salary study for a number of nonexempt jobs, some held predominantly by males and some held predominantly by females. The governor approved the project, and in 1974, 121 jobs were evaluated. A follow-up study was done in 1976, with a slight increase in the total number of evaluated jobs. As a result of both studies, it was found that Women's jobs were, in fact, underpaid. The estimated cost of bringing the salaries for women's jobs up to the combined average of the men's jobs was $38 million per year. The outgoing governor included five million dollars in the proposed 1977-79 budget to begin this implementation. However, the newly elected governor removed this amount from the budget. The new governor's opposition is presumed to be based on criticism of the evaluation system ("comparable worth is like comparing apples, pumpkins, and cans of worms"); sympathy to behind-the-scenes opposition by powerful unions; and the costs of implementation.

Hayes System

A 1974 compliance review of the exempt staff of the University of Washington showed major salary differences between males and females, and smaller but

Salary Setting. The Hayes system allowed for adjustment of salary ranges when needed to accommodate market factors. However, all positions receiving such adjustments were subsequently filled by males. Willis did not assign ranges.

WHAT REALLY HAPPENED?

From these observations, it must be concluded that neither system would pass current standards for bias-free systems. However, in spite of the probable sex bias inherent in these systems, both studies clearly showed that females (Hayes) and/or employees in female-dominated jobs (Willis) were consistently underpaid relative to males and employees in male-dominated jobs. Implementation of both systems did result, or would have resulted, in substantial salary increases for many women.

Willis Studies

Figure 1 (page 13) shows the relationship between prior salaries and job evaluation points for both Willis studies of Washington State employees. Management salaries are actual, and nonexempt are at the midpoints of salary ranges. The scattergram of the management level jobs is actually greater ($r = 0.62$) than for the nonexempt ($r = 0.77$); however, for both there is a strong relationship between prior salary and points. Elected officials are indicated separately from those who were appointed; it is interesting to note that elected officials were grossly underpaid in relation to appointed ones.

Figure 2 (page 14) shows only nonexempt positions. Included are jobs in the clerical series, crafts and trades, data processing, service workers, and health professions. The curve of best fit (a log transformation) can be thought of as representing an average for all jobs. In only one case was a female-dominated job having substantial point value paid as much as a male-dominated job; in the 1976 study there was no overlap between the two groups. The exhibit indicates that the state of Washington, and by extension, the marketplace in the state, uses two separate pay scales for workers, based in large part on the sex of incumbents. (A regression which included a factor for race showed no significant contribution from that factor.)

The second Willis study demonstrated what the unions and Women's Council had suspected: that women's work is systematically undervalued. Several examples illustrate this: Traffic Guides, almost all of whom are male, monitor cars entering and leaving parking areas. Their duties include asking drivers where they are going and for how long, and collecting parking fees. A valid driver's license is the only requirement for employment. Willis assigned this job 89 points; and its mid-range salary in 1974 was $634 per month.

Construction Coordinators, all of whom are male, monitor the progress of minor construction jobs, check for compliance with blueprints, and may recommend minor changes when field conditions warrant. Two years of related college experience are required for this position. Willis assigned this job 217 points; the monthly salary in 1974 averaged $1,092.

its nonexempt workforce with obvious benefit to women workers. However, this outcome was given no publicity because differential salary increases correlating to the sex of job holders seem to engender organized hostility in male workers, legislators, and union and business leaders. Interestingly, their anger somehow far exceeds that felt by most women working under the present pay system. Although the Willis study in the State of Washington was one of the first conducted, it may be one of the last to be implemented. Other organizations may learn from the Washington experience and implement revised pay systems either with little fanfare or with emphasis on benefits other than those accorded to women.

Hayes Study

The results of the Hayes study are less clear than those of the Willis studies because individual salaries were influenced by merit and length of service. Figures 3 and 4 (pages 15 and 16) show the relationship between points assigned by the Hayes system and the salaries that existed before application of the system. Jobs are divided into professional and administrative, and the ladder-like lines show recommended salary ranges. These exhibits show that the salaries of the majority of employees fell within the recommended ranges. Correlation between salaries and points for administrative and professional positions combined if $4 = 0.85$.

The exhibits indicate that executives, administrators and managers (Figure 3), and professionals (Figure 4), were more likely to have been paid less than the Hayes system recommended. They also show that women were more likely than men to have been underpaid, that men were more likely to have been paid more than the system recommended, and that women were concentrated in the lower salary categories. Table 1 summarizes the fit of the Hayes system to the salary structure that existed. As a result of the study, 38,9 percent of the females and 20.2 percent of the males received salary increases, to bring salaries to the minimum recommended by Hayes. The factor of race was not significant.

Application of the Hayes system in Washington State brought all employees to a uniform minimum salary regardless of merit or length of time in a position. Two years after the implementation of the Hayes system, a second salary adjustment was made to take into account length of time in a job. As a result, 34 percent of the women and 14 percent of the men received salary adjustments.

DEVELOPING "BIAS-FREE" SYSTEMS

Inherent "Values"

In attempting to develop bias-free systems, it is important to keep in mind that it would not be realistic to expect systems to be value-free also. In fact, it is neither possible nor desireable to remove all values from systems,

10.0 percent) should be studied further. Those being paid more than expected should be examined for factors which might explain the seemingly inflated salary, e.g., job stress may be great, or the job may involve a new technology. If such factors are found, they should be weighted to bring the job in question within the tolerated range of deviation. Further, jobs that are paid less than expected may indicate differential pay rates by job groupings. Though evaluation systems are often designed to eliminate differences between groupings, such differences might be acceptable if groupings having high percentages of women are distributed over the same ranges in the same manner as those having high proportions of men.

Verifying or establishing pay equality for female jobs requires determining whether characteristics found primarily in women's jobs receive inadequate or no weighting, and whether women's jobs are compensated equally to men's jobs of the same value. Examination of men's jobs which deviate from expected salaries may reveal that they include factors more common to women's jobs. Establishing proper weighting for these factors perhaps represents the most difficult task in establishing pay equality for female jobs. These factors will represent bias of unknown magnitude in the marketplace. Some will be easy to quantify; for example, the repeated lifting of light weights could be equated to the lifing of heavy weights in a man's job, according to total weight lifted per workday, or according to total caloric output. Others, expecially jobs for which there is no closely related factor in men's jobs, will require judgments based on what seems fair and judgments about the overall equality of factors present in sex-segregated jobs.

After all additional factors have been added to men's and women's jobs, an equation for expected salaries for men's jobs should be derived. Expected salaries for women's jobs should then be computed using this equation. In a bias-free system, the women's jobs would fall within the same deviation tolerances established for men's jobs. Should the women's jobs not be distributed around the curve or line of best fit in the same pattern as the men's, salary adjustments would be in order for both lower-than-expected salaries and higher-than-expected salaries.

The process just described would result in a salary system based upon prevailing wages, with some adjustments made for market bias. Society values concerning the worth of given jobs would be left intact on the whole, though there would probably be some upward adjustment for the value of women's work. Establishing such a system is certainly technically feasible.

If the existing, albeit less-than-perfect, studies correctly assess the direction and extent of bias we currently encounter, the two primary obstacles to establishing bias-free systems are the cost of implementation, and opposition by male-dominated unions and management. Costs of implementation would require either channeling new monies into salaries, or redistributing existing salary monies.

Figure 1
COMBINED WILLIS DATA, 1973-74

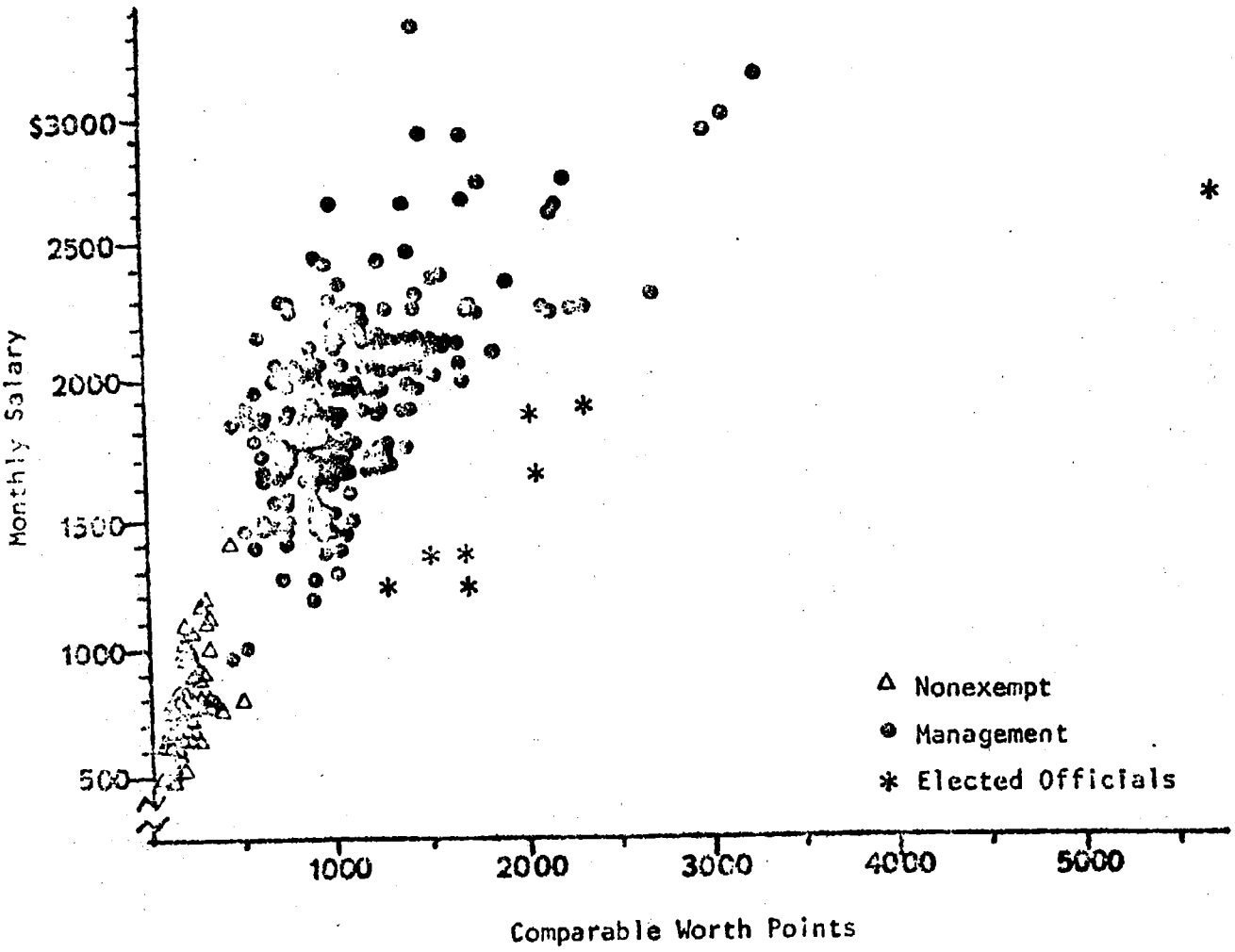
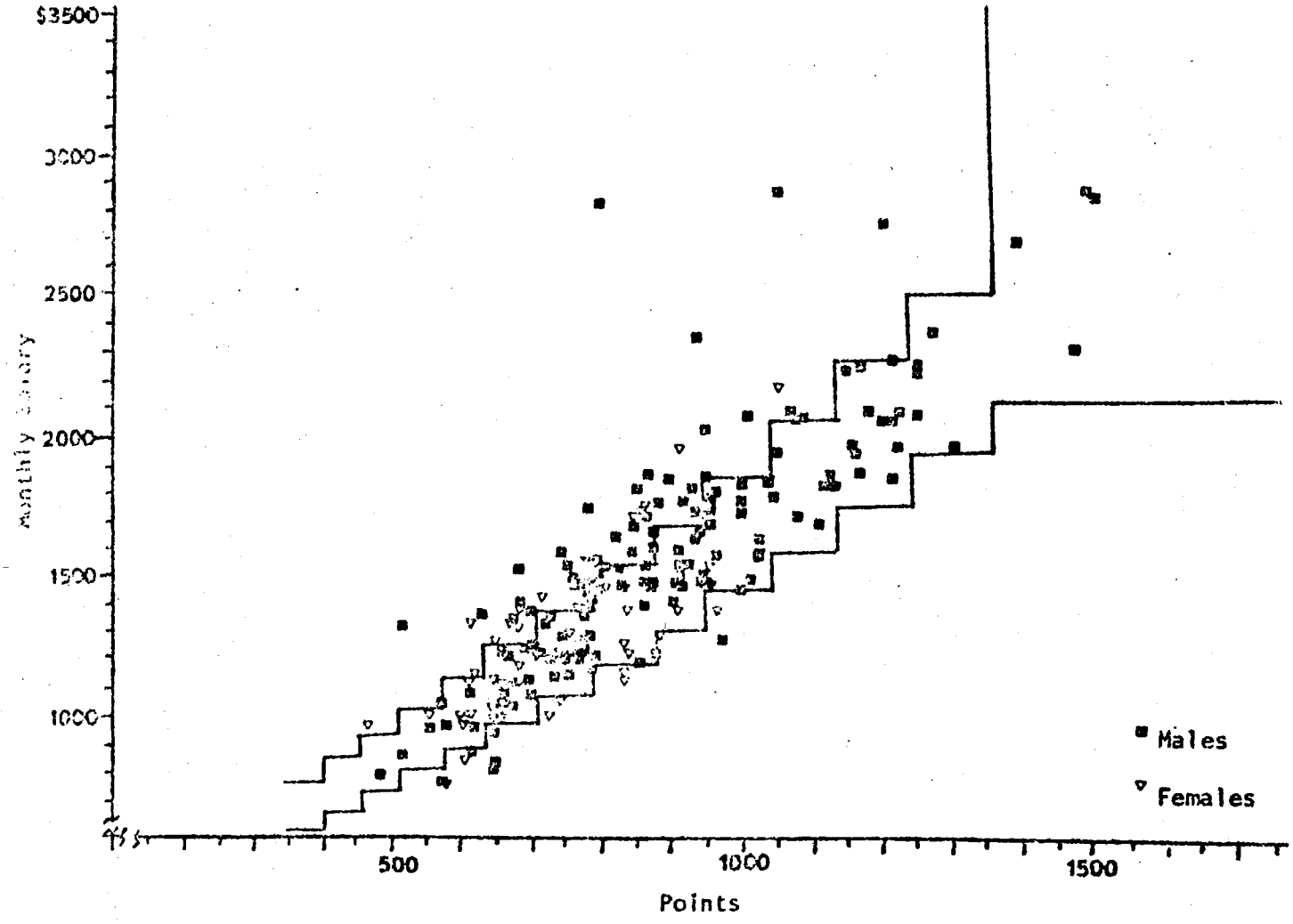


Figure 3
HAYES DATA, ADMINISTRATORS

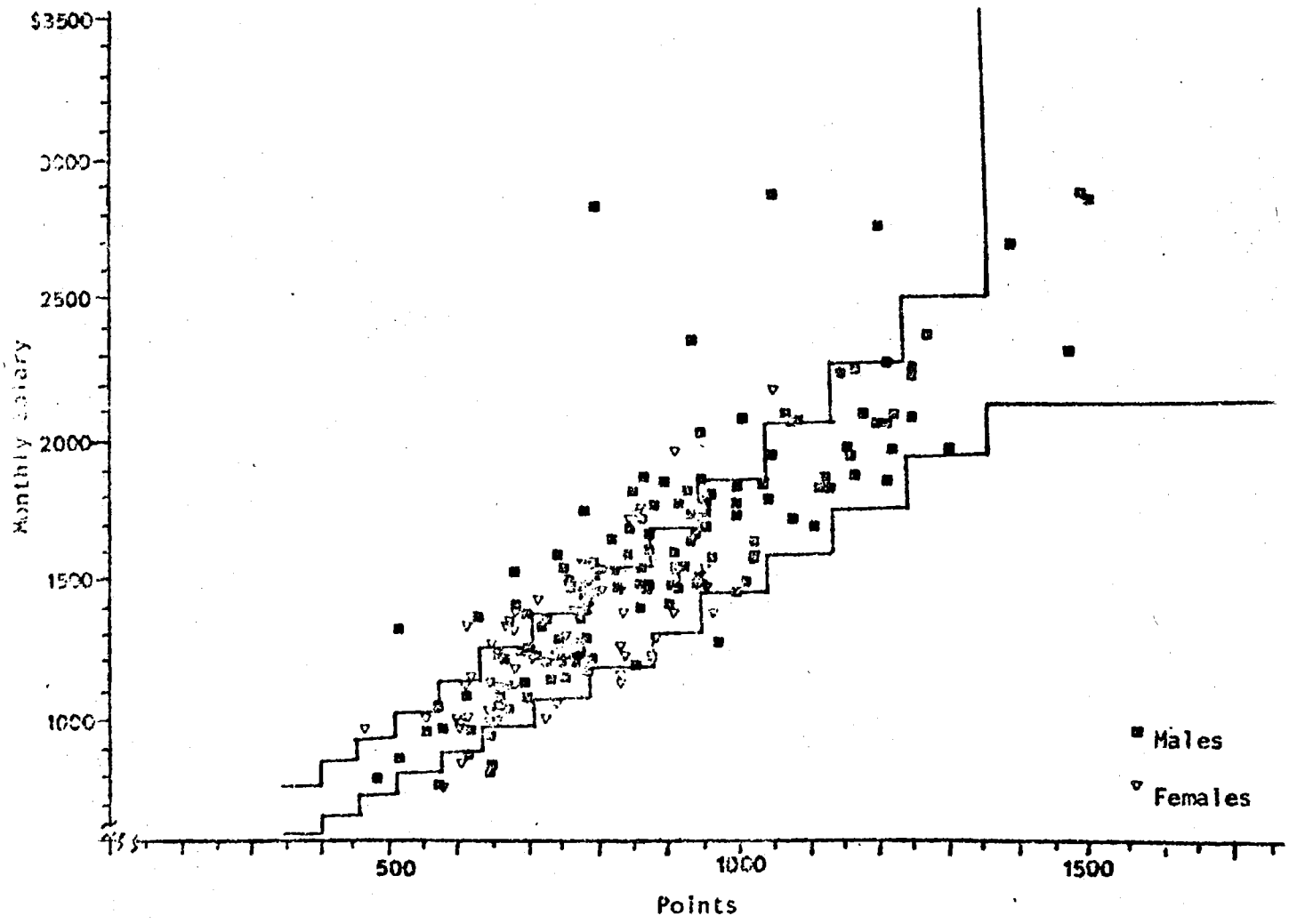


Line of best fit (not shown) for administrators alone is:

Salary = ($1.62) • (points) + $99.38; r = 0.80

(y axis = Monthly Salary)

Figure 3
HAYES DATA, ADMINISTRATORS



Line of best fit (not shown) for administrators alone is:

Salary = ($1.62) • (points) + $99.38; $r = 0.80$

(y axis = Monthly Salary)

Table 1

FIT OF HAYES SYSTEM TO EXISTING SALARY SCHEDULE

Category	Salary in Relation to Range			Total
	Below	Within	Above	
Executives, Administrators, and Managers				
Nonminority Males	8	108	16	132
Percent	*6.1%*	*81.8%*	*12.1%*	*100.0%*
Minority Males	3	15	3	21
Percent	*14.3*	*71.4*	*14.3*	*100.0*
Nonminority Females	11	28	4	43
Percent	*25.6*	*65.1*	*9.3*	*100.0*
Minority Females	1	7	1	9
Percent	*11.1*	*77.8*	*11.1*	*100.0*
Professionals				
Nonminority Males	68	159	26	253
Percent	*26.9%*	*62.8%*	*10.3%*	*100.0%*
Minority Males	8	14	2	24
Percent	*33.3*	*58.3*	*8.3*	*100.0*
Nonminority Females	49	56	4	109
Percent	*45.0*	*51.4*	*3.7*	*100.0*
Minority Females	9	10	..	19
Percent	*47.4*	*52.6*	..	*100.0*
Total†				
Nonminority Males	76	267	42	385
Percent	*19.7%*	*69.4%*	*10.9%*	*100.0%*
Minority Males	11	29	5	45
Percent	*24.4*	*64.4*	*11.2*	*100.0*
Nonminority Females	60	84	8	152
Percent	*39.5*	*55.2*	*5.3*	*100.0*
Minority Females	10	17	1	28
Percent	*35.7*	*60.7*	*3.6*	*100.0*

† $\chi^2 = 26.5$, $p < .001$ between males and females.
χ^2 not significant between minority males and nonminority males, and between nonminorities and minorities.

STATE OF WASHINGTON

Comparable Worth Study
September 1974

Prepared by

Norman D. Willis
in consultation with
Ann O. Worcester

Norman D. Willis & Associates
Management Consultants

INTRODUCTION

The study covered by this report was initiated in April 1974 at the request of the Governor of the State of Washington. It was directed jointly by the Director of the Washington State Department of Personnel and the Director of the Higher Education Personnel Board.

The purpose of the study was to examine and identify salary differences that may pertain to job classes predominantly filled by men compared to job classes predominantly filled by women, based on job worth. Alternative suggestions to correct disparities that may be disclosed were to be provided.

A factor-point evaluation method that measures positions according to appropriate job components, was utilized. All classes were assessed by the same method and with the same discipline, so that sound and useful comparisons could be made among salary practices of all classes selected for the study. All comparisons were based on measured job content.

The two State Personnel agencies, Department of Personnel and Higher Education Personnel Board, represent two separate classified salary systems (referred to as DOP and HEP, respectively, in the balance of the report). In scope, the project included both systems.

The disparities revealed by the study and described in this report should in no way be construed as a criticism of practices of either Personnel system. Both salary plans react to external salary practices of private firms and other governmental bodies within the State of Washington. Differences that exist between present internal alignments and relationships based on evaluated job content suggest that prevailing rates, themselves, respond, to a great degree, to traditional job relationships rather than to relative job worth.

All analyses, findings and conclusions within the project were concerned with internal relationships only. No attempt was made to make comparisons with external salary practices.

Personnal System	No. of Male Dominated Classes	No. of Female Dominated Classes
DOP.	36	39
HEP	23	23
Total	59	62

The numbers of employees occupying classes included in the study are, as follows:

Personnel System	No. of Employees in Male Dominated Classes	No. of Employees in Female Dominated Classes
DOP	3,052	5,760
HEP	1,445*	3,355*
Total	4,497*	9,115*

* The numbers of HEP employees are estimates.

2. those that were the most complete and factual. Questionaires varyed, to some extent, in the quality and completeness of responses to the questions.

Two to four completed questionaires representing each classification were selected for evaluation purposes.

Classification Measurement

A factor-point evaluation method was utilized to measure the job content (value) of each of the 121 classifications. Each was assessed using the same four evaluation components and employing a common discipline in interpretation of those components. The four factors used in the study are:

(1) Knowledge & Skills: This factor encompasses the total amount of understanding, familiarity with facts or information, or dexterity necessary to perform the job in a satisfactory manner. It contains these dimensions:

- Job Knowledge - What the position incumbent must know or know how to do to perform satisfactorily. This includes the occupational, specialized or functional knowledge or skill required of the incumbent. For administrative positions, consideration is given to the need to practice the elements of management.

- Interpersonal Skills - Direct contact skills in relationships with people within and outside the organization, i.e., the extent to which the position is required to serve, influence and/or motivate others.

(2) Mental Demands: This is the degree of effort of the required thinking process in analysis and evaluation of alternatives in reaching solutions. It is represented by:

- The latitude permitted for independent judgment.

- The extent and nature of the job's decision-making, problem-solving requirements.

Evaluation Committee

An evaluation team of thirteen persons was selected by the consultants from recommendations of the Advisory Committee. The group was composed of the following members:

Mr. Walker Allen
Registrar
The Evergreen State College

Ms. Mary Catherine Allsopp
Program Manager
University of Washington

Ms. Karen R. Fraser
Economist
Washington State Department of Highways

Mr. Dennis Karras
Administration Analyst
Washington State Department of Personnel

Mr. Al Kiest
Caseworker III
Washington State Department of Social & Health Services

Ms. Jerri A. Knight
Compensation Analyst
Weyerhaeuser Company

Ms. Frances H. Perry
Personnel Specialist
Higher Education Personnel Board

Ms. Meredith Sage
Labor Market Analyst
Washington State Employment Security Dept.

Ms. Patricia L. Soapes-Sisco
Staff Representative
Washington State Council of County and City Employees

Mr. Michael B. Stone
Equal Employment Opportunity Supervisor
Pacific Northwest Bell

Ms. Gisela Taber
Director
Washington State Women's Council

Mr. Norman R. Webster
Registered Nurse Supervisor
Child Study Treatment Center

Mr. Steve Williams
Program Analyst
Washington State Office of Program Planning & Fiscal Management

Norman D. [illegible]
Management Consultant

TABLE OF [illegible]ALUATIONS

STATE OF WASHINGTON — AUGUST 1974

POSITION TITLE		Knowledge & Skills	Mental Demands	Accountability	Working Conditions	Total Points
1. Registered Nurse IV	(DOP)	FY 280	E4-k 122	ED 160	L1B 9	571
2. School Food Service Supervisor	(DOP)	FY 280	E4-k 122	ED 160	L1A 0	562
3. Unemployment Insurance Actuary	(DOP)	FY 280	E4-l 140	ED 122	L1A 0	542
4. Administrative Services Manager A	(HEP)	FY 244	E4-l 122	ED 140	L1A 0	506
5. Highway Maintenance Superintendent	(DOP)	EY 244	D4-j 92	ED 140	L1B 8	484
6. Physical Therapist III	(DOP)	EY 244	E4-k 106	ED 122	L1A 0	472
7. Education Program Specialist II	(DOP)	FN 244	E4-k 106	ES 92	L1A 0	442
8. Systems Analyst III	(HEP)	EY 212	E4-k 92	ED 122	L1A 0	426
9. Advisory Sanitarian II	(DOP)	EY 212	D4-j 80	DD 106	S1B 9	407
10. Nursing Care Consultant	(DOP)	EY 212	E4-k 92	ES 80	L1B 8	392
11. Nurse Practitioner II	(HEP)	EY 212	D4-k 92	DS 70	S2B 11	385
12. Caseworker III	(DOP)	EY 212	D4-k 92	DS 70	L2B 10	384
13. Fiscal Plans Analyst	(DOP)	EN 212	E4-k 92	ES 80	L1A 0	384
14. Welfare Eligibility Supervisor I	(DOP)	EY 184	D4-k 80	DD 92	L1A 0	356
15. Librarian III	(DOP)	FN 212	D4-j 80	DS 61	L1A 0	353
16. E.S. Assistant Office Manager II	(DOP)	EY 184	D4-j 70	DD 92	L1A 0	346
17. Licensed Practical Nurse V	(DOP)	DY 184	D3-i 61	DD 92	L1B 9	346
18. Design Programmer	(DOP)	EN 184	D4-k 80	DS 70	L1A 0	334
19. Vocational Rehab. Counselor II	(DOP)	EY 184	D4-j 70	DS 70	L1B 8	332
20. Physical Therapist I	(HEP)	EY 184	D3-i 61	DS 70	M2B 13	328
21. Occupational Therapist I	(DOP)	EY 184	D3-i 61	DS 70	S2B 11	326
22. Program Manager A	(HEP)	EY 184	D3-i 61	DS 70	L1A 0	315
23. Clerical Supervisor III	(DOP)	DY 160	D3-i 53	DD 92	L1A 0	305
24. Broadcast Technician III	(HEP)	EN 160	D4-j 61	DS 70	S2B 10	301
25. Supv., Secretarial Support Center	(DOP)	DN 160	D3-i 53	DD 80	L1A 8	301

Norman D. W...s
Management Consultant

TABLE OF EVALUATIONS

STATE OF WASHINGTON — AUGUST 1974		Knowledge & Skills	Mental Demands	Accountability	Working Conditions	Total Points
POSITION TITLE						
51. Social Service Assistant III	(DOP)	CN 122	C3-g 30	CS 35	L1B 8	195
52. Maintenance Mechanic II	(HEP)	DX 122	C3-g 30	CN 30	M2B 13	195
53. E.S. Interviewer I	(DOP)	CN 122	C3-g 30	CS 35	L1B 8	195
54. Carpenter	(DOP)	DX 122	C3-g 30	CN 30	S2B 11	193
55. Machinery Mechanic	(HEP)	DX 122	C3-g 30	CN 30	S2B 11	193
56. Electrician	(HEP)	DX 122	C3-g 30	CN 30	S2B 11	193
57. Beauty Culture Inspector	(DOP)	DN 122	C3-g 30	CS 40	L1A 0	192
58. Accounting Assistant III	(DOP)	DN 122	C3-g 30	CS 40	L1A 0	192
59. Secretary I - Shorthand	(DOP)	DN 122	C3-g 30	CS 35	L1A 0	187
60. Program Assistant II	(HEP)	CN 122	C3-g 30	CS 35	L1A 0	187
61. Campus Police Officer	(HEP)	CN 106	C3-h 30	CS 35	S2B 11	182
62. Licensed Practical Nurse I	(DOP)	CN 106	C3-g 26	CS 35	S2C 15	182
63. Park Ranger I	(DOP)	CN 106	C3-g 26	CS 35	M2B 11	178
64. Community Worker	(DOP)	CY 106	C3-g 26	CS 35	L1B 8	175
65. Media Maintenance Technician I	(HEP)	DX 106	C3-h 30	CN 30	S2A 8	174
66. Forest Technician I	(DOP)	CX 106	C3-g 26	CN 30	S3B 11	173
67. Engineering Technician IV	(DOP)	CX 106	C3-g 26	CN 30	S1A 7	169
68. Correction Officer	(DOP)	BY 92	B3-g 23	CS 35	S3C 17	167
69. Secretary II	(HEP)	CN 106	C2-f 23	CN 30	L1A 0	159
70. Media Technician II	(HEP)	CX 106	C3-g 26	CN 26	L1A 0	158
71. Key Punch Assistant Supervisor	(DOP)	CN 92	C3-g 23	CS 35	L1B 8	158
72. Library Technician II	(HEP)	CN 106	C2-f 23	CN 23	L1A 0	152
73. Clerk Typist III	(DOP)	CN 106	C2-f 23	CN 23	L1A 0	152
74. Clerk Stenographer II	(DOP)	CN 106	C2-f 23	CN 23	L1A 0	152
75. Attendant Counselor I	(DOP)	BY 92	B2-e 17	BS 26	S2C 15	150

Norman D. Willis
Management Consultant

TABLE OF EVALUATIONS

STATE OF WASHINGTON — AUGUST 1974

POSITION TITLE		Knowledge & Skills	Mental Demands	Accountability	Working Conditions	Total Points
101. Drivers' License Examiner I	(DOP)	BN 80	B2-e 15	BN 17	L1A 0	112
102. Security Guard	(HEP)	BN 70	B2-e 13	BN 17	S2B 10	110
103. Accounting Assistant I	(DOP)	BX 80	B2-e 15	BN 15	L1A 0	110
104. Office Assistant I	(HEP)	BX 80	B2-e 15	BN 15	L1A 0	110
105. Equipment Service Attendant	(DOP)	BX 70	B2-d 11	BN 15	M2B 13	109
106. Laundry Worker I	(DOP)	BN 70	A2-c 10	AN 11	M2C 17	108
107. Cashier I	(HEP)	BX 80	B2-d 13	BN 15	L1A 0	108
108. Fish Hatchery Assistant I	(DOP)	BX 70	B2-e 13	BN 15	S1B 10	108
109. Key Punch Operator II	(HEP)	BX 70	B2-d 11	BN 15	L1B 9	105
110. Laborer	(DOP)	BX 61	B2-d 10	AN 13	H2C 20	104
111. Food Service Aide I	(DOP)	AN 70	A2-c 10	AN 11	M2B 13	104
112. Caretaker	(DOP)	BX 61	B2-e 11	BN 15	M2B 11	98
113. Custodian II	(HEP)	BX 61	B2-d 10	BN 15	M2B 11	97
114. Utilities Maintenance Worker	(HEP)	BX 61	B2-d 10	BN 15	S2B 10	96
115. Animal Technician II	(HEP)	BX 61	B2-d 10	BN 15	L2B 10	96
116. Truck Driver I	(HEP)	BX 61	B2-d 10	AN 13	S1B 10	94
117. Warehouse Worker I	(DOP)	BX 61	B2-d 10	AN 13	S2B 10	94
118. Clerk Typist I	(DOP)	BX 70	A2-d 11	AN 13	L1A 0	94
119. Food Service Worker I	(HEP)	AX 61	A1-b 8	AN 11	M2B 13	93
120. Driver Mail Carrier	(DOP)	BX 61	A2-c 9	AN 11	S1B 10	91
121. Traffic Guide	(HEP)	AN 61	A1-b 8	AN 11	L1B 9	89

ANALYSIS AND FINDINGS

Women's Salaries (DOP and HEP)

The scattergram on the opposite page (chart 1) shows the relationships among the classifications staffed predominantly by women. Each of the sixty-two women's classifications is plotted on the grid. The horizontal axis indicates evaluation points; the vertical axis indicates monthly salaries (arithmetic average of the lowest and highest step in the salary range for each classification).

A line of central tendency, showing the pattern of plots, was drawn by sight.* The line recognizes the number and placement of plots and expresses the relationship between the two variables (evaluation points and monthly salaries). While a larger or different sampling of classifications might give a nominally different character to the line, given a minimal tolerance, the line can be considered as representative of the State's (combined DOP and HEP) salary practice for classifications predominantly held by women.

The line can be expressed in terms of the formula for a straight line:

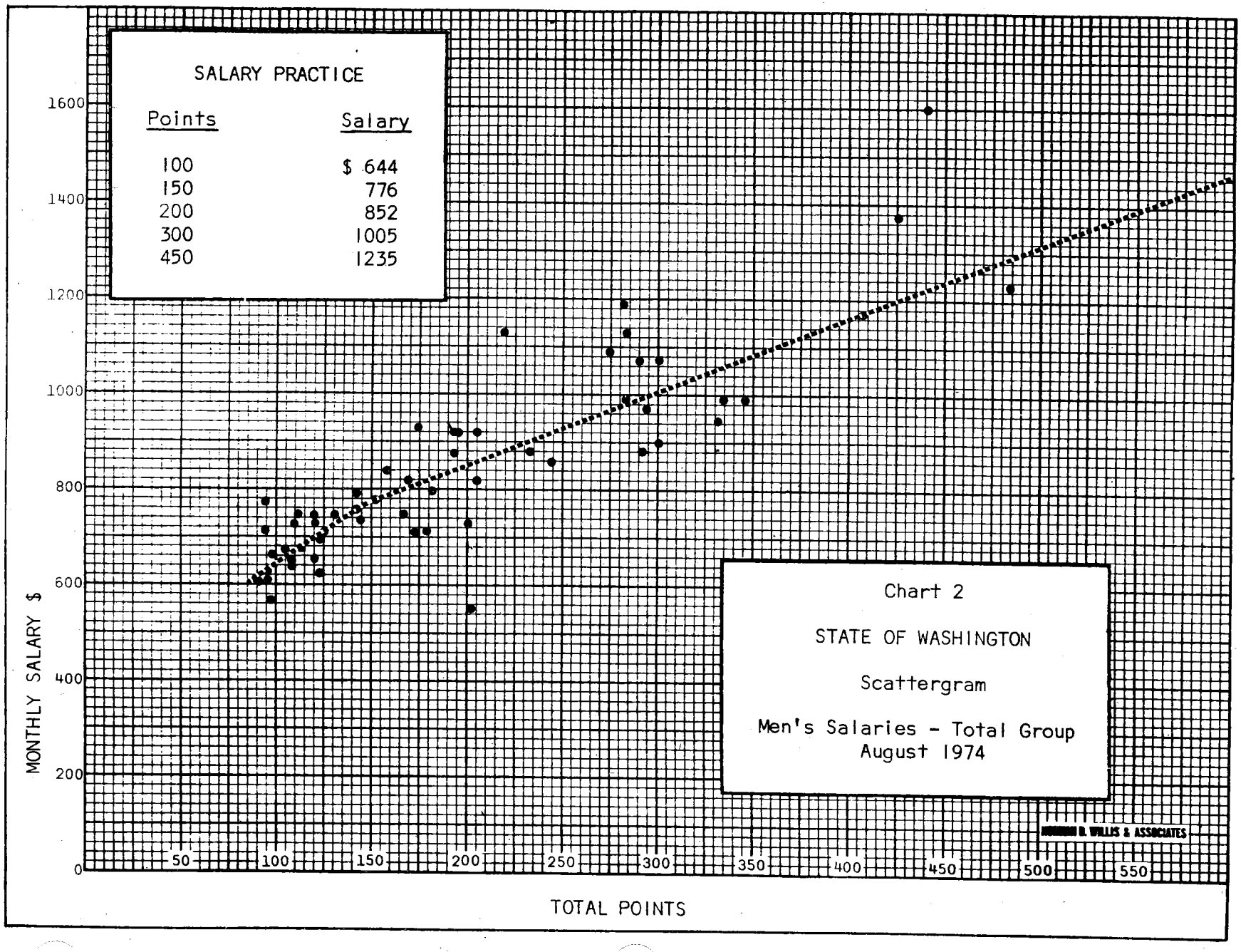
$$y=mx + b$$

where

y = monthly dollars
m = the slope of the line (dollars per job content point)
x = total points
b = the intercept of the line on the vertical axis

*The "sight" method of developing the line of central tendency on this and the following charts was selected because of the opportunity this technique permits for interpretation of the pattern of plots at given point values. As an alternative means of presenting the data, computer developed lines of best fit are superimposed on three of the charts in this section and shown in the back of this report, as exhibits.

While it is appropriate to view both DOP and HEP salaries as a group, observations must, of course, be qualified by the fact that two separate salary systems are represented. While there are a number of similarities between the two, there are material differences in policies, procedures and in their interpretations. These differences undoubtedly, translate into salary practice differences between the two (as will be observed later in this report).


SALARY PRACTICE
Points
Salary
100
$ 644
150
776
200
852
300
1005
450
1235
1600
1400
1200
1000
800
600
400
200
0
MONTHLY SALARY $
50
100
150
200
250
300
350
400
450
500
550
TOTAL POINTS
Chart 2
STATE OF WASHINGTON
Scattergram
Men's Salaries - Total Group
August 1974
HERMAN B. WILLIS & ASSOCIATES

Men's Salaries (DOP and HEP)

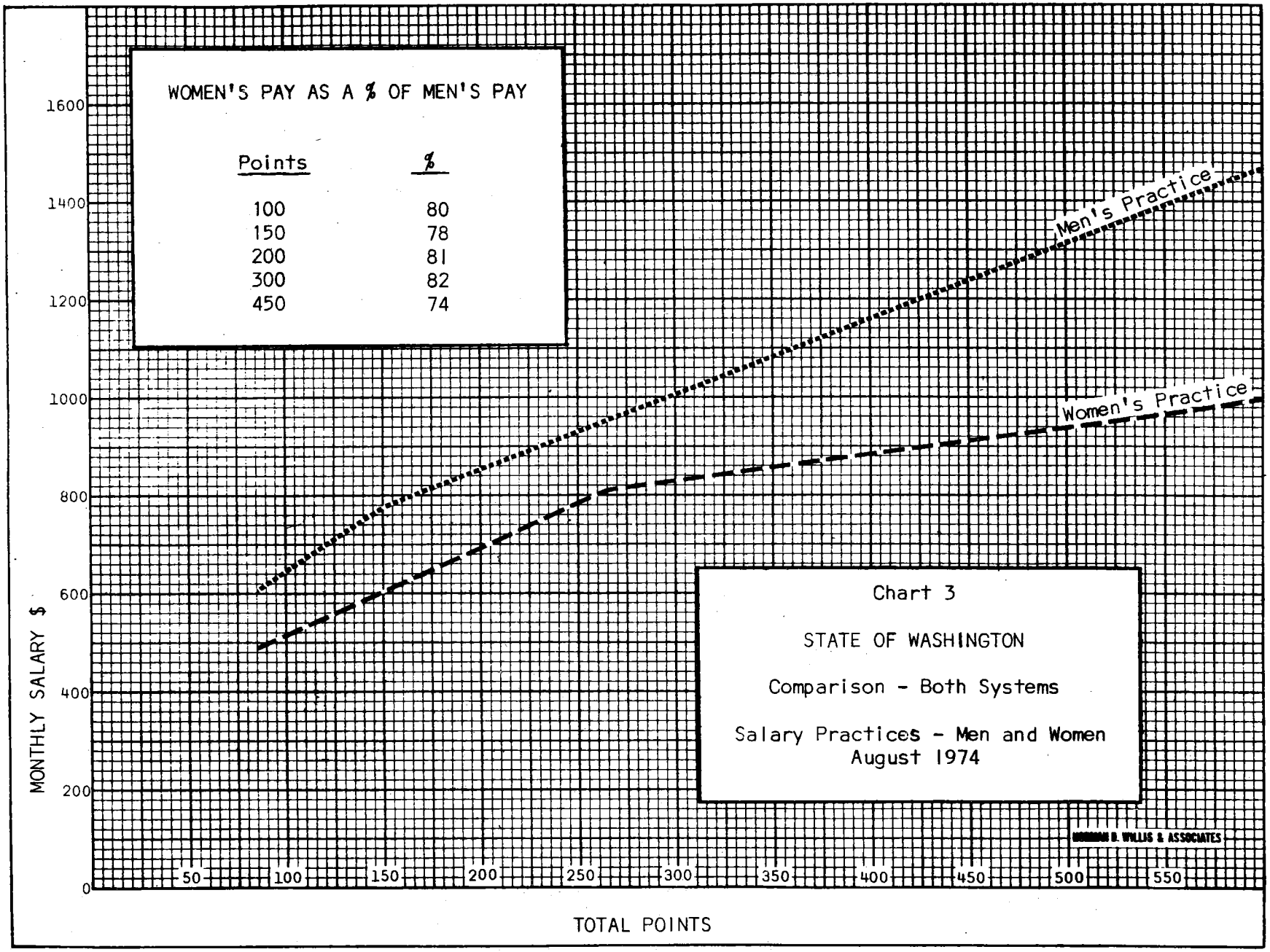
Chart 2, on the opposite page, is the scattergram plotting men's classifications. As in the previous chart, each plot shows an evaluated classification by job content points and salary. The line of central tendency depicting the men's salary practice is also shown.

The formula for the men's line is shown below:

Below 150 points: $ = $2.64 x points + $380.00
Above 150 points: $ = $1.53 x points + $546.00

While the line indicates the salary tendency related to job value, the same comments relative to the spread of plots above and below the line can be made as concerning the previous scattergram (Chart 1 Women's Salaries), only to a more marked degree. The amount of dispersion indicates that there are substantial differences in salaries at any given job value (number of evaluation points).

Again, two salary systems are present and their practices should be viewed separately as a part of the analysis of internal equity.


WOMEN'S PAY AS A % OF MEN'S PAY
Points
%
100
80
150
78
200
81
300
82
450
74
Men's Practice
Women's Practice
Chart 3
STATE OF WASHINGTON
Comparison - Both Systems
Salary Practices - Men and Women
August 1974
MONTHLY SALARY $
TOTAL POINTS
0
200
400
600
800
1000
1200
1400
1600
50
100
150
200
250
300
350
400
450
500
550

Comparison - Both Systems

On the opposite page the women's salary practice line (taken from Chart 1) and the men's salary practice line (taken from Chart 2) are (both) depicted.

As is clearly evident, the tendency, as indicated by the classifications included in this study, is for classifications traditionally held by men to be paid higher salaries than classifications traditionally held by women. Comparing the two lines, the women's line is 81 percent of the men's line at 100 points, 78 percent of 150 points, 82 percent at 200 points, 83 percent at 300 points, and 74 percent at 450 points.

The percentage differential identified on the chart uses the men's pay practice as a frame of reference and relates the women's pay practice to it. Using women's pay as a base in drawing the comparison between the two practices, the percentage differential would be as shown on the table below:

MEN'S PAY AS A % OF WOMEN'S PAY

Points	%
100	125
150	128
200	123
300	122
450	135

It is important to note that comparisons are of salary practices (tendencies), not of individual classifications. It would be incorrect to say that all women's classifications are paid 17 to 26 percent less than all men's classifications at comparable job values. For example, the Accounting Assistant III (DOP classifications predominantly held by women), at 192 evaluation points has a monthly salary of $710. This salary is 98 percent of that of the Liquor Store Assistant Manager II (DOP classification predominantly held by men), at 201 evaluation points and a monthly salary of $728.

Within both groups of classifications the large majority of classes are below 250 evaluation points. While comparisons above that point level are useful, the smaller sampling of classifications suggests that the lines are less reliable at higher levels and should be viewed with greater tolerance in mind.

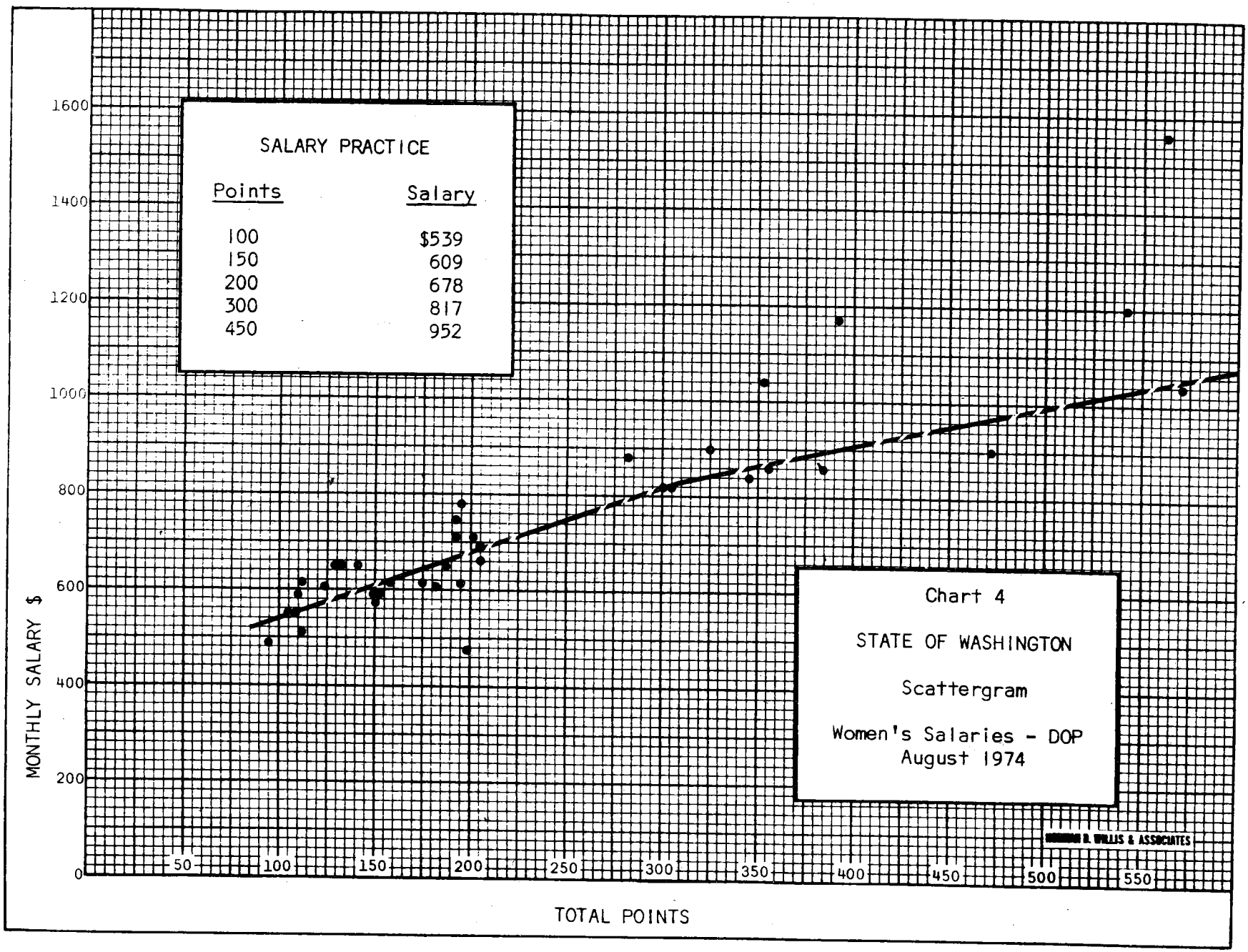
Women's Salaries (DOP)

Chart 4, opposite page, shows the scattergram for the thirty-nine DOP women's classes included in the study.

The salary practice line is identified by the following formula:

Below 310 points: $ = $1.39 x points + $400.00
Above 310 points: $ = $ .87 x points + $560.00

As observed in connection with Chart I (Women's salaries, DOP and HEP) the scattergram reveals a considerable amount of dispersion above and below the line, indicating differences between the present method of internal alignment and alignment based on evaluated job content.


SALARY PRACTICE
Points
Salary
100 $539
150 609
200 678
300 817
450 952
Chart 4
STATE OF WASHINGTON
Scattergram
Women's Salaries - DOP
August 1974
MONTHLY SALARY $
TOTAL POINTS
0
200
400
600
800
1000
1200
1400
1600
50
100
150
200
250
300
350
400
450
500
550

Men's Salaries (DOP)

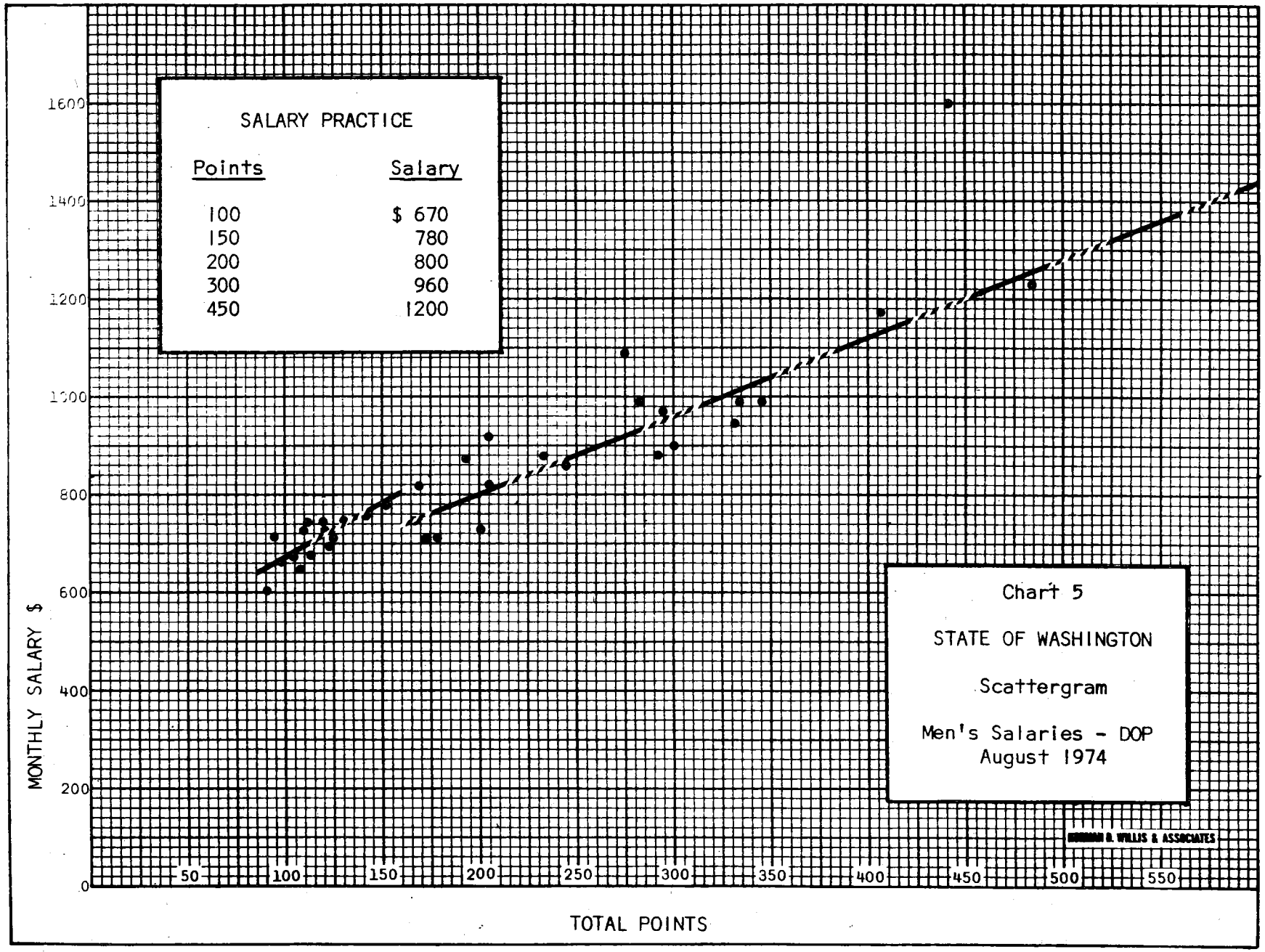
Chart 5, opposite page, portrays the salary practice of the thirty-six men's classes from the DOP salary system.

Formula for the salary practice line is, as follows:

Below 160 points: $ = $2.40 x points + $450.00
Above 160 points: $ = $1.60 x points + $480.00

In contrast to the previous charts two separate line segments are shown, created by a break at 160 points. While it can be argued that a dogleg in the line should have been forced, the break presents the best picture of the pattern created by the plots shown and was, therefore, used. The indication, as with a dogleg, is that of two separate pay practices, one above 160 points and one below 160 points.

The spread of plots above and below the practice, as observed on each of the previous charts, is again in evidence. It is, however, less extreme than on Chart 2, Men's salaries (DOP and HEP).


SALARY PRACTICE
Points
Salary
100
$ 670
150
780
200
800
300
960
450
1200
Chart 5
STATE OF WASHINGTON
Scattergram
Men's Salaries - DOP
August 1974
HERMAN B. WILLIS & ASSOCIATES
MONTHLY SALARY $
1600
1400
1200
1000
800
600
400
200
0
50
100
150
200
250
300
350
400
450
500
550
TOTAL POINTS

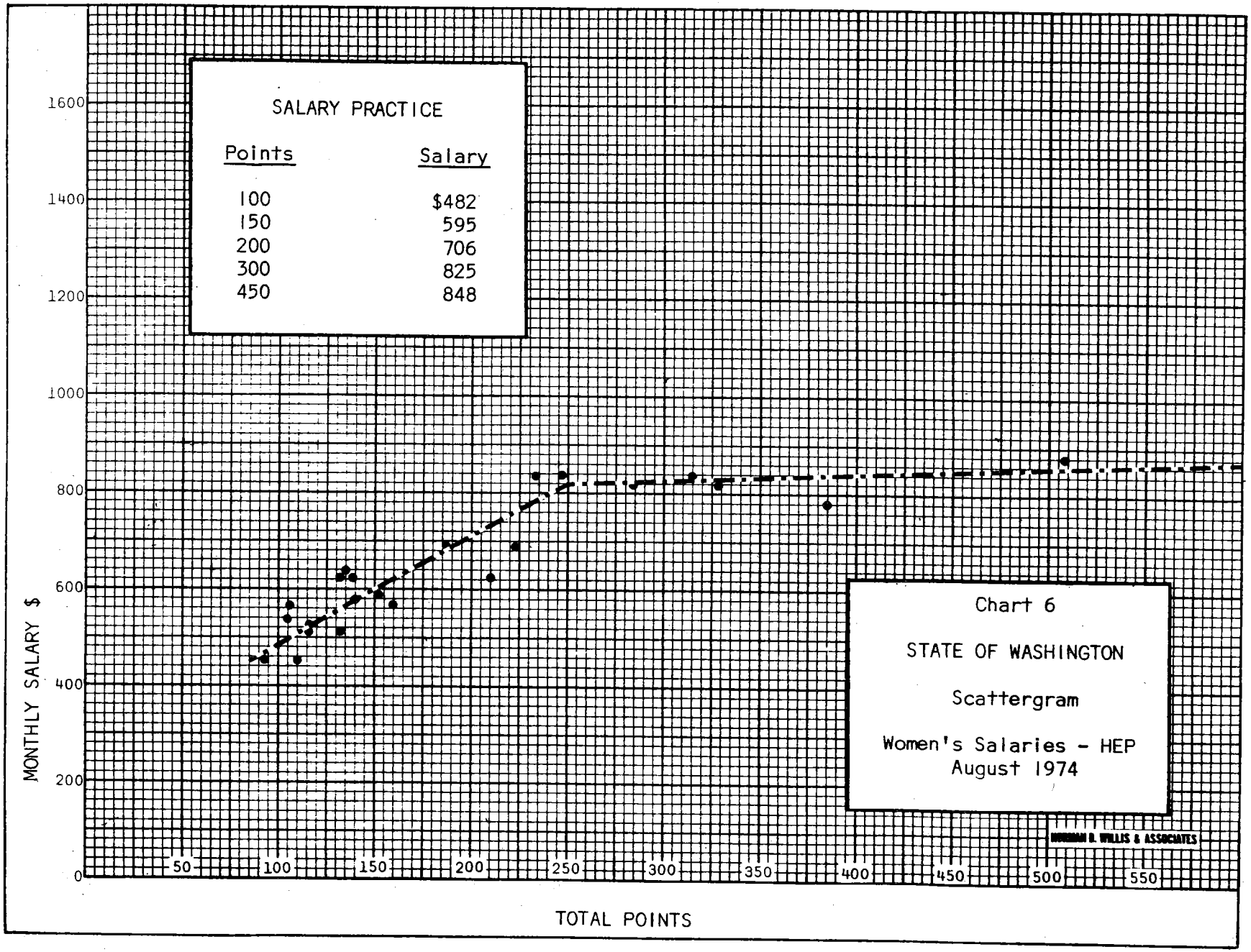
Women's Salaries (HEP)

The twenty-three women's classes taken from the HEP salary system are depicted on Chart 6, on the opposite page.

The formula representing the salary practice of this group of classifications is described below:

Below 250 points: $ = $2.23 x points + $260.00
Above 250 points: $ = $ .15 x points + $780.00

The practice is distinguished by it's flatness above 250 points (the point of the dogleg). Despite the small sampling of upper level classes (five above 250 points) the pattern is clearly evident. This flatness indicates a low increase in compensation compared to increase in job value.


SALARY PRACTICE
Points
Salary
100
$482
150
595
200
706
300
825
450
848
1600
1400
1200
1000
800
600
400
200
0
MONTHLY SALARY $
50
100
150
200
250
300
350
400
450
500
550
TOTAL POINTS
Chart 6
STATE OF WASHINGTON
Scattergram
Women's Salaries - HEP
August 1974
HAY-HUGGINS B. WILLIS & ASSOCIATES

Men's Salaries (HEP)

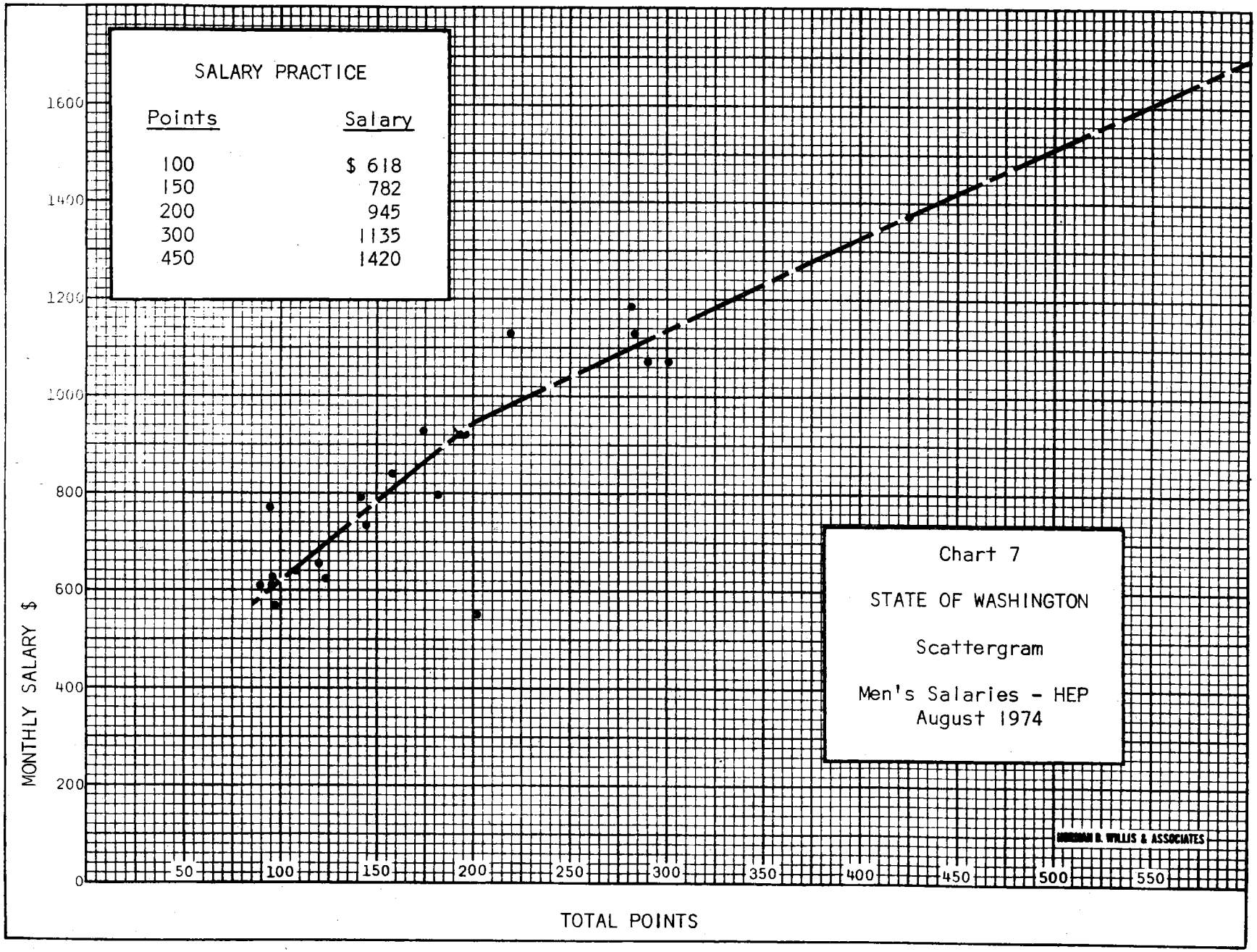
Chart 7, is the scattergram showing the twenty-three men's classifications from the HEP salary plan.

The salary practice line is described by the following formula:

Below 200 points: $ = $3.28 x points + $290.00
Above 200 points: $ = $1.90 x points + $565.00

This group of classifications contains only one class that was evaluated at more than 301 points. Therefore, the portion of the line above 301 points is primarily a project of the line from 200 points to 301 points, supported only by the classification at 426 points. Additional classifications added at upper evaluation levels could impact significantly on the degree of slope of the salary practice line. Based on the data available, though, the line, as drawn, best describes the salary practice of the group.

As with each of the previously shown scattergrams, a considerable amount of dispersion of plots exists above and below the line.


SALARY PRACTICE
Points
Salary
100
$ 618
150
782
200
945
300
1135
450
1420
Chart 7
STATE OF WASHINGTON
Scattergram
Men's Salaries - HEP
August 1974
HERMAN B. WILLIS & ASSOCIATES
MONTHLY SALARY $
TOTAL POINTS
0
200
400
600
800
1000
1200
1400
1600
50
100
150
200
250
300
350
400
450
500
550

Comparison - By System

The comparison on the opposite page, Chart 8, shows the salary practices taken from the previously depicted charts 4,5,6 and 7 (Women's classifications, DOP; men's classifications, DOP; women's classifications, HEP; and men's classifications, HEP).

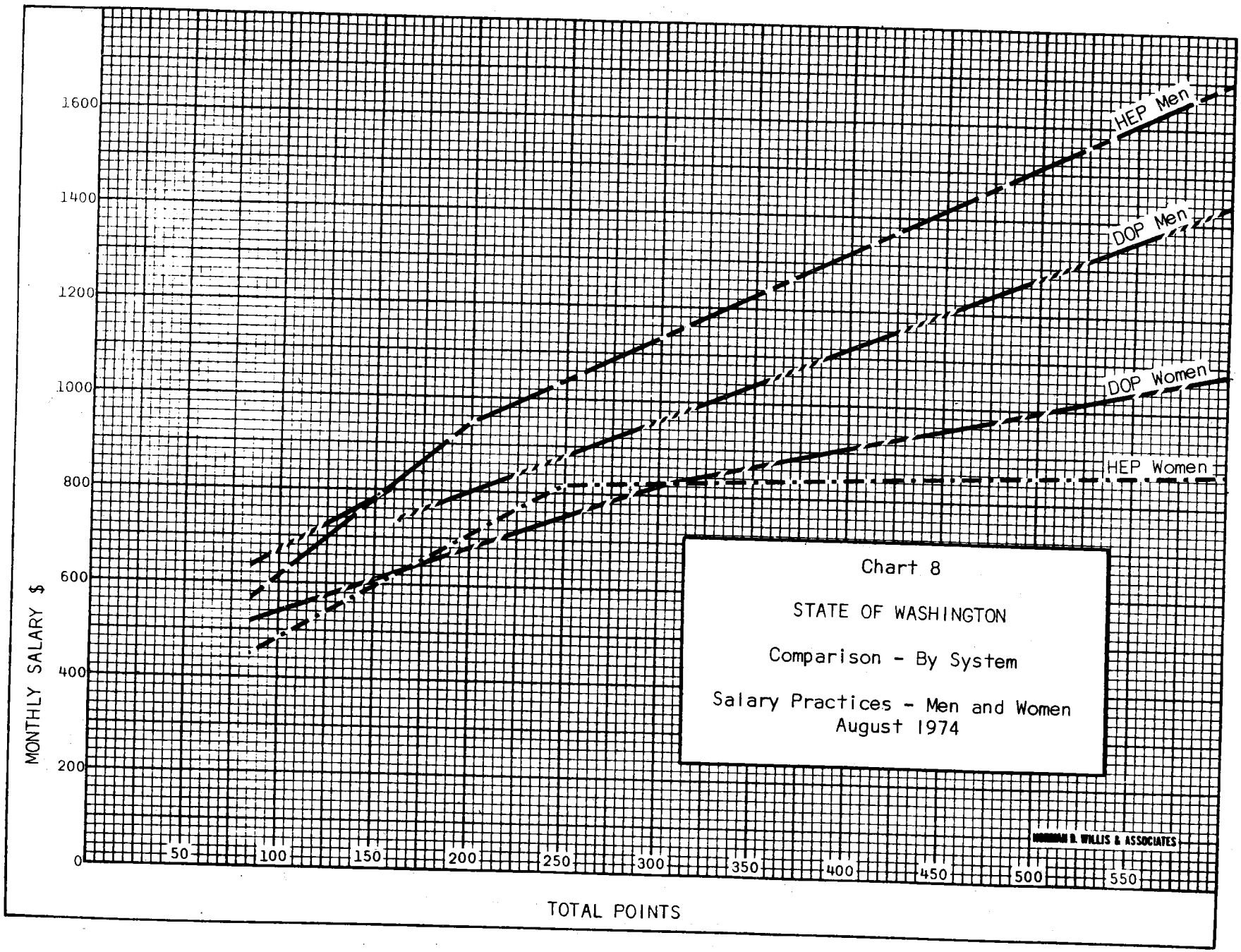
Below 160 points, the disparity between men's and women's salary practices (based comparable evaluated job content) is about the same in the HEP system compared to that in the DOP system. Above 160 points the disparity is less in the DOP system than in the HEP system.

Comparing men's salary practices between the two plans, salaries in the DOP system tend to be the higher of the two up to 150 points. Above that point level the HEP salaries tend to be higher.

Between the two salary plans, women's salaries in the HEP system tend to be higher between 170 points and 305 points than women's salaries in the DOP system. Below and above that range, women's salaries in the DOP system tend to be the higher of the two.

Note: While it is significant to recognize that two salary systems exist and that there is a difference between the two, conclusions regarding these differences must be discounted to some extent. The relatively small number of plots (particularly at the upper levels) representing the pattern of each of the four scattergrams suggests acceptance of a greater tolerance in considering relationships among the salary practice lines, than when the two systems were combined. Secondly, in most cases, the classifications in the HEP system are not directly comparable to those in the DOP system, and therefore respond to different prevailing rates.

At all evaluation point levels, and considering both systems, women's salaries tend to be less than men's salaries.


HEP Men
DOP Men
DOP Women
HEP Women
Chart 8
STATE OF WASHINGTON
Comparison - By System
Salary Practices - Men and Women
August 1974
MONTHLY SALARY $
TOTAL POINTS
0
200
400
600
800
1000
1200
1400
1600
50
100
150
200
250
300
350
400
450
500
550
HERMAN B. WILLIS & ASSOCIATES

Summary of Conclusions

A primary purpose of the study was to identify differences that may appear in pay practices between State classifications traditionally staffed by women and those traditionally staffed by men. The conclusion can be drawn that, based on the measured job content of the 121 classifications evaluated as a part of this project, the tendency is for women's classes to be paid less than men's classes, for comparable job worth (Charts 3 and 8).

Overall, considering both salary systems together, the disparity is approximately 20 percent. This degree of difference varies noticeably by salary system, by classification level, and by individual classification.

A second conclusion can be made that is germane to any action which may be taken as a result of this study. Clear differences in pay exist, not only between men's and women's classifications, but among different classes within the each group.

This was brought out by the dispersion of plots above and below the salary practice line on each of the previously shown scattergrams (Charts 1,2,4,5,6 and 7).

Both existing State classified salary structures are developed from historic position alignments supported by extensive surveys of prevailing pay practices of private business and other governmental organizations. Any action to achieve internally equitable salary relationships between women's and men's classifications would involve a significant modification of, or departure from, the present salary setting method.

ALTERNATIVE COURSES OF ACTION

It is clear, from the information developed in the foregoing section, that significant differences, relative to job worth, do exist within the two State salary systems. The following alternatives are suggested as approaches to correcting this disparity:

1. At first glance, the solution to the existing disparity might appear to be to move the salaries (average of the lowest and highest steps in each salary range) of all women's classes up to the men's salary practice line. This would be accomplished by evaluating the remaining women's classifications (an estimated sixty additional classes) and applying the men's salary practice formula in the establishment of the range for each women's classification (present formula: Below 150 points: $ = $2.64 x points + $380.00; Above 150 points: $ = $1.53 x points + $546.00). In this way the salary practice for classes predominantly held by women would be the same as the salary practice for classes predominantly held by men.

   This would, of course, create a difference in pay between women's classifications and those men's classifications presently below the men's salary practice line. The disparity would be corrected by evaluating the remaining men's classifications (an estimated sixty classes) and moving up, those that are below the practice line.

   At this point, approximately half of the classified employees in State service (some 23,000 employees) would have salary relationships according to evaluated job content, and half would have salary relationships based on historical alignments supported by prevailing rates. Untenable relationships among different classifications and classification series would undoubtedly exist.

   This discussion, of course, hasn't recognized the compounding fact that there are two separate salary systems with observable salary practice differences between them.

Depending on the extent of the State's commitment to a salary plan recognizing internal equity based on job value, one alternative is suggested that involves a departure from the present method of arriving at salary levels. This alternative would require evaluation of all classifications in State service and establishment of two salary policy lines (one for DOP classes and one for HEP classes). All classified employees would then be compensated according to job value within their respective salary systems.

This alternative program would be a major undertaking and should be accomplished over an extended period of time. It is suggested that, after the evaluation stage has been completed, realignments in salaries be phased over a period of several years to permit realistic budgeting of the additional salary cost.

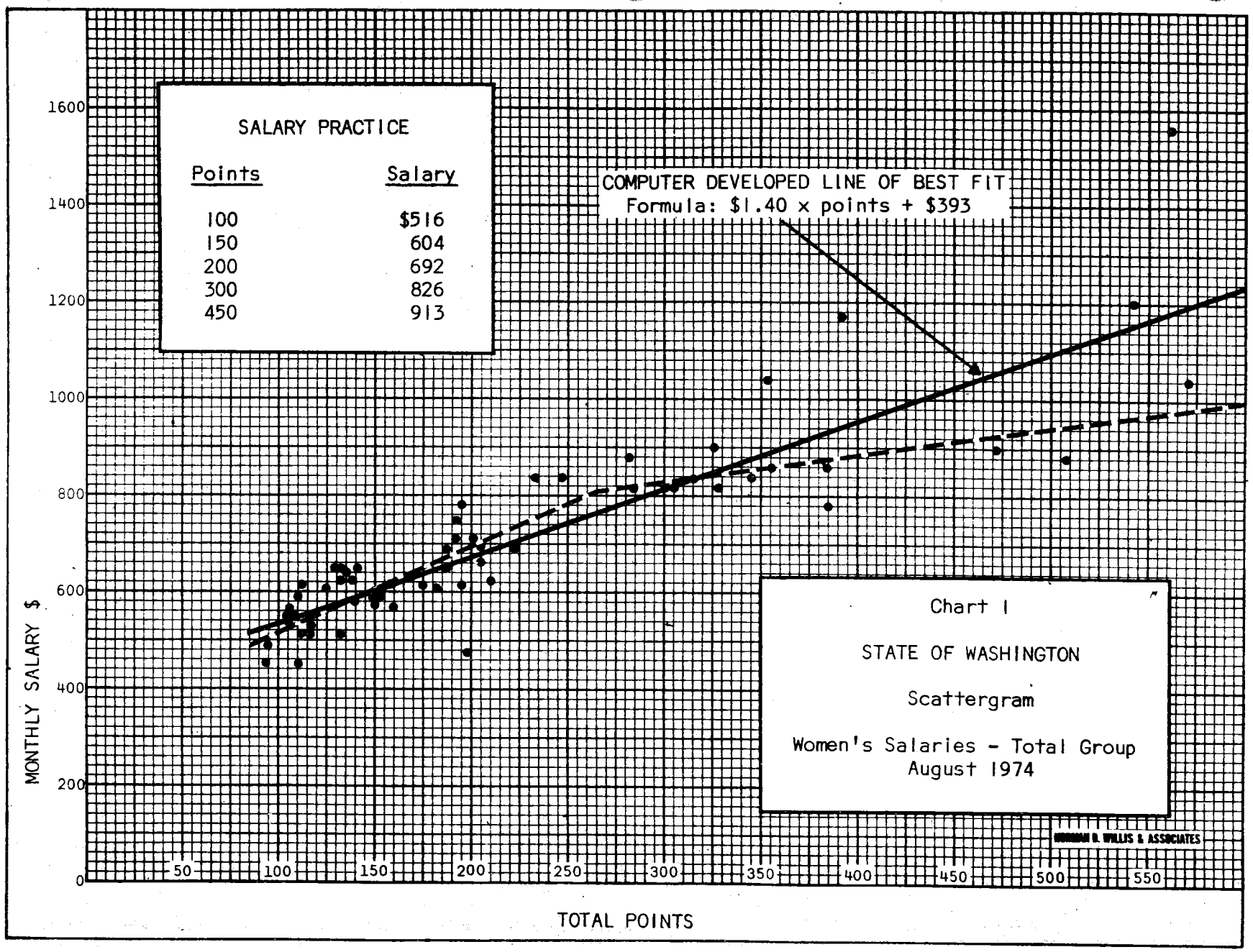
2. A second alternative that should be considered involves a modification of, rather than a departure from, the present alignment method used by both salary systems. A sampling of classifications, touching on each series or family of classes, could be evaluated. A salary policy line (for each salary system) could be established and salaries of evaluated classes adjusted to it. Salaries of other classifications would be reestablished in line with salaries of evaluated classes, maintaining the present internal salary relationships among classifications within each series. It is likely that this approach would require evaluation of 15 percent to 25 percent of the present classifications.

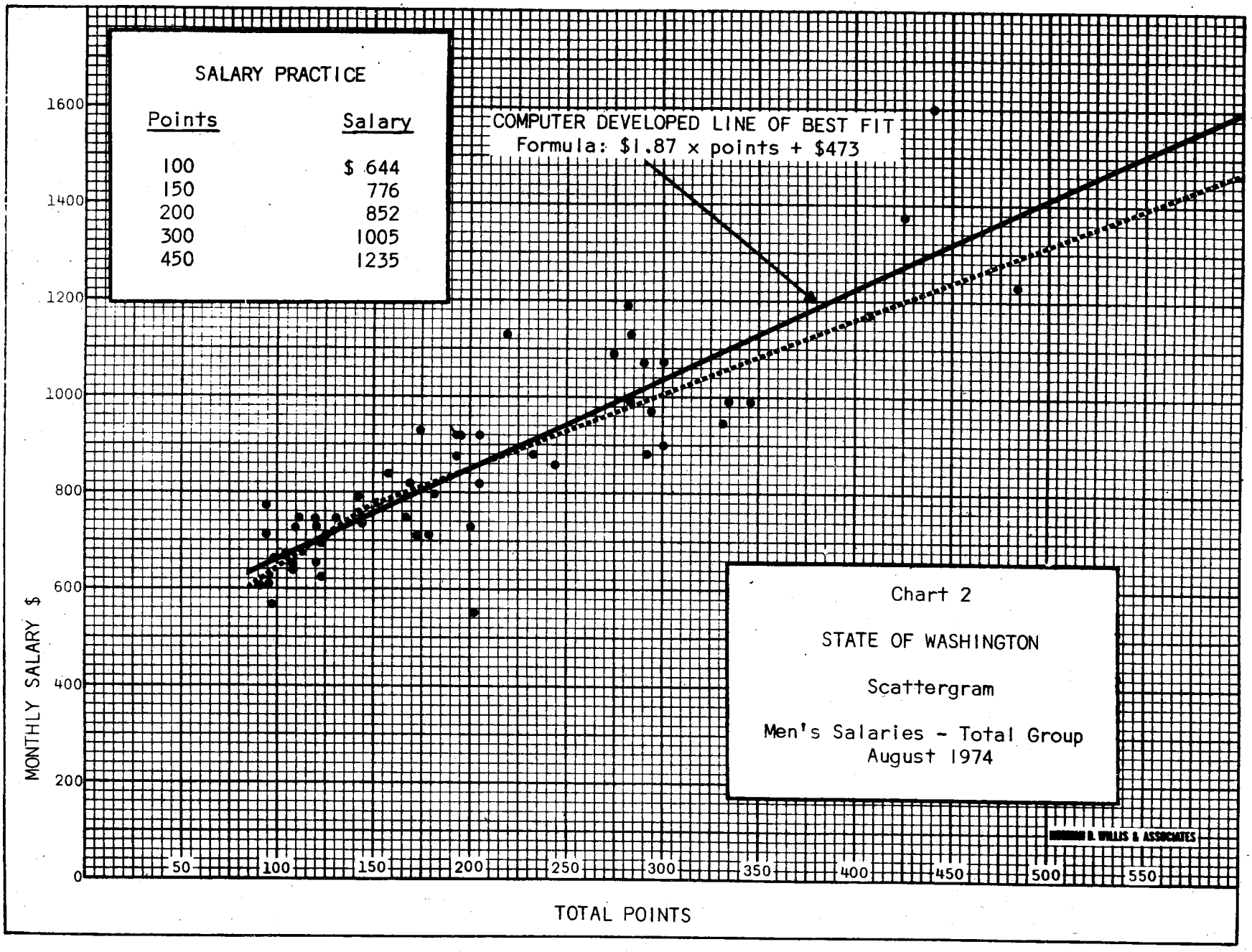
   While this alternative would be a less precise method of accomplishing the desired result, compared to the first alternative, it could be accomplished with a fraction of the effort and would be more easily administered and maintained by the respective Personnel agencies.

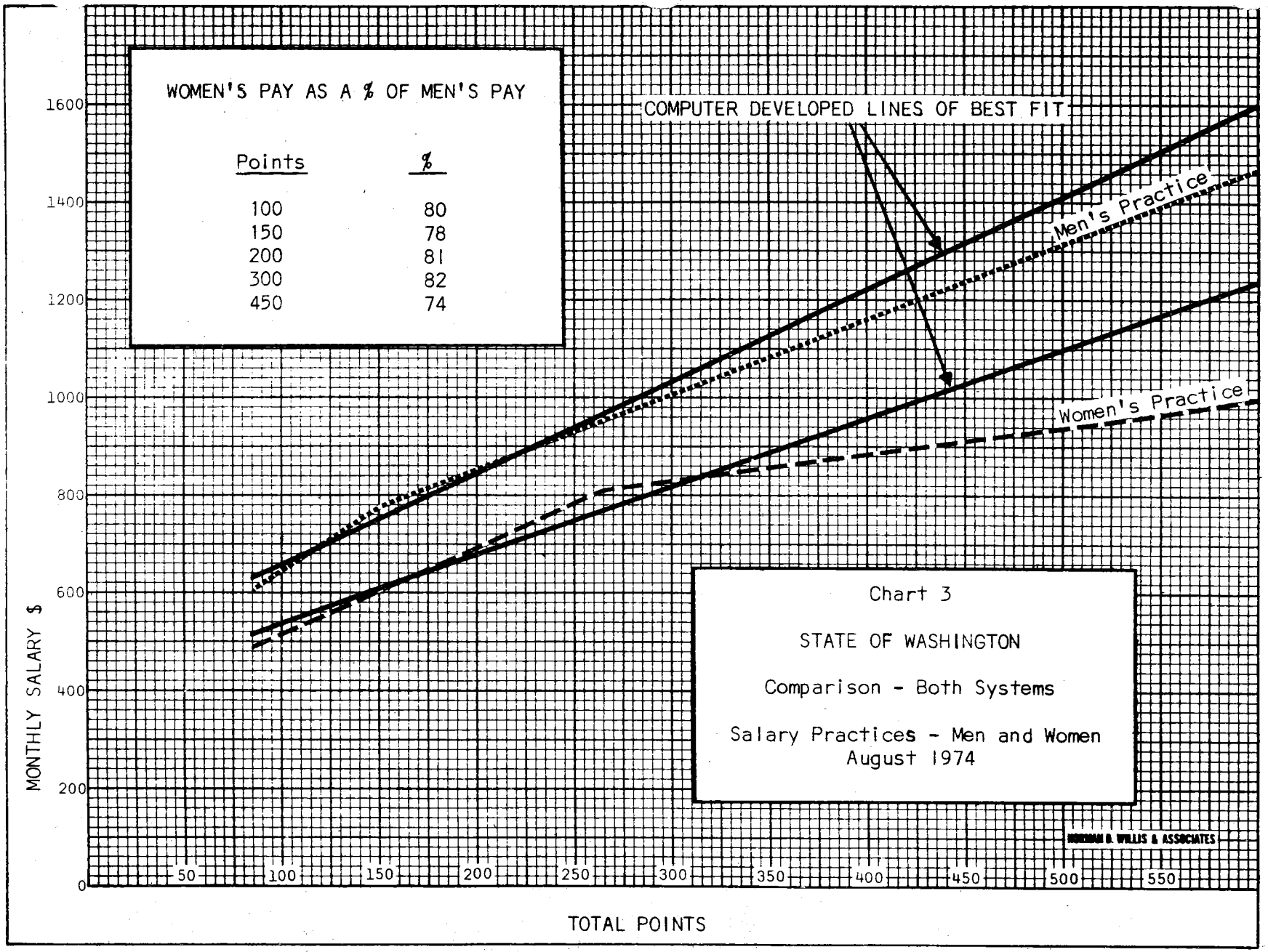
3. A different approach is suggested by a third alternative. Since the problem is that of the salary disparity between classifications predominantly occupied by women and those predominantly occupied by men, a logical solution is to increase the mobility of men and women between these classifications by creating a climate that will permit, and encourage men to move into classes traditionally staffed by women, and women into classes traditionally held by men.

This would require an extensive and well designed program that would attack the primary reasons the desired mobility has been resisted in the past.

Among other reasons for the resistence, one factor that it makes it difficult to encourage men into traditional women's positions is, undoubtedly, the depressed salaries that represent the subject problem. Therefore, it is suggested that any realistic program should provide for substantial increases in salaries for traditional women's classifications.


SALARY PRACTICE
Points
Salary
100
$516
150
604
200
692
300
826
450
913
COMPUTER DEVELOPED LINE OF BEST FIT
Formula: $1.40 x points + $393
Chart 1
STATE OF WASHINGTON
Scattergram
Women's Salaries - Total Group
August 1974
HERMAN B. WILLIS & ASSOCIATES
MONTHLY SALARY $
TOTAL POINTS
0
200
400
600
800
1000
1200
1400
1600
50
100
150
200
250
300
350
400
450
500
550


SALARY PRACTICE
Points
Salary
100
$ 644
150
776
200
852
300
1005
450
1235
COMPUTER DEVELOPED LINE OF BEST FIT
Formula: $1.87 x points + $473
Chart 2
STATE OF WASHINGTON
Scattergram
Men's Salaries - Total Group
August 1974
HERMAN B. WILLIS & ASSOCIATES
MONTHLY SALARY $
TOTAL POINTS
0
200
400
600
800
1000
1200
1400
1600
50
100
150
200
250
300
350
400
450
500
550


WOMEN'S PAY AS A % OF MEN'S PAY
Points
%
100
80
150
78
200
81
300
82
450
74
COMPUTER DEVELOPED LINES OF BEST FIT
Men's Practice
Women's Practice
Chart 3
STATE OF WASHINGTON
Comparison - Both Systems
Salary Practices - Men and Women
August 1974
HERMAN B. WILLIS & ASSOCIATES
MONTHLY SALARY $
0
200
400
600
800
1000
1200
1400
1600
50
100
150
200
250
300
350
400
450
500
550
TOTAL POINTS

KNOWLEDGE & SKILLS

MANAGERIAL SKILLS

JOB KNOWLEDGE	1. Activities are carried out within a subfunction, or subfunctions, or subordinates are supervised in performing one or more specific subfunctional activities.			2. The elements of management are practiced in coordinating subfunctions that are similar or compatible in their characteristics.			3. The elements of management are practiced in coordinating subfunctions that are dissimilar or that have conflicting characteristics; or functions that are compatible.			4. Top executive management.		
	X	N	Y	X	N	Y	X	N	Y	X	N	Y
A. No previous experience required. A brief on-the-job learning period is sufficient.	46	53	61	61	70	80	80	92	106	106	122	140
	53	61	70	70	80	92	92	106	122	122	140	160
	61	70	80	80	92	106	106	122	140	140	160	184
B. Uncomplicated procedures must be followed. The operation of machines or use of equipment may be required.	61	70	80	80	92	106	106	122	140	140	160	184
	70	80	92	92	106	122	122	140	160	160	184	212
	80	92	106	106	122	140	140	160	184	184	212	244
C. Activities or procedures require vocational competence and/or adeptness in the operation of mechanical equipment.	80	92	106	106	122	140	140	160	184	184	212	244
	92	106	122	122	140	160	160	184	212	212	244	280
	106	122	140	140	160	184	184	212	244	244	280	320
D. A measure of knowledge is required in a specialized or technological area, enhancing vocational competence. Alternatively, competence in a manual or mechanical skill is required.	106	122	140	140	160	184	184	212	244	244	280	320
	122	140	160	160	184	212	212	244	280	280	320	368
	140	160	184	184	212	244	244	280	320	320	368	424
E. Competence is required in a specialized or technological field. This includes a comprehension of complex principles and practices.	140	160	184	184	212	244	244	280	320	320	368	424
	160	184	212	212	244	280	280	320	368	368	424	488
	184	212	244	244	280	320	320	368	424	424	488	560
F. An advanced level of understanding is required in a specialized or technological field, or competence in multiple specialized fields, which may include management systems and techniques.	184	212	244	244	280	320	320	368	424	424	488	560
	212	244	280	280	320	368	368	424	488	488	560	640
	244	280	320	320	368	424	424	488	560	560	640	736
G. The position incumbent is required to be highly knowledgeable, having a command of the subject matter pertaining to a specialized or technological field, or an advanced understanding in multiple specialized fields and/or extensive knowledge of management systems and techniques.	244	280	320	320	368	424	424	488	560	560	640	736
	280	320	368	368	424	488	488	560	640	640	736	848
	320	368	424	424	488	560	560	640	736	736	848	976
H. The position incumbent is required to have an exceptional or singular command of a professional sphere of knowledge.	320	368	424	424	488	560	560	640	736	736	848	976
	368	424	488	488	560	640	640	736	848	848	976	1120
	424	488	560	560	640	736	736	848	976	976	1120	1280

Knowledge & Skills encompasses the total amount of understanding, familiarity with facts or information, or dexterity necessary to perform the job in a satisfactory manner. It may be gained through experience, association, aptitude, training and/or education. There are three parts to this component:

JOB KNOWLEDGE – What the position incumbent must know or know how to do to perform satisfactorily.

MANAGERIAL SKILLS – The degree to which the elements of management must be practiced in coordinating activities, functions or subfunctions.

INTERPERSONAL COMMUNICATIONS SKILLS – Direct contact skills in relationships with people within and outside the organization, the levels are:

X. Sufficient personal relations aptitude is required to get along with fellow employees. Necessary personal contacts with others normally involve giving or receiving information or materials.

N. Influencing and/or personally servicing others are a material part of the job, and require capability beyond basic courtesy in dealing with others.

Y. Personal contacts with others require the capability to persuade and/or motivate people to take action.

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ACCOUNTABILITY Fiscal

FREEDOM TO TAKE ACTION	SIZE OF IMPACT											
	1. Small impact; contributes to a minor segment of operating expense, or limited budget; or no identifiable influence on expenses.			2. Moderate impact; contributes to a consequential volume of operating expense or budget.			3. Substantial impact; contributes to a significant volume of operating expense or budget.			4. College-wide impact.		
	N	S	D	N	S	D	N	S	D	N	S	D
A. Duties are routine and specifically delineated; work is closely controlled.	10	15	23	13	20	30	17	26	40	23	35	53
	11	17	26	15	23	35	20	30	46	26	40	61
	13	20	30	17	16	40	23	35	53	30	46	70
B. Duties are somewhat routine in nature and clearly delineated; work is closely controlled.	15	23	35	20	30	46	26	40	61	35	53	80
	17	26	40	23	35	53	30	46	70	40	61	92
	20	30	46	26	40	61	35	53	80	46	70	106
C. Characteristics of the position are such that activities and methods are clearly defined, and/or work is frequently reviewed.	23	35	53	30	46	70	40	61	92	53	80	122
	26	40	61	35	53	80	46	70	106	61	92	140
	30	46	70	40	61	92	53	80	122	70	106	160
D. Characteristics of the position are such that activities and methods are generally defined, and/or efforts are reviewed after the fact.	35	53	80	46	70	106	61	92	140	80	122	184
	40	61	92	53	80	122	70	106	160	92	140	212
	46	70	106	61	92	140	80	122	184	106	160	244
E. Characteristics of the position are such that activities and methods are broadly outlined and/or governed by departmental policies; administrative direction is afforded.	53	80	122	70	106	160	92	140	212	122	184	280
	61	92	140	80	122	184	106	160	244	140	212	320
	70	106	160	92	140	212	122	184	280	160	244	368
F. The position operates within a framework of departmental or functional strategy and goals; general management direction is afforded.	80	122	184	105	160	244	140	212	320	184	280	424
	92	140	212	122	184	280	160	244	368	212	320	488
	106	160	244	140	212	320	184	280	424	244	368	560
G. The position operates within a broad community-wide sphere; board guidance is afforded.	122	184	280	160	244	368	212	320	488	280	424	640
	140	212	320	184	280	424	244	368	560	320	488	736
	160	244	368	212	320	488	280	424	640	368	560	840

Each position is designed to make some contribution toward results desired by the College. The amount of contribution required is represented by the job's Accountability. It has three parts:

FREEDOM TO TAKE ACTION –
The extent of restraint under which the job must operate. Limitation can be in the form of necessary supervision or direction, or can be inherent in the nature of the position.

SIZE OF THE JOB'S IMPACT ON END RESULTS –
The general size most representative of the job's scope; that which most relates to its reason for existence. (It may be expressed as an annualized dollar figure.)

NATURE OF THE JOB'S IMPACT –
NONDIRECT – Services afforded are incidental or collateral in nature.
SUPPORTIVE – Services are afforded or actions taken that influence, rather than control, results.
DIRECT – Principal actions at the position's organizational level are taken in achieving results.

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MENTAL DEMANDS

INDEPENDENT JUDGMENT	PROBLEM SOLVING				
	1. Problems encountered require recall rather than analysis.	**2.** Problems encountered require some analysis of uncomplicated data by established routines.	**3.** Problems encountered require analysis of a variety of data pertaining to situations of a generally routine or recurring nature.	**4.** Problems encountered require analysis and evaluation of a variety of data pertaining to non-routine or varying situations.	**5.** Problems encountered involve in-depth analysis and evaluation where significant innovative thinking or creativity is required.
A. Specific directions and prescribed rules limit the latitude permitted for independent judgment.	a / b	c / d	e / f	g / h	i / j
B. Standardized work routines limit the latitude permitted for independent judgment.	b / c	d / e	f / g	h / i	j / k
C. Similar procedures and methods limit the latitude permitted for independent judgment.	c / d	e / f	g / h	i / j	k / l
D. Varying or complex procedures and methods limit the latitude permitted for independent judgment.	d / e	f / g	h / i	j / k	l / m
E. Distinct departmental or functional policies and goals steer independent judgment.	e / f	g / h	i / j	k / l	m / n
F. General policies and goals of an operating complex or a major function steer independent judgment.	f / g	h / i	j / k	l / m	n / o
G. Overall policies and/or general citizen reaction guide independent judgement.	g / h	i / j	k / i	m / n	o / p

This component weighs the degree of effort of the required thinking process in analysis and evaluation of alternatives in reaching solutions. It is represented by the following parts:

- The latitude permitted for Independent Judgment.
- The extent and nature of the job's Problem Solving requirements.

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MENTAL DEMANDS POINTS

MD symbol ▼	K & S points																								
	46	53	61	70	80	92	106	122	140	160	184	212	244	280	320	368	424	488	560	640	736	848	976	1120	1280	1472	1696	1952	2240
p	40	46	53	61	70	80	92	106	122	140	160	184	212	244	280	320	368	424	488	560	640	736	848	976	1120	1280	1472	1696	1952
o	35	40	46	53	61	70	80	92	106	122	140	160	184	212	244	280	320	368	424	488	560	640	736	848	976	1120	1280	1472	1696
n	30	35	40	46	53	61	70	80	92	106	122	140	160	184	212	244	280	320	368	424	488	560	640	736	848	976	1120	1280	1472
m	26	30	35	40	46	53	61	70	80	92	106	122	140	160	184	212	244	280	320	368	424	488	560	640	736	848	976	1120	1280
l	23	26	30	35	40	46	53	61	70	80	92	106	122	140	160	184	212	244	280	320	368	424	488	560	640	736	848	976	1120
k	20	23	26	30	35	40	46	53	61	70	80	92	106	122	140	160	184	212	244	280	320	368	424	488	560	640	736	848	976
j	17	20	23	26	30	35	40	46	53	61	70	80	92	106	122	140	160	184	212	244	280	320	368	424	488	560	640	736	848
i	15	17	20	23	26	30	35	40	46	53	61	70	80	92	106	122	140	160	184	212	244	280	320	368	424	488	560	640	736
h	13	15	17	20	23	26	30	35	40	46	53	61	70	80	92	106	122	140	160	184	212	244	280	320	368	424	488	560	640
g	11	13	15	17	20	23	26	30	35	40	46	53	61	70	80	92	106	122	140	160	184	212	244	280	320	368	424	488	560
f	10	11	13	15	17	20	23	26	30	35	40	46	53	61	70	80	92	106	122	140	160	184	212	244	280	320	368	424	488
e	9	10	11	13	15	17	20	23	26	30	35	40	46	53	61	70	80	92	106	122	140	160	184	212	244	280	320	368	424
d	8	9	10	11	13	15	17	20	23	26	30	35	40	46	53	61	70	80	92	106	122	140	160	184	212	244	280	320	368
c	7	8	9	10	11	13	15	17	20	23	26	30	35	40	46	53	61	70	80	92	106	122	140	160	184	212	244	280	320
b	6	7	8	9	10	11	13	15	17	20	23	26	30	35	40	46	53	61	70	80	92	106	122	140	160	184	212	244	280
a	5	6	7	8	9	10	11	13	15	17	20	23	26	30	35	40	46	53	61	70	80	92	106	122	140	160	184	212	244

Point Increments	
3392	–
2944	
2560	
2240	
1952	
1696	–
1472	
1280	
1120	
976	
848	–
736	
640	
560	
488	
424	–
368	
320	
280	
244	
212	–
184	
160	
140	
122	
106	–
92	
80	
70	
61	
53	–
46	
40	
35	
30	
26	–
23	
20	
17	
15	
13	–
11	
10	
9	
8	
7	–

STATE OF WASHINGTON

WORKING CONDITIONS

Evaluation Chart

PHYSICAL EFFORT		HAZARDS								
		1. Danger of injury or probability of physical harm associated with the job is minimal			2. Some danger of injury or probability of physical harm is inherent in the job.			3. A potentially high degree of danger of injury or probability of physical harm is inherent in the job.		
	Discomfort →	A	B	C	A	B	C	A	B	C
	L. The job works primarily at a desk or is otherwise involved in activities requiring little lifting, climbing or working in tiring positions.		8 9	10 11	7 8	9 10	11 13	8 9	10 11	13 15
	S. A moderate amount of lifting of light to medium weight materials, climbing or working in tiring positions is required.	7 8	9 10	11 13	8 9	10 11	13 15	9 10	11 13	15 17
	M. A considerable amount of lifting of medium weight materials, climbing or other physically tiring work is required.	8 9	10 11	13 15	9 10	11 13	15 17	10 11	13 15	17 20
	H. Continual and intensive lifting of heavy materials, climbing and/or other physically tiring work is required.	9 10	11 13	15 17	10 11	13 15	17 20	11 13	15 17	20 23

This factor includes the physical conditions imposed upon the job. The dimensions are:

PHYSICAL EFFORT – the amount of physical energy required to be expended.

HAZARDS -- the degree of risk of injury or harm.

DISCOMFORT – the environmental conditions to which the incumbent is exposed while on the job. They include such things as cold, wind, dust, heat, rain or snow, fumes, dirt etc. There are three levels.

A. Nature of the job is such that there is an absence of undesirable environmental conditions.
B. Conditions are less than desirable on occasion.
C. Disagreeable conditions exist continuously or much of the time.

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1974

STATE OF WASHINGTON

COMPARABLE WORTH STUDY

PHASE II

December 1976

Norman D. Willis & Associates
Management Consultants

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I INTRODUCTION

I INTRODUCTION

This report results from a request from the Governor's Office to the Department of Personnel and Higher Education Personnel Board to establish a program leading to implementation of the Comparable Worth Study completed in September 1974. The Department of Personnel served as the contracting agency for the conduct of this project, initiated in September 1976. It is the second phase of the study that began in 1974.

PHASE I

The first phase of the Comparable Worth Study was directed towards identifying salary differences between predominantely male and female classifications that were not justifiable on the basis of job worth.

A committee of thirteen persons from State service, private industry and labor was trained by the consultants in the evaluation method and evaluated a total of 121 Department of Personnel (DOP) and Higher Education Personnel Board (HEPB) classifications. The primary job content information needed in the evaluation process was supplied by position questionnaires completed by some 1,600 incumbents holding the selected classifications.

Analysis of the results of the evaluations in relation to the State's existing salary rates revealed significant differences between men's and women's pay. Overall, considering both systems together, the disparity was approximately 20 percent.

The pay difference resulted from the State's practice of developing salary rates from surveys of prevailing salaries of private and other governments and the maintaining of historic grade alignments between classes. It was clear that actions to achieve internally equitable salary relationships for classifications would involve the establishment of a system of classification evaluation as the basis for salary setting.

OBJECTIVES

The objective of this phase of the study is to develop Comparable Worth rates based upon measured job content for all DOP and HEPB classifications. The tasks necessary to achieve this objective are:

- Review the 121 classifications evaluated in 1974 to identify any changes in job content and to complete new evaluations where appropriate.
- Provide an evaluation for each of the benchmark positions included in the State's Wage and Salary Survey.
- Evaluate the classifications that match the Survey positions, and other key classes.
- Develop a Comparable Worth Salary structure through which internally equitable pay relationships can be set for evaluated classes.
- Using the classification indexing system of the two jurisdictions, establish the Comparable Worth rate for each State classification and provide a cost estimate for implementation.

II SUMMARY OF STUDY

II SUMMARY OF STUDY

This portion of the Comparable Worth Study was undertaken to provide the State with salary rates based upon evaluated job content. The project is a continuation of Phase I of the study which disclosed significant differences in salary treatment between predominantely male and female classifications.

A key task toward achieving the objective within the limited time available was to evaluate the benchmark positions used in the State of Washington Wage and Salary Survey. This was accomplished in two steps:

1. The State's classifications corresponding to the Survey benchmark positions were evaluated. This was necessary rather than directly evaluating the benchmarks, as the generic descriptions used to identify the Survey jobs are not definitive enough to permit precise evaluations.

2. The Survey job descriptions were then carefully reviewed and, where differences could be discerned between the Survey benchmarks and State classifications, evaluation adjustments were made.

The evaluations developed in Phase I of the study were reviewed and evaluation adjustments were made where appropriate. Additional evaluations of State classifications were accomplished to provide a broader frame of reference for the subsequent alignment of the balance of State classifications.

Information required for evaluations was collected through personal interviews with up to three incumbents holding each of the selected classifications. The information developed was supported by existing classification specifications.

A five member committee of State analysts and consultants evaluated the classifications. A factor-point evaluation system was used. Each classification was measured according to the following components:

- Knowledge and Skills
    - Job knowledge
    - Managerial Skills
    - Interpersonal communications skills
- Mental Demands
    - Latitude for independent judgment
    - Nature and extent of problem solving
- Accountability
    - Freedom to take action
    - Nature of impact upon end result
- Working Conditions
    - Physical effort
    - Hazards
    - Discomfort

The first step in the analysis (see Section IV) of the results was to plot a scattergram showing the evaluation and the 1976 Survey update data for each of the benchmark positions. Inspection of the Survey results disclosed significant differences in the market rate for occupational groups at the same job content. For example, at 150 points of measured job worth, the market rate for Trades and Maintenance jobs exceed by 70 percent those for Institutional Support positions, such as Cooks, Nurses Aides and Laundry Workers.

Further analysis was prepared comparing DOP's and HEPB's current and recommended salary practices. One of the major findings is that both jurisdictions have a very similar present salary practice, indicating uniform application of the Survey findings. Both jurisdictions displayed three distinct salary practices for their respective staffs.

III METHODOLOGY

A regression line was calculated for the Survey findings and evaluations. This is the Comparable Worth salary policy line; its formula affords the method of computing the Comparable Worth rate from the evaluation for a classification. The formula is:

Monthly Salary = $2.51 x evaluation points + $518

A conversion chart relating evaluations to each jurisdiction's salary grade structure was also developed. Comparable Worth grades were prepared for each evaluated class and are contained in Tables 2 and 3.

Additionally, Comparable Worth grades were developed for all other classes through each jurisdiction's indexing system. This latter is a listing showing the salary grade relationship between certain key classes - usually Survey benchmarks - and other classes. Due to the volume involved, the Comparable Worth grades are being submitted under separate cover.

The report provides information in support of policy decisions concerning possible implementation of the Comparable Worth concept. Cost estimates of several options are indicated. For example, adopting a program of raising classes to the Comparable Worth line, and maintaining the prevailing rate recommendation for classes above the line, would cost approximately $38,000,000 above the cost for the present prevailing rate recommendations. These figures are detailed in Section V.

Further suggestions concerning the State's implementation include developing a plan leading to orderly introduction over several years. Also, the State's indexing system would be more effective with a larger sample of evaluations. Approximately 25 percent of the State's classes should be evaluated prior to introduction of Comparable Worth grades.

III METHODOLOGY

Department of Personnel and Higher Education Personnel Board staff worked closely with us to select the classifications to be evaluated, to develop the schedules and approach, and in the actual conduct of the study. Additional guidance and advice were provided by key State and labor officials, including:

Mr. Leonard Nord, Director, Department of Personnel

Mr. Douglas E. Sayan, Higher Education Personnel Board

Mr. Larry Goodman, Director of Personnel Board Activities,
Washington Federation of State Employees

Ms. Jo Garceau, Special Assistant, Office of the Governor

Mr. Robert Boysen, Manager, Standards and Surveys, Department of Personnel

EVALUATION SAMPLE

The sample of classifications selected to be evaluated was designed to serve two purposes. The first was to provide an evaluation for each of the 55 in-state Wage and Salary Survey benchmark positions. This was necessary in order to provide the State with a relationship between external market rates and measured job content. The second was to evaluate a group of key classifications so that grades could be developed for all classes through the jurisdictions' indexing system.

A difficulty arose in that the Survey benchmark positions are described by only a brief narrative. While this is sufficient for survey job matching purposes, it does not supply the depth of information needed for precise evaluations. The approach used to overcome this problem was to, first, evaluate the DOP or HEPB classification that relates to the benchmark, then to compare the two to identify any substantive differences. Where variances were found, a separate evaluation was prepared for the benchmark; otherwise the evaluations for the classifications were used.

In addition to the Survey benchmark positions, ninety-four DOP and HEPB classifications were evaluated. The classes evaluated in Phase I of the study were re-examined to determine if a revision was appropriate. The total list of classification evaluations is contained in the Exhibits Section.

DATA COLLECTION

Complete position descriptions prepared by trained analysts would have been preferable, but limited time and resources prevented their use. It was jointly decided to use a position questionnaire to obtain the job content information required for evaluation. A sample of up to three incumbents in each classification was selected by the jurisdiction and interviewed. The completed questionnaires together with the classification specifications provided the basis for evaluation.

CLASSIFICATION EVALUATION

Representatives of the Department of Personnel and the consulting firm formed a classification evaluation task force consisting of:

Mr. Robert Boysen - Manager, Standards and Surveys, Department of Personnel

Ms. Patricia Brenner - Supervisor, Special Employment Projects Unit, Department of Personnel

Mr. Dennis Karras - Personnel Analyst, Department of Personnel

Mr. Fred Owen - Senior Associate, Norman D. Willis & Associates

Mr. Martin Kenny - Associate, Norman D. Willis & Associates

The committee members selected primarily were those who have participated in other evaluation projects and who were familiar with the job measurement system. Mr. Tim Seth of the Higher Education Personnel Board provided additional job content information

on HEPB classifications. The consultants' role, in addition to participating in evaluations, was to provide guidance in the evaluation process and to assure overall consistency in applying the measurement system. Special attention was paid to maintaining the discipline established by the original committee during Phase I of the project.

Positions were evaluated using a factor-point evaluation method, measuring each classification according to the following four components:

1. Knowledge & Skills: This component encompasses the total amount of understanding, familiarity with facts or information, or dexterity necessary to perform the job in a satisfactory manner.

   -- Job Knowledge. What the incumbent must know or know how to do to perform satisfactorily.

   -- Interpersonal Communications Skills. Direct contact skills in relationships with people within and outside the organization.

2. Mental Demands: This is the extent of the required thinking process in analysis and evaluation of alternatives in reaching solutions. It is represented by the following parts:

   -- The latitude permitted for independent judgment.

   -- The extent and nature of the job's problem solving requirements.

3. Accountability: This is the amount of contribution toward overall expected end results required. It has two parts:

   -- Freedom to Take Action. The extent of restraint under which job must operate. Limitation can be in the form of necessary supervision or direction, or can be inherent in the nature of the classification.

-- Nature of the job's impact on end results.

... Direct - Principal actions, at the classification's organizational level, are taken in achieving results.

... Supportive - Services are afforded or actions taken that influence, rather than control, results.

... Nondirect - Services afforded are incidental or collateral in nature.

4. Working Conditions: Included are the physical conditions imposed upon the classification incumbent.

-- Physical Effort. The amount of physical energy required to be expended in lifting, climbing, and working in tiring positions.

-- Hazards. The danger of injury or probability of physical harm associated with the job.

-- Discomfort. The environmental conditions to which the incumbent is exposed while on the job. These include, but are not limited to, such things as cold, wind, dust, rain or snow, fumes and dirt.

INDEXING

Each jurisdiction's indexing system was used to develop Comparable Worth grades for the State classifications not evaluated. Indexing is the State's salary setting procedure. All classes are related to a group of key classifications, usually in-state or out-of-state Survey benchmarks. For example, in the DOP system, Clerk II is indexed two ranges above Clerk I, a Survey benchmark. If the salary range for Clerk I is adjusted, the Clerk II's range and all other classes indexed to Clerk I will be changed proportionally.

TABLE OF EVALUATIONS

Table 1, on the following pages, lists the Survey benchmarks and corresponding DOP and HEPB classifications. They are shown in order of benchmark number in the Wage and Salary Survey. Also listed are the evaluations by component and total. Where evaluations of DOP and/or HEPB classifications differ from those of the benchmarks, different evaluations are shown.

A total list of the 206 State classification evaluations is shown at the end of this report.

TABLE

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TABLE OF [illegible]ALUATIONS

STATE OF WASHINGTON

Benchmark Evaluations - December 1976

POSITION TITLE	Benchmark No.	Knowledge & Skills	Mental Demands	Accountability	Working Conditions	Total Points
Junior Clerk Clerk I (DOP) Office Assistant I (HEPB)	1	AIX 61	A2-c 9	AIN 11	LIA 0	81
Junior Clerk Typist Clerk Typist I (DOP) Office Assistant I (T) (HEPB)	2	BIX 70	A2-d 11	AIN 13	LIA 0	94
Senior Clerk Typist Clerk Typist III (DOP) Office Assistant III (T) (HEPB)	3	CIN 106	C2-f 23	CIN 23	LIA 0	152
Power Typist Power Keyboard Op II (DOP) Mag C/T Typist I (HEPB)	4	CIX 80	B2-e 15	BIN 20	LIB 11	126
Junior Clerk Steno Clerk Steno I (DOP)	5	BIX 80	B2-d 13	BIN 15	LIA 0	108
Secretary (Steno) Secretary I (S-H) (DOP)	6	DIN 122	C3-g 30	CIS 35	LIA 0	187
Secretary III (HEPB)		DIN 122	D3-h 35	CIS 40	LIA 0	197
Supervising Clerk Clerical Supr I (DOP) Office Supr I (HEPB)	7	DIN 122	C3-h 35	CIS 46	LIA 0	203
Legal Secretary Legal Secretary I (DOP) Legal Secretary (HEPB)	8	DIN 122	C3-g 30	CIS 35	LIA 0	187
PBX Operator PBX Operator (DOP) Telephone Service Op I (HEPB)	9	BIN 80	B2-d 13	BIN 15	LIB 10	118

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TABLE OF EVALUATIONS

STATE OF WASHINGTON

Benchmark Evaluations - December 1976

POSITION TITLE	Benchmark No.	Knowledge & Skills	Mental Demands	Accountability	Working Conditions	Total Points
Offset Dup Op Offset Dup Op I (DOP) Offset Dup Op I (HEPB)	10	CIX 80	B2-e 15	BIN 17	SIB 11	123
Junior Accountant Accountant I (DOP) Accountant I (HEPB)	12	DIN 140	D3-i 46	CIS 46	LIA 0	232
Accounting Clerk Accounting Asst. I (DOP) Accounting Asst. I (HEPB)	13	BIX 80	B2-e 15	BIN 15	LIA 0	110
Senior Accountant Accountant III (DOP)	14	EIY 212	D4-k 92	DID 92	LIA 0	396
Library Assistant Library Tech II (DOP) Library Tech II (HEPB)	15	CIN 106	C2-f 23	CIN 23	LIA 0	152
Library Specialist Library Specialist I (HEPB)	16	DIX 122	C3-h 35	CIS 35	LIA 0	192
Key Punch Operator Key Punch Operator II (DOP)	17	BIX 70	B2-d 11	BIN 15	LIB 11	107
Data Entry Operator III (HEPB)		BIX 80	B2-e 15	BIN 15	LIB 11	121
Computer Operator EDP Comp Op II (DOP) Comp Op II (HEPB)	18	CIX 106	C2-f 23	CIN 26	LIA 0	155
Senior Comp Sys Analyst Comp System Analyst IV (DOP) System Analyst III (HEPB)	19	EIY 212	E4-k 92	EID 122	LIA 0	426

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TABLE OF EVALUATIONS

STATE OF WASHINGTON

Benchmark Evaluations - December 1976

POSITION TITLE	Benchmark No.	Knowledge & Skills	Mental Demands	Accountability	Working Conditions	Total Points
Data Control Tech	20	CIX 80	B2-e 15	BIN 17	LIA 0	112
Data Control Tech I (DOP)						
Data Control Tech II (HEPB)						
Senior Programmer	21	EIN 184	D4-k 80	DIS 70	LIA 0	334
Design Programmer (DOP)						
Programmer III (HEPB)						
Nurse's Aide	22	BIN 80	B2-e 15	BIS 23	S2B 15	133
Nurse Attendant I (DOP)						
General Duty Nurse	23	EIN 184	D3-i 61	DIS 70	S2B 15	330
Registered Nurse I (DOP)		DIN 150	D3-i 53	DIS 61	S2B 15	289
Licensed Practical Nurse	24	CIN 106	C3-g 26	CIS 35	S2C 20	187
LPN I (DOP)						
LPN I (HEPB)		CIN 92	C3-g 23	BIS 30	SIB 13	158
Physical Therapist	25	EIY 184	D3-i 61	DIS 70	M2B 17	332
Physical Therapist I (DOP)						
Physical Therapist I (HEPB)						
Food Service Helper	29	AIX 61	A2-c 9	AIN 11	M2B 17	98
Food Service Aide I (DOP)		AIN 70	A2-c 10	AIN 11	M2B 17	108
Food Service Worker I (HEPB)		AIX 61	A1-b 8	AIN 11	M2B 17	97
Cook	30	CIX 80	B2-e 15	BIN 20	S2B 15	130
Cook I (DOP)		CIN 92	B2-e 17	BIN 20	S2B 15	144
Cook I (HEPB)		CIN 92	B2-e 17	BIN 20	S2B 13	142
Head Chainworker	31	CIX 106	C3-g 26	CIN 30	SIA 9	171
Engineer Tech IV (DOP)						

TABLE 1

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TABLE OF EVALUATIONS

STATE OF WASHINGTON

Benchmark Evaluations - December 1976

POSITION TITLE	Benchmark No.	Knowledge & Skills	Mental Demands	Accountability	Working Conditions	Total Points
Security Guard	33	BIN 70	B2-e 13	BIN 17	S2B 13	113
Security Guard I (DOP)		BIN 80	B2-e 15	BIN 20	S2B 15	130
Security Guard (HEPB)		BIN 70	B2-e 13	BIN 17	S2B 13	113
Custodian	34	BIX 61	B2-d 10	BIN 15	M2B 15	101
Custodian (DOP)						
Custodian II (HEPB)						
Truck Driver (Light)	35	BIX 61	B2-d 10	AIN 13	SIB 13	97
Truck Driver I (HEPB)						
Heavy Equipment Op	36	CIX 106	C3-g 26	CIN 26	M2C 23	181
Equipment Op III (DOP)						
Heavy Equipment Operator (HEPB)						
Laborer	37	BIX 61	B2-d 10	AIN 13	H2C 26	110
Laborer (DOP)						
Trades Helper	38	CIX 80	B2-e 15	BIN 17	M2B 15	127
Trades Helper (DOP)						
Trades Helper (HEPB)						
Laundry Worker	39	BIX 61	A2-c 9	AIN 11	M2B 15	96
Laundry Worker I (DOP)		BIN 70	A2-c 10	AIN 11	M2C 23	114
Laundry Operator I (HEPB)		BIX 61	A2-c 9	AIN 11	M2B 15	96
Highway Maint Laborer	41	BIX 80	B2-d 13	BIN 17	M2B 17	127
Maint Tech I (DOP)						
Utility Worker II (HEPB)		CIX 80	B2-e 15	BIN 20	M2B 15	130
Gardener	42	BIX 80	B2-d 13	BIN 17	M2B 17	127
Gardener I (DOP)						
Gardener II (HEPB)						

TABLE 1

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TABLE OF EVALUATIONS

STATE OF WASHINGTON

Benchmark Evaluations - December 1976

POSITION TITLE	Benchmark No.	Knowledge & Skills	Mental Demands	Accountability	Working Conditions	Total Points
Warehouse Worker Warehouse Worker I (DOP) Warehouse Worker (HEPB)	43	BIX 61	B2-d 10	AIN 13	S2B 13	97
Maintenance Carpenter Carpenter (DOP) Carpenter (HEPB)	44	DIX 122	C3-g 30	CIN 30	S2B 15	197
Auto Mechanic Auto Mechanic (DOP) Motorized Equip Mech (HEPB)	45	DIX 106	C3-g 26	CIN 30	S2B 13	175
Maintenance Electrician Electrician (DOP) Electrician (HEPB)	46	DIX 122	C3-g 30	CIN 30	S2B 15	197
Project Engineer Project Engineer (DOP) Facilities (HEPB)	52	EIY 244	D3-k 106	D2D 122	LIA 0	472
Chemist Chemist II (DOP)	53	EIX 160	D3-i 53	DIS 53	LIB 11	277
Stationary Engineer Stationary Engineer II (DOP) Steam Engineer (HEPB)	55	CIX 106	C3-f 23	CIN 26	M2C 20	175
Artist-Illustrator Artist/Illustrator II (DOP) Graphics Design/Ill I (HEPB)	56	DIX 122	C2-h 35	CIS 40	LIA 0	197
Journey Drafting Tech Engineering Tech V (DOP) Drafting Tech II (HEPB)	59	DIN 140	D3-h 40	CIS 40	SIA 9	229

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TABLE OF EVALUATIONS

STATE OF WASHINGTON

Benchmark Evaluations - December 1976

POSITION TITLE	Benchmark No.	Knowledge & Skills	Mental Demands	Accountability	Working Conditions	Total Points
Electronics Tech	61	DIX 140	D4-j 53	DIS 53	S2B 13	259
Electronics Tech II (HEPB)						
Safety Officer	62	EIY 184	D4-j 70	DID 80	LIB 10	344
Safety Officer I (Hwys) (DOP)		DIY 160	D3-i 53	DIS 61	LIB 10	284
Safety Officer (HEPB)		EIY 184	D3-i 70	DID 80	LIB 10	344
Recreation Leader	63	DIN 140	D3-h 40	CIS 40	S2A 11	231
Recreation Leader I (DOP)						
Recreation Coordinator I (HEPB)						
Buyer	64	DIN 160	D4-j 61	DIS 70	LIA 0	291
Buyer II (DOP)		DIN 160	D4-j 61	DIS 61	LIA 0	282
Buyer II (HEPB)		DIN 160	D4-j 61	DIS 70	LIA 0	291
Personnel Officer	65	EIY 184	D3-i 61	D2S 70	LIA 0	315
Personnel Officer II (DOP)						
Area Personnel Rep (HEPB)		EIY 212	D4-k 92	D3S 92	LIA 0	396
Photographer	66	DIX 106	C3-g 26	CIN 30	LIA 0	162
Photographer (DOP)						
Photographer I (HEPB)						
Training Officer	67	EIY 244	E4-k 106	EIS 106	LIA 0	456
Training Officer (DOP)						
Internal Auditor	68	DIN 160	D3-i 53	DIS 53	LIA 0	266
State Examiner II (DOP)						
Auditor I (HEPB)						
Office Manager	70	EIY 184	D4-j 70	DID 106	LIA 0	360
Office Manager (DOP)						

Norman D. Willis & Associates
Management Consultants

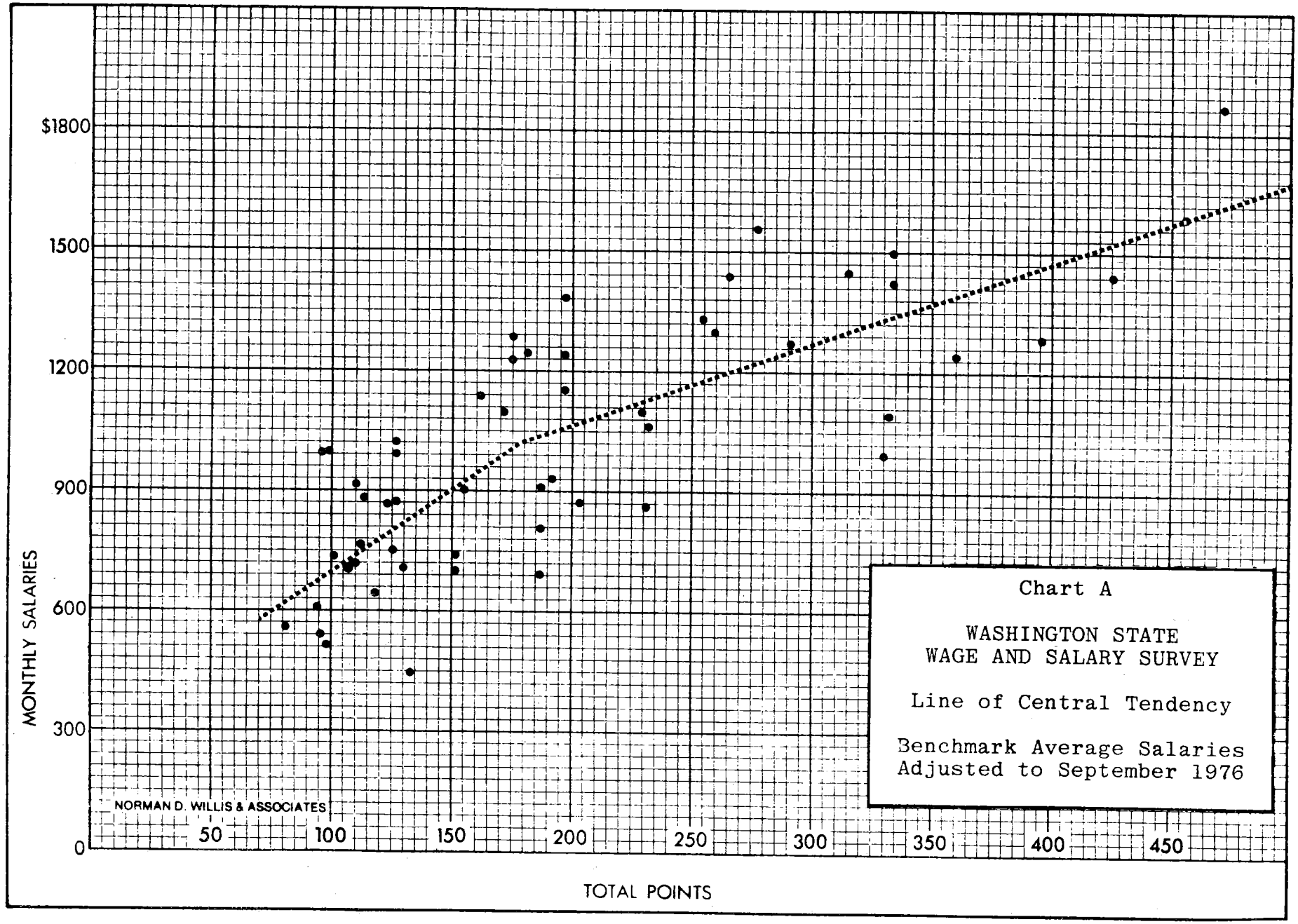
TABLE OF EVALUATIONS

STATE OF WASHINGTON

Benchmark Evaluations - December 1976

POSITION TITLE	Benchmark No.	Knowledge & Skills	Mental Demands	Accountability	Working Conditions	Total Points
Info/Publs Specialist	71	DIN 140	D4-j 53	DIS 61	LIA 0	254
Info Officer I (DOP)		DIN 140	D3-i 46	DIS 53	LIA 0	239
Info Specialist II (HEPB)		DIN 140	D4-j 53	DIS 61	LIA 0	254

IV ANALYSIS


$1800
1500
1200
900
600
300
0
MONTHLY SALARIES
50
100
150
200
250
300
350
400
450
TOTAL POINTS
NORMAN D. WILLIS & ASSOCIATES
Chart A
WASHINGTON STATE
WAGE AND SALARY SURVEY
Line of Central Tendency
Benchmark Average Salaries
Adjusted to September 1976

IV ANALYSIS

This section deals with two discrete sources of data:

1. The Survey benchmark position evaluations, together with the weighted average salary information taken from the Survey, are used to afford an analysis of existing prevailing rate practices in the State of Washington.

   This data also serves as a basis for development of a Comparable Worth Salary Policy Line.

2. Evaluations of the State classifications corresponding to the Survey benchmarks along with both current salary data and the Board Adopted Survey Findings provide for internal examination of the State's salary structure.

WAGE AND SALARY SURVEY ANALYSIS

Chart A, facing page, graphically illustrates the relationship between the updated Survey results and the evaluated job worth of the fifty-five benchmark positions. Each plot on the scattergram represents a benchmark position by weighted average monthly salary (vertical axis) and evaluation points (horizontal axis).

The central tendency of the data is depicted on the chart as a dotted line. This line was developed by sight and was placed by considering both the number and dispersion of plots at various job value levels. The bend in the line at 177 points suggests a different overall pay practice for positions above 177 points compared to the practice for positions below that point level. This is most likely due to the inclusion of different occupational groups in the Survey sample, responding to varying labor markets.

This chart's significance is that it displays the range of salary levels in the market place, in relation to evaluated job worth. The wide dispersion of plots above and below the line of central tendency is evident.

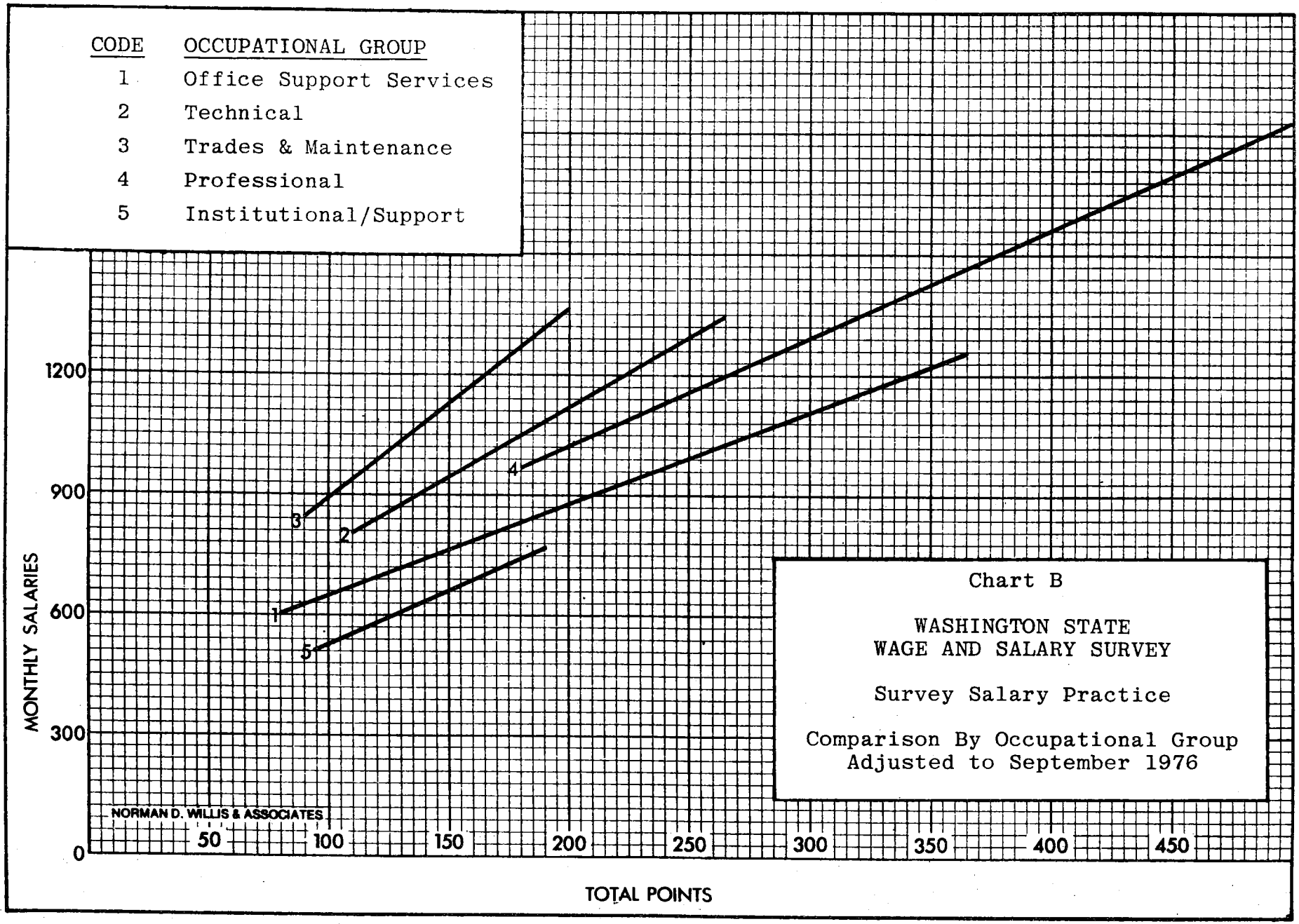
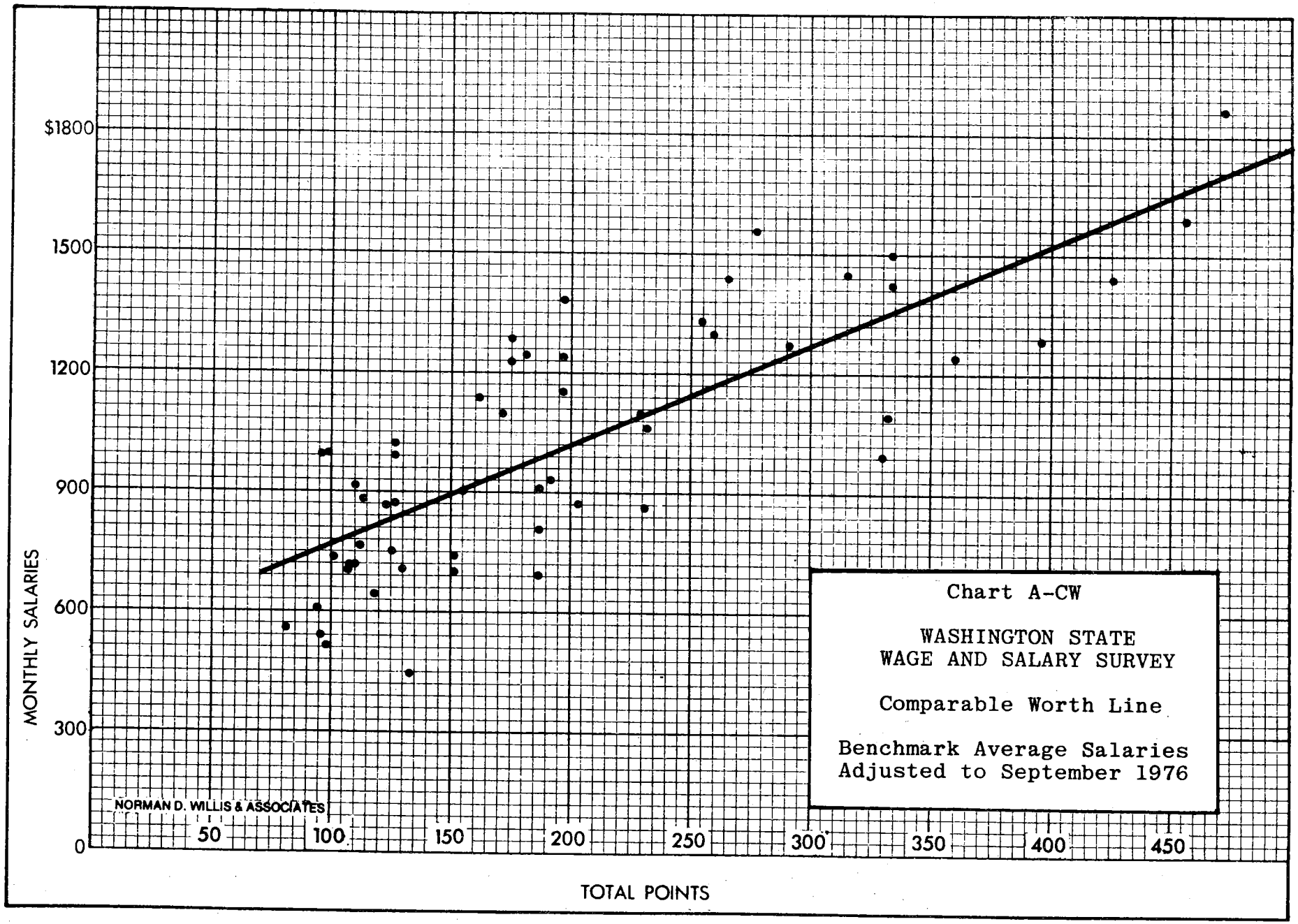

CODE
OCCUPATIONAL GROUP
1 Office Support Services
2 Technical
3 Trades & Maintenance
4 Professional
5 Institutional/Support
MONTHLY SALARIES
0
300
600
900
1200
50
100
150
200
250
300
350
400
450
TOTAL POINTS
1
2
3
4
5
NORMAN D. WILLIS & ASSOCIATES
Chart B
WASHINGTON STATE
WAGE AND SALARY SURVEY
Survey Salary Practice
Comparison By Occupational Group
Adjusted to September 1976

Chart B, facing, indicates how the various occupational groups fared in the Wage and Salary Survey in relation to evaluated job content. A line of central tendency for each occupational group's data was produced. There is approximately a 70 percent salary difference at 150 points between the market practice for the highest occupational group - Trades and Maintenance - and the lowest - Institutional/Support. This latter is primarily composed of classifications such as Cook, Laundry Workers and Nurses Aides.

It is significant to note that the lines for each group are straight indicating a consistent market salary practice within occupational groups.


$1800
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300
0
MONTHLY SALARIES
50
100
150
200
250
300
350
400
450
TOTAL POINTS
NORMAN D. WILLIS & ASSOCIATES
Chart A-CW
WASHINGTON STATE
WAGE AND SALARY SURVEY
Comparable Worth Line
Benchmark Average Salaries
Adjusted to September 1976

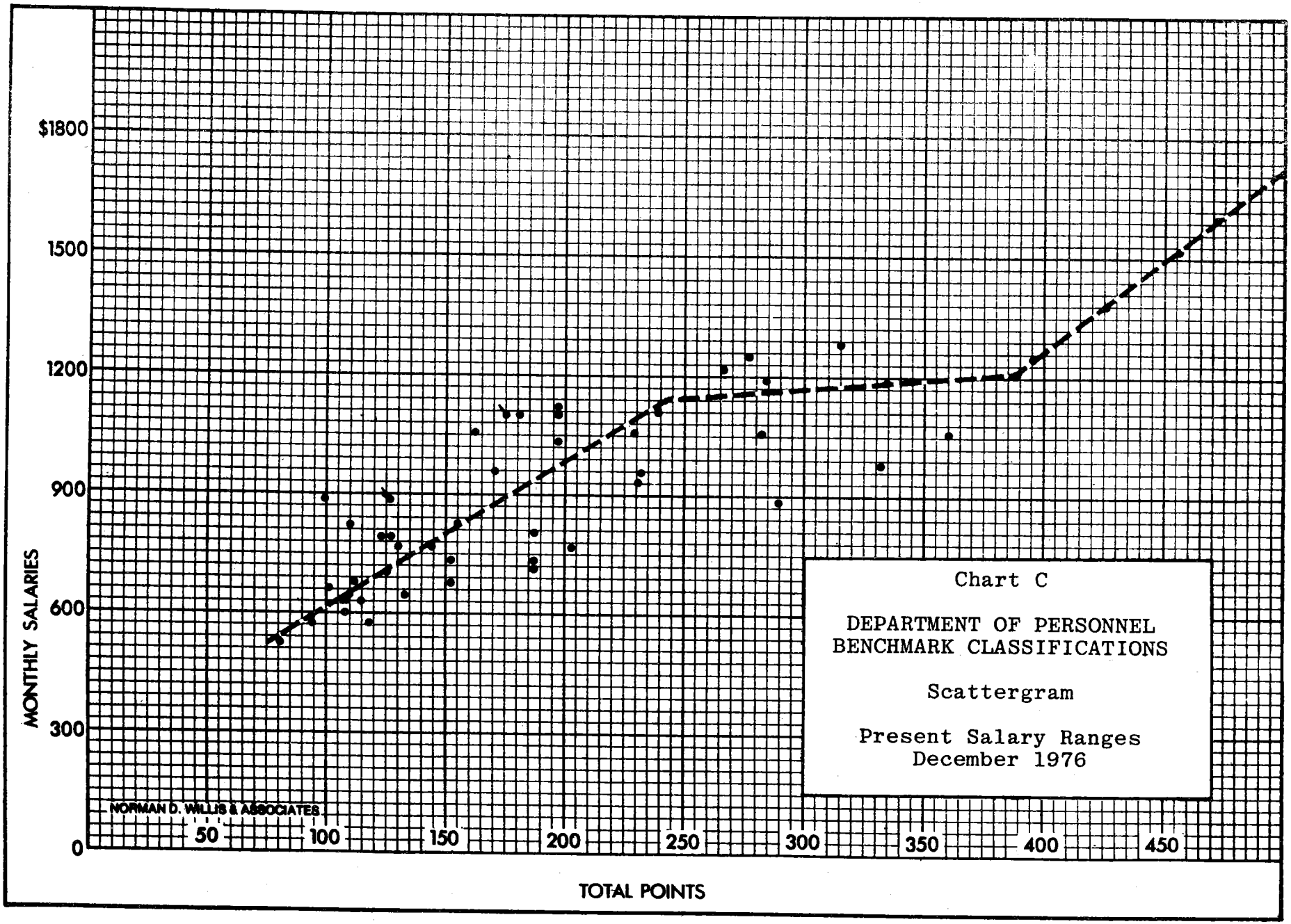
Chart A-CW, facing, displays the previously shown scattergram of survey benchmark salaries and evaluation points, (Chart A). Depicted on the chart is the Comparable Worth Salary Policy Line. It represents a statistically developed regression analysis of the data.

The Comparable Worth line differs from the line of central tendency shown on Chart A in that the latter was determined by visual inspection of the data and gives more emphasis to the number of observations and less to the amount of dispersion from the practice. It also relates to each segment of the observations separately while the calculated regression line considers all segments as a unit.

A regression analysis is used as the Comparable Worth line for two reasons.

1. It produces a straight line, which allows for a consistent relationship between job content (value) and salaries.

2. It provides for an objective and readily quantifiable basis for establishing and updating the Comparable Worth salary line.


$1800
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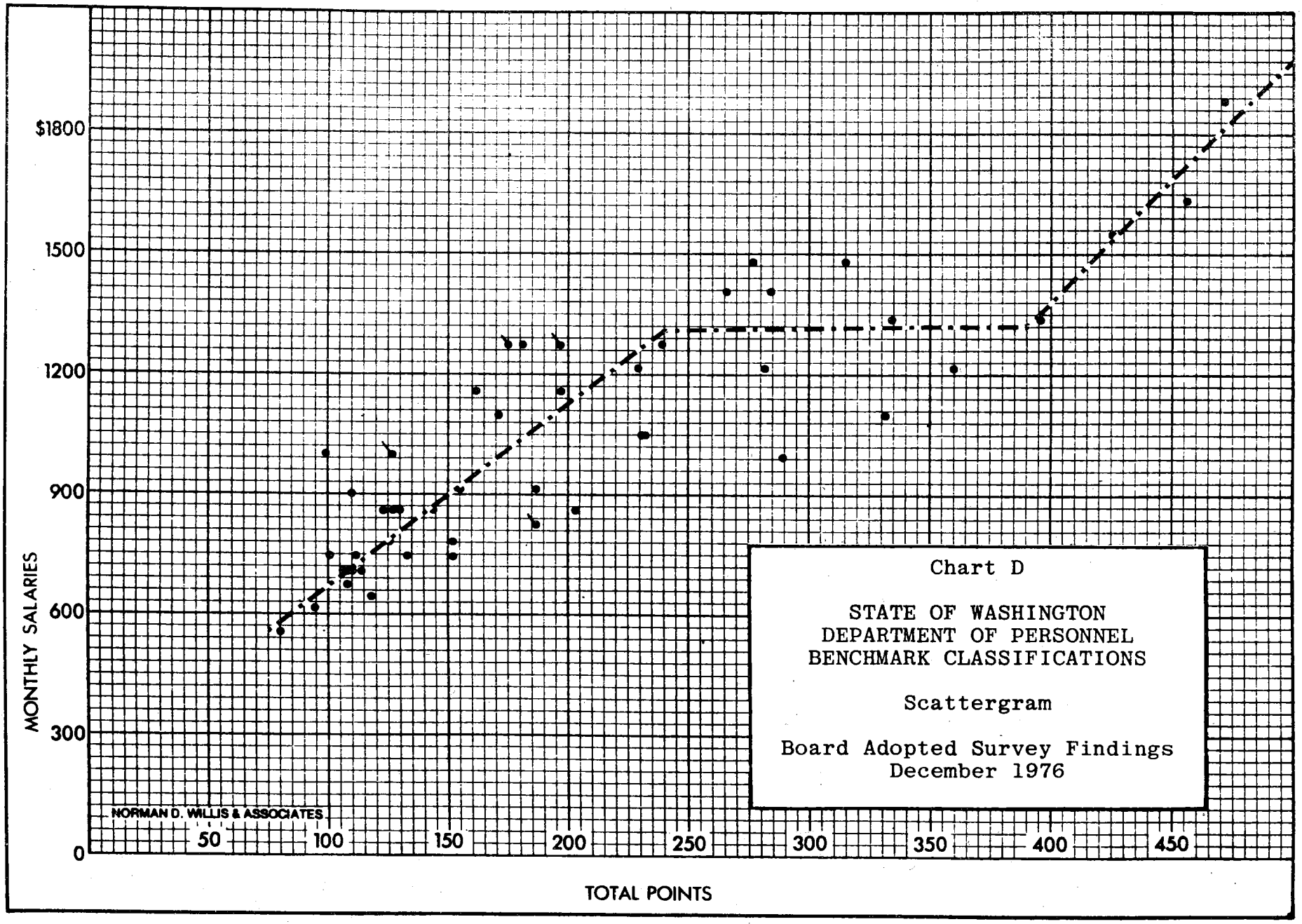
600
300
0
MONTHLY SALARIES
50
100
150
200
250
300
350
400
450
TOTAL POINTS
NORMAN D. WILLIS & ASSOCIATES
Chart C
DEPARTMENT OF PERSONNEL
BENCHMARK CLASSIFICATIONS
Scattergram
Present Salary Ranges
December 1976

STATE SALARY PRACTICE ANALYSIS

Chart C, facing, displays the present salary practice for the Department of Personnel classes representing Survey benchmarks. For consistency, the salary figures used are the arithmetic average of the first and sixth steps in each salary range. Note that some DOP classes have evaluations different from the Survey benchmarks.

A straight line would suggest a uniform and consistent relationship between salaries and measured job content. The doglegs, or bends, in the line at 240 and 390 points illustrate the existence of three distinct salary practices. They indicate that classifications below 240 and above 390 are compensated at different dollar values, relative to job worth, than classifications between these numbers.

This chart should be compared to Chart A which shows the Survey data. Significantly, there is less dispersion in the DOP practice indicating that in application of the Survey findings, the Department of Personnel has made efforts to adjust for job content.


$1800
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1200
900
600
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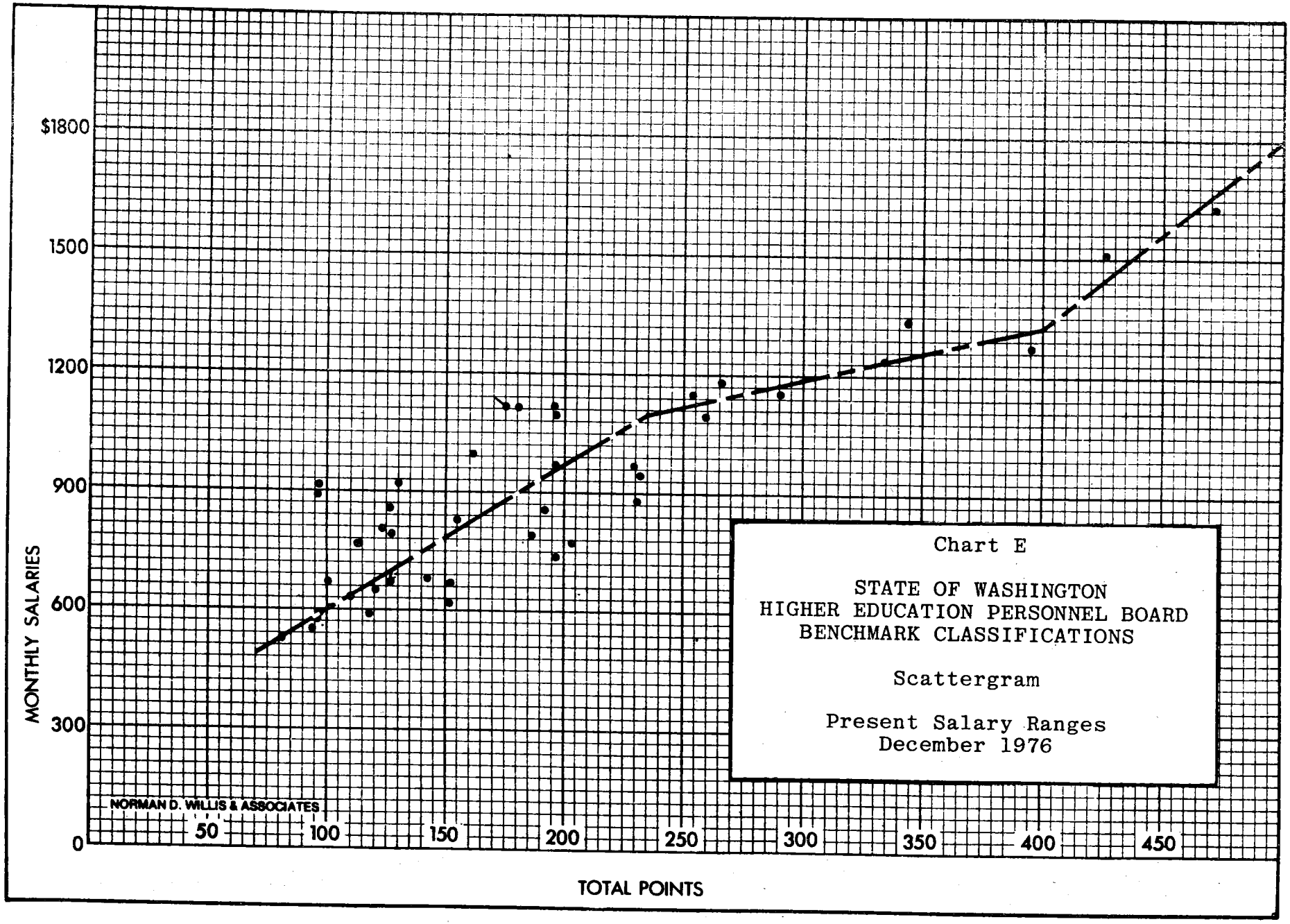
0
MONTHLY SALARIES
50
100
150
200
250
300
350
400
450
TOTAL POINTS
NORMAN D. WILLIS & ASSOCIATES
Chart D
STATE OF WASHINGTON
DEPARTMENT OF PERSONNEL
BENCHMARK CLASSIFICATIONS
Scattergram
Board Adopted Survey Findings
December 1976

Chart D, facing, shows the Board Adopted Survey Findings in relation to evaluated job content. The mid-point of the salary ranges recommended by the Department of Personnel resulting from the Survey update have been plotted along with the evaluation for each benchmark classification.

The three separate salary lines with doglegs at 240 and 390 points found in the DOP's present practice would continue with these recommendations.


$1800
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MONTHLY SALARIES
50
100
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350
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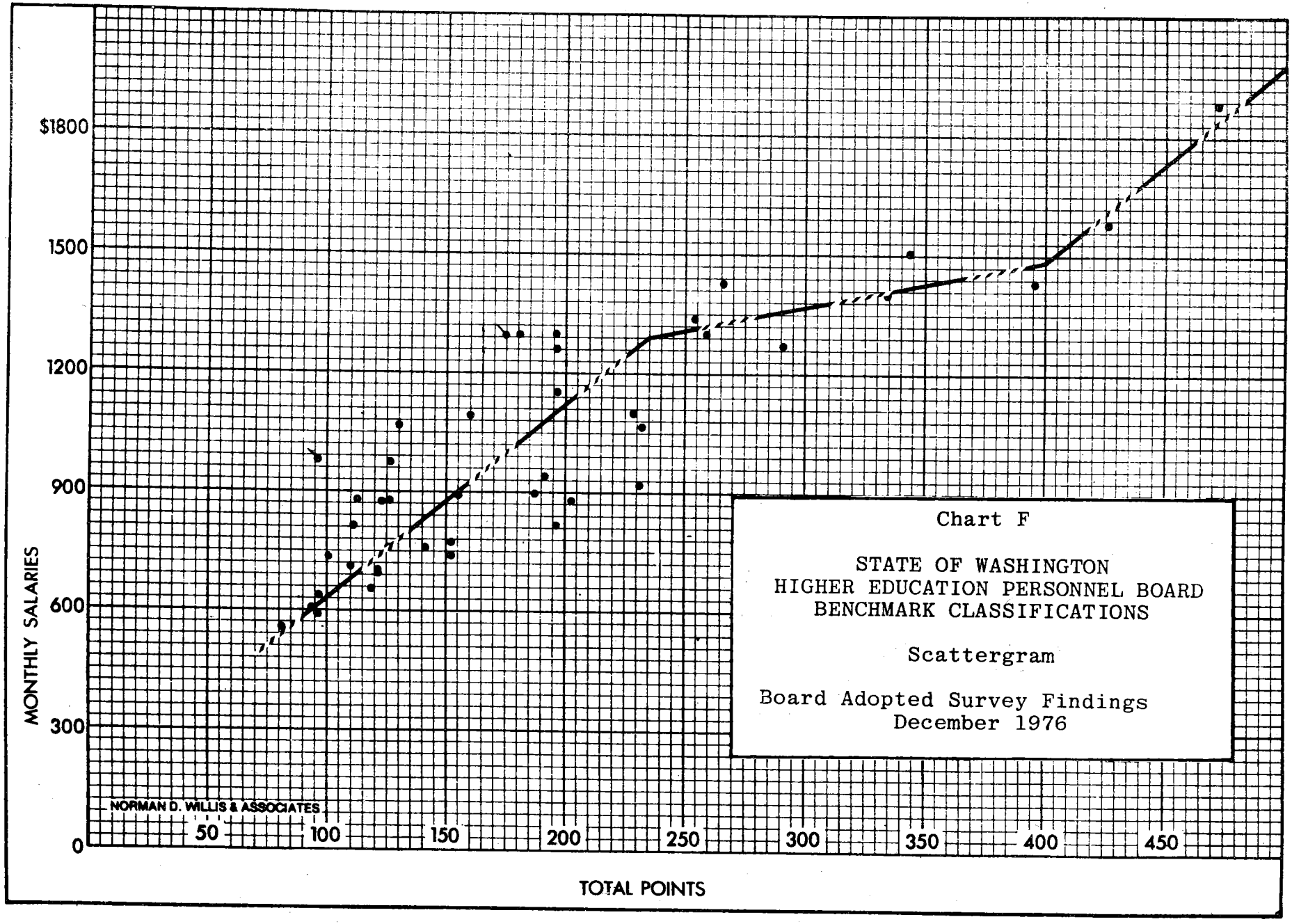
TOTAL POINTS
NORMAN D. WILLIS & ASSOCIATES
Chart E
STATE OF WASHINGTON
HIGHER EDUCATION PERSONNEL BOARD
BENCHMARK CLASSIFICATIONS
Scattergram
Present Salary Ranges
December 1976

Chart E, facing, displays the present salary practice for the Higher Education Personnel Board classifications. This shows the existing range mid-point and evaluation for each HEPB benchmark classification.

Similar to the findings for DOP on Chart C, three distinct pay practices are apparent. Classifications below 240 and above 400 points tend to be compensated at different practices than those between. A straight line would indicate a uniform and consistent relationship between salaries and measured job content.

As with the DOP findings, there is less dispersion of mid-points above and below the practice line than exists in the Survey data, indicating that job content factors have been taken into account in the salary-setting process.


$1800
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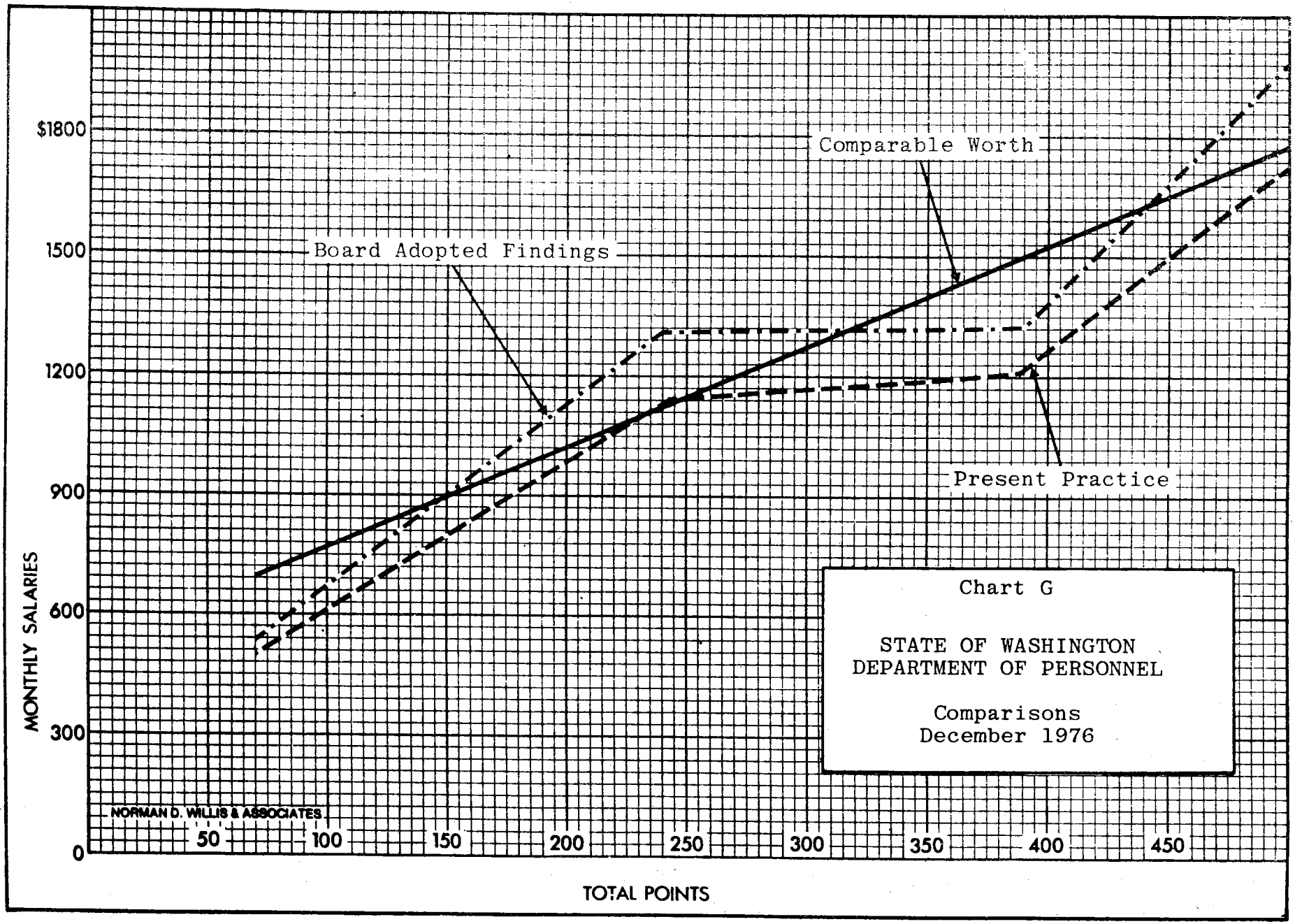
MONTHLY SALARIES
50
100
150
200
250
300
350
400
450
TOTAL POINTS
NORMAN D. WILLIS & ASSOCIATES
Chart F
STATE OF WASHINGTON
HIGHER EDUCATION PERSONNEL BOARD
BENCHMARK CLASSIFICATIONS
Scattergram
Board Adopted Survey Findings
December 1976

Chart F, facing, presents Board Adopted Survey Findings from the Wage and Salary Survey update for Higher Education Personnel Board classifications. The mid-points of the salary ranges recommended by HEPB are plotted together with the evaluation for the relating classifications.

Similar to the present salary practice findings (Chart D), the recommendations would continue the three distinct salary lines.


$1800
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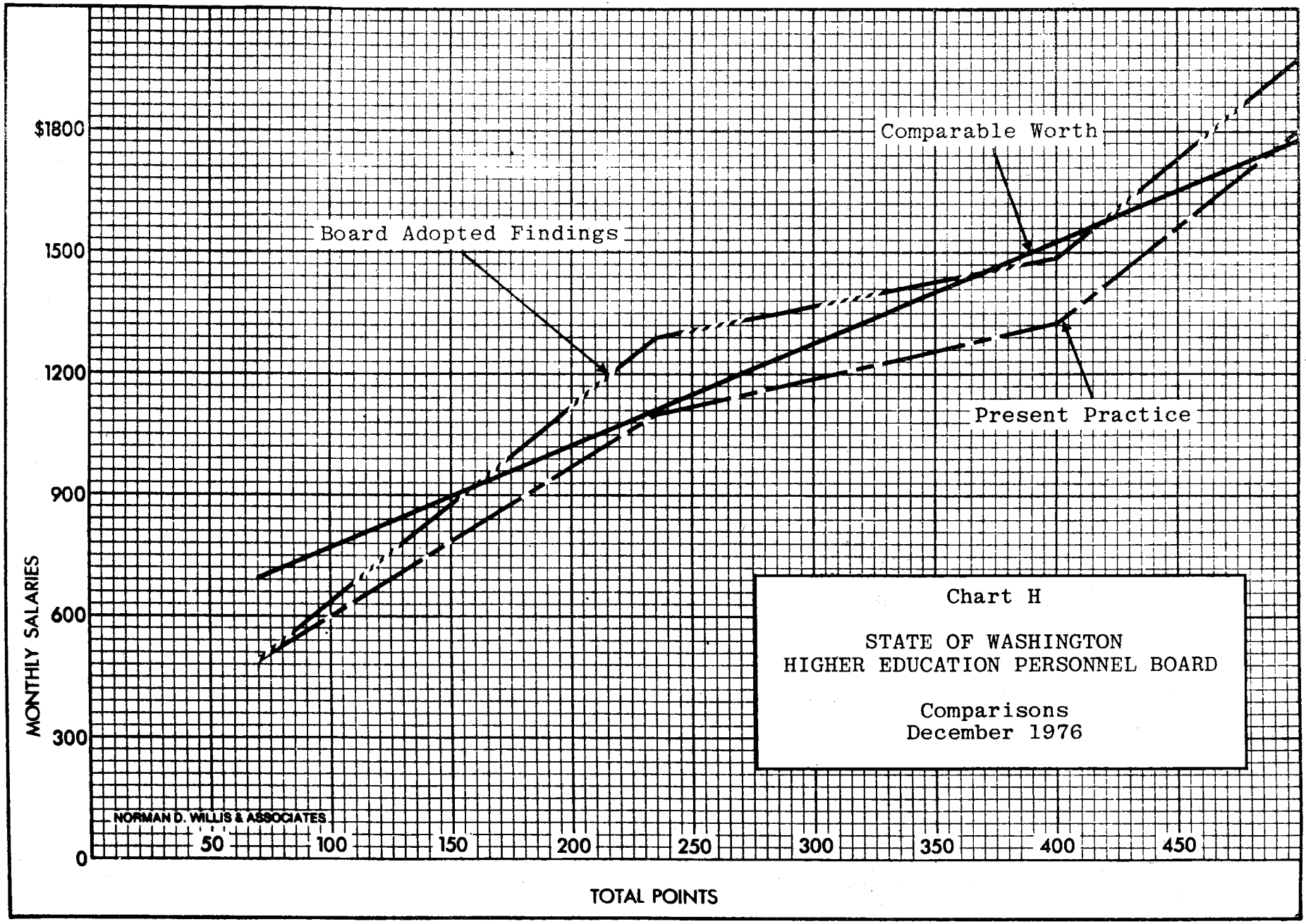
MONTHLY SALARIES
Comparable Worth
Board Adopted Findings
Present Practice
Chart G
STATE OF WASHINGTON
DEPARTMENT OF PERSONNEL
Comparisons
December 1976
NORMAN D. WILLIS & ASSOCIATES
50
100
150
200
250
300
350
400
450
TOTAL POINTS

Chart G, facing, presents a comparison between the Department of Personnel's present salary practice and recommendations, and the Comparable Worth line.

The CW line is above the Adopted Survey Findings up to 100 points. It drops below the Survey line at 150 points, crosses it at 317 points and again drops below the Board Adopted Survey Findings at 442 points.

The CW line is higher than the present practice line below 230 points and above 250 points.


$1800
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600
300
0
MONTHLY SALARIES
Comparable Worth
Board Adopted Findings
Present Practice
Chart H
STATE OF WASHINGTON
HIGHER EDUCATION PERSONNEL BOARD
Comparisons
December 1976
NORMAN D. WILLIS & ASSOCIATES
50
100
150
200
250
300
350
400
450
TOTAL POINTS

Chart H, facing, compares the Higher Education Personnel Board's existing salary practice and Adopted Survey Findings along with the Comparable Worth line.

As in the DOP comparison, the CW line is significantly higher than the Board Adopted Survey Findings line at the lower job content levels. It crosses below the Adopted Survey Findings line at 159 points; from 368 points to 417 points it is above the Adopted Survey Findings line.

Except at the highest point levels of the chart, the CW line is higher than the present practice line.

V DEVELOPMENT OF A COMPARABLE SALARY STRUCTURE

V DEVELOPMENT OF A COMPARABLE WORTH SALARY STRUCTURE

The State faces a number of policy decisions regarding the study. These include whether to implement comparable worth as the basis for salary determination and, if so, the method and timing of implementation. This section provides details on possible enactment of the program.

The Comparable Worth Salary Policy Line is based on Survey salary data and evaluations of Survey benchmark positions. It provides for a relationship between overall salaries in the market-place and the Comparable Worth salary structure.

The line can be expressed in terms of the formula for a straight line:

$$y = mx + b$$

where:

- y = monthly salary dollars
- m = the slope of the line (dollars per evaluation point)
- x = total evaluation points
- b = the intercept of the line with the vertical (dollar) axis

The formula for the Comparable Worth line is:

$$\text{Monthly Salary Dollars} = \$2.51 \times \text{points} + \$518$$

Application of the formula for evaluated classifications would result in an internally equitable salary structure with salary rates based on measured job worth.

Tables 2 and 3 show the Comparable Worth grade and Board Adopted salary grade for each of the evaluated DOP and HEPB classifications. The Comparable Worth rate is the result of the evaluation for each classification and the calculating of the appropriate salary

range through the CW formula. The Board Adopted grade is that recommended for each benchmark classification by the jurisdiction on the basis of the results of the updated salary Survey. Tables 2 and 3 follow page 22.

Comparable Worth grades for the remaining classifications have been developed and are being supplied to each jurisdiction under separate cover. This was accomplished through the use of the DOP and HEPB indexing systems.

IMPLEMENTATION

The significant impact of the program, both on employees and on the public, suggests that any implementation of the Comparable Worth concept be carefully planned. Our observations along these lines are:

1. As a part of the project, a Comparable Worth salary range number was developed for each State classification. Because only a small percentage of classifications were actually evaluated, it was necessary to rely heavily on the State's indexing system to establish alignments among classifications.

   This system depends on present groupings of families of positions, as well as a composite weighted averaging technique that relates Survey benchmark positions occurring within a given job grouping to other classifications within that grouping. Although the indexing system can be effectively employed, far too many classifications depend, for alignment, on a few evaluated classifications.

   We do not suggest that all classifications should be evaluated. It is evident, however, that a larger sampling of evaluations is needed as a frame of reference for the State's indexing system. A 25 percent sampling of evaluated classifications would be sufficient for this purpose.

2. A plan should be developed to provide for equitable implementation of Comparable Worth over a period of several years, permitting an orderly movement from the present salary alignment to the Comparable Worth alignment. This may include accelerated and/or decelerated salary increases, as appropriate.

3. A total Comparable Worth implementation would place salaries for all state classifications in a consistent salary range alignment based on evaluated job content. This would have the effect of compensating some employees at higher levels and some at lower levels compared to the present system, which responds to prevailing rates in the labor market place.

   An alternative would be a partial implementation that would bring the pay for all classifications at least to the Comparable Worth salary structure, yet maintain the salaries of higher paid classifications at or near prevailing rates.

   These two alternatives identify a fundamental issue which must be addressed: Should the State base its pay rates on pure job content considerations, or should labor market factors be an influence and, if so, to what extent? The State must adopt a policy regarding this issue to provide direction to any Comparable Worth implementation.

4. Effective communication of the program will be vital considering the potentially controversial nature of the Comparable Worth concept. We suggest that a thorough communication plan informing employees and interested parties of the program details be developed and initiated.

COST ESTIMATE

An estimate has been prepared indicating the annualized cost for movement of classifications presently below the Comparable Worth line to the line. The estimate is an amount in excess of the Board Adopted Survey Findings, and assumes the following factors (which may be relevant only for purposes of the estimate):

1. Full implementation in 1977.

2. Current full-time equivalent staff counts (as of December 1976).

3. Classifications above the line would continue to receive salary increases related to prevailing rates.

Estimated Total Annual Cost - $37,900,000.

TABLE 2

Comparable Worth Indicated Structure For
Department of Personnel Evaluated Classifications

Classification	Total Points	Comparable Worth Indicated Range No.	Board Adopted Survey Update Range No.
Registered Nurse IV	573	39	31
School Food Service Supervisor	562	38	37
Unemployment Insurance Actuary	542	38	34
U&T Accounting Analyst IV	488	36	35
Hearings Examiner II	488	36	37
Highway Maintenance Superindendent	486	36	36
Project Engineer	472	36	38
Physical Therapist III	472	36	31
Training Officer IV	456	35	35
Education Program Specialist II	442	35	39
Computer Systems Analyst IV	426	34	34
Food Manager III	424	34	32
Accountant III	396	33	31
Fish Biologist III	396	33	33
Advisory Sanitarian II	395	33	33
Nursing Care Consultant	394	33	33
Office Manager	360	32	29
Financial Service Supervisor I	356	32	29
Librarian III	353	32	22
Caseworker III	347	32	28
E.S. Assistant Office Manager II	346	32	31
Psychiatric Social Worker II	334	31	31
Psychologist II	334	31	30
Teacher of the Deaf "D"	334	31	31
Design Programmer	334	31	31

TABLE 2

Comparable Worth Indicated Structure For
Department of Personnel Evaluated Classifications

Classification	Total Points	Comparable Worth Indicated Range No.	Board Adopted Survey Update Range No.
Vocational Rehab. Counselor II	334	31	30
Physical Therapist I	332	31	27
Occupational Therapist I	330	31	27
Fiscal Plans Analyst	324	31	26
Management Analyst III	324	31	33
Personnel Officer II	315	31	33
Health Program Specialist II	315	31	30
Clerical Supervisor III	305	30	26
Parole & Probation Officer I	304	30	30
Supv., Secretarial Support Center	301	30	26
Forester II	298	30	31
Field Rep. II, HRC	291	30	29
Registered Nurse	289	29	24A
Safety Officer I, Highways	284	29	32
Highway Engineer II	283	29	32
Buyer II	282	29	29
Revenue Auditor II	282	29	29
Research Analyst III	282	29	29
Planner II	282	29	35
OASDHI Adjudicator I	282	29	29
Chemist II	277	29	33
Environmentalist II	276	29	31
Right of Way Agent II	274	29	30
Administrative Assistant III	274	29	28
Claims Investigator I	267	29	29

TABLE 2

Comparable Worth Indicated Structure For
Department of Personnel Evaluated Classifications

Classification	Total Points	Comparable Worth Indicated Range No.	Board Adopted Survey Update Range No.
State Examiner II	266	28	32
Insurance Examiner II	266	28	30
Microbiologist II	250	28	29
Wildlife Agent I	248	28	28
Informational Officer I	239	27	30
Accountant I	232	27	26
Recreational Leader I	231	27	26
Engineering Technician V	229	27	28
Employer Auditor I	226	27	28
Accounting Assistant III	215	26	23
Classification Counselor I	210	26	26
Attendant Counselor III	209	26	22
Equipment Mechanic I, Highways	209	26	30A
Transportation Inspector I	208	26	26
Revenue Compliance Officer II	207	26	27
Supply Officer I	203	26	27
Financial Service Technician II	203	26	25
Liquor Store Assistant Manager II	203	26	25
Clerical Supervisor I	203	26	22
Housekeeper III	198	25	23
Electrician	197	25	29A
Carpenter	197	25	29A
Artist Illustrator II	197	25	28
Social Service Assistant III	197	25	21
E.S. Interviewer I	197	25	26

TABLE 2

Comparable Worth Indicated Structure For
Department of Personnel Evaluated Classifications

Classification	Total Points	Comparable Worth Indicated Range No.	Board Adopted Survey Update Range No.
Carpenter	197	25	29A
Beauty Culture Inspector	192	25	24
Legal Secretary I	187	25	23
Administrative Assistant I	187	25	23
Human Resource Assistant I	187	25	23
Secretary I-Shorthand	187	25	21
Licensed Practical Nurse I	187	25	20
Homemaker I	182	24	19
Park Ranger I	181	24	24
Equipment Operator III	181	24	29A
Horticulture Inspector	177	24	27
Community Worker	177	24	21
Forest Technician I	177	24	24
Stationary Engineer II	175	24	29A
Auto Mechanic	175	24	29A
Correctional Officer	173	24	25
Engineering Technician IV	171	24	26
Cashier I	167	24	22
Photographer	162	23	28
Highway Planning Technician III	162	23	24
Key Punch Assistant Supervisor	160	23	20
Group Life Counselor I	160	23	24
EDP Computer Operator II	155	23	23
Attendant Counselor I	155	23	19
Equipment Operator II	155	23	27A

TABLE 2

Comparable Worth Indicated Structure For
Department of Personnel Evaluated Classifications

Classification	Total Points	Comparable Worth Indicated Range No.	Board Adopted Survey Update Range No.
Library Technician II	152	23	20
Clerk Typist III	152	23	19
Clerk Stenographer II	152	23	19
House Parent II	149	23	21
Cook I	144	22	22
Medical Claims Examiner I	141	22	24
Driver's License Examiner I	135	22	25
Nurse Attendant I	133	22	18
Communication Officer I	133	22	23
Statistical Reports Compiler II	132	22	20
Security Guard I	130	22	22
Field Office Assistant	129	21	21
Grain Sampler - Weigher	129	21	25
Gardener I	127	21	22
Maintenance Technician I	127	21	24A
Trades Helper	127	21	24A
Power Keyboard Operator II	126	21	20
Toll Collector	125	21	22A
Offset Duplicator Operator	123	21	22
Weight Control Officer	122	21	24
Retail Clerk I	121	21	17
PBX Operator	118	21	16
Engineering Technician II	117	21	22
Laundry Worker I	114	21	18
Equipment Service Attendant	113	20	23A

TABLE 2

Comparable Worth Indicated Structure For
Department of Personnel Evaluated Classifications

Classification	Total Points	Comparable Worth Indicated Range No.	Board Adopted Survey Update Range No.
Data Control Technician I	112	20	19
Clerk II	112	20	15
Fish Culturist I	111	20	22
Accounting Assistant I	110	20	18
Laborer	110	20	22A
Clerk Stenographer I	108	20	17
Food Service Aide I	108	20	18
Keypunch Operator II	107	20	18
Caretaker	102	20	22
Custodian	101	20	19
Warehouse Worker I	97	19	25
Clerk Typist I	94	19	15
Driver Mail Carrier	94	19	22
Clerk I	81	18	13

TABLE 3

Comparable Worth Indicated Structure For
Higher Education Personnel Board Evaluated Classifications

Classification	Total Points	Comparable Worth Indicated Range No.	Board Adopted Survey Update Range No.
Administrative Services Manager A	506	71	55
Systems Analyst III	426	66	66
Area Personnel Representative	396	64	62
Nurse Practitioner II	349	61	51
Physical Therapist I	332	59	49
Research Technologist III	326	59	57
Information Specialist III	324	59	59
Procedures Analyst II	324	59	56
Program Manager A	315	58	53
Broadcast Technician III	304	58	60
Engineering Technician	292	57	60
Clinical Technologist I	287	56	49
Pharmacist	284	56	65
Associate Facilities Engineer	283	56	65
Systems Programmer II	282	56	62
Statistician	274	55	55
Electronics Technician II	259	54	58
Administrative Assistant B	247	53	51
Editor I - Research Publication	233	51	49
Construction Coordinator	222	50	65
Mental Health Specialist	207	49	37
Office Supervisor I	203	48	42
Maintenance Mechanic II	199	48	55G
Secretary III	197	48	39
Machinery Mechanic	197	48	55G

TABLE 3

Comparable Worth Indicated Structure For
Higher Education Personnel Board Evaluated Classifications

Classification	Total Points	Comparable Worth Indicated Range No.	Board Adopted Survey Update Range No.
Electrician	197	48	55G
Building Services Supervisor	192	47	49
Library Specialist I	192	49	45
Program Assistant II	187	47	43
Campus Police Officer	186	47	50
Media Maintenance Technician I	176	46	56
Radiology Technologist	172	45	45
Offset Press Operator	160	44	53G
Secretary II	159	44	35
Licensed Practical Nurse I	158	44	35
Media Technician II	158	44	50
Medical Records Technician	152	43	35
Library Technician II	152	43	37
Mariner II	149	43	45G
Boiler Operator	149	43	47G
Maintenance Mechanic I	146	42	49G
Cook I	142	42	40
Admissions Evaluator	138	41	39
MC/ST Power Typist II	135	41	40
Office Assistant II-Typing	132	41	31
Accounting Assistant II	132	41	40
Gardener II	127	40	42
Library Technician I	126	40	33
Stockroom Attendant II	123	40	39
Retail Clerk I	120	39	35

TABLE 3

Comparable Worth Indicated Structure For
Higher Education Personnel Board Evaluated Classifications

Classification	Total Points	Comparable Worth Indicated Range No.	Board Adopted Survey Update Range No.
Dental Assistant I	118	39	34
Telephone Service Operator	118	39	30
Security Guard	113	38	42
Office Assistant II	110	38	28
Cashier I	108	38	36
Data Entry Operator II	107	38	30
Custodian II	101	37	35
Utilities Maintenance Worker	99	36	39
Animal Technician II	99	36	37
Farm Worker I	98	36	32
Truck Driver I	97	36	44G
Food Service Worker I	97	36	29
Laundry Operator I	96	36	26
Mail Carrier Driver	94	36	42
Traffic Guide	91	35	40
Lab Helper	82	34	29
Clerk I	81	18	13

VI EXHIBITS

Norman D. Willis & Associates
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TABLE 4

TABLE OF EVALUATIONS

STATE OF WASHINGTON - December 1976

POSITION TITLE		Knowledge & Skills	Mental Demands	Accountability	Working Conditions	Total Points
1. Registered Nurse IV	(DOP)	F1Y 280	E4-k 122	E1D 160	L1B 11	573
2. School Food Service Supervisor	(DOP)	F1Y 280	E4-k 122	E1D 160	L1A 0	562
3. Unemployment Insurance Actuary	(DOP)	F1Y 280	E4-l 140	E1D 122	L1A 0	542
4. Administrative Services Manager A	(HEP)	F1Y 244	E4-l 122	E1D 140	L1A 0	506
5. U&T Accounting Analyst IV	(DOP)	F1N 244	E4-l 122	E1D 122	L1A 0	488
6. Hearings Examiner II	(DOP)	F1N 244	E4-l 122	E1D 122	L1A 0	488
7. Highway Maintenance Superintendent	(DOP)	E1Y 244	D4-j 92	E1D 140	L1B 10	486
8. Project Engineer	(DOP)	E1Y 244	D4-k 106	E2D 122	L1A 0	472
9. Physical Therapist III	(DOP)	E1Y 244	E4-k 106	E1D 122	L1A 0	472
10. Training Officer IV	(DOP)	E1Y 244	E4-k 106	E1S 106	L1A 0	456
11. Education Program Specialist II	(DOP)	F1N 244	E4-k 106	E1S 92	L1A 0	442
12. Computer Systems Analyst IV	(DOP)	E1Y 212	E4-k 92	E1D 122	L1A 0	426
13. Systems Analyst III	(HEP)	E1Y 212	E4-k 92	E1D 122	L1A 0	426
14. Food Manager III	(DOP)	E1Y 212	D4-j 80	D2D 122	L1B 10	424
15. Accountant III	(DOP)	E1Y 212	D4-k 92	D1D 92	L1A 0	396
16. Area Personnel Representative	(HEP)	E1Y 212	D4-k 92	D3S 92	L1A 0	396
17. Fish Biologist III	(DOP)	E1Y 212	D4-k 92	D1D 92	L1A 0	396
18. Advisory Sanitarian II	(DOP)	E1Y 212	D4-j 80	D1D 92	S1B 11	395
19. Nursing Care Consultant	(DOP)	E1Y 212	E4-k 92	E1S 80	L1B 10	394
20. Office Manager	(DOP)	E1Y 184	D4-j 70	D1D 106	L1A 0	360
21. Financial Service Supervisor I	(DOP)	E1Y 184	D4-k 80	D1D 92	L1A 0	356
22. Librarian III	(DOP)	F1N 212	D4-j 80	D1S 61	L1A 0	353
23. Nurse Practitioner II	(HEP)	E1Y 184	D4-k 80	D1S 70	S2B 15	349
24. Licensed Practical Nurse V	(DOP)	D1Y 184	D3-i 61	D1D 92	L1B 11	348
25. Caseworker III	(DOP)	E1Y 184	D4-k 80	D1S 70	L2B 13	347
26. E.S. Assistant Office Manager II	(DOP)	E1Y 184	D4-j 70	D1D 92	L1A 0	346
27. Psychiatric Social Worker II	(DOP)	E1Y 184	D4-j 70	D1S 70	L1B 10	334
28. Psychologist II	(DOP)	E1Y 184	D4-j 70	D1S 70	L1B 10	334
29. Teacher of the Deaf "D"	(DOP)	E1Y 184	D4-j 70	D1S 70	L1B 10	334
30. Design Programmer	(DOP)	E1N 184	D4-k 80	D1S 70	L1A 0	334

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TABLE OF E[illegible]UATIONS

STATE OF WASHINGTON - December 1976

POSITION TITLE		Knowledge & Skills	Mental Demands	Accountability	Working Conditions	Total Points
31. Vocational Rehab. Counselor II	(DOP)	E1Y 184	D4-j 70	D1S 70	L1B 10	334
32. Physical Therapist I	(DOP)	E1Y 184	D3-i 61	D1S 70	M2B 17	332
33. Physical Therapist I	(HEP)	E1Y 184	D3-i 61	D1S 70	M2B 17	332
34. Occupational Therapist I	(DOP)	E1Y 184	D3-i 61	D1S 70	S2B 15	330
35. Research Technologist III	(HEP)	E1X 184	D4-j 70	D1S 61	L1B 11	326
36. Fiscal Plans Analyst	(DOP)	E1N 184	D4-k 80	D1S 70	L1A 0	324
37. Information Specialist III	(HEP)	E1Y 184	D4-j 70	D1S 70	L1A 0	324
38. Procedures Analyst II	(HEP)	E1N 184	D4-j 70	D1S 70	L1A 0	324
39. Management Analyst III	(DOP)	E1N 184	D4-j 70	D1S 70	L1A 0	324
40. Personnel Officer II	(DOP)	E1Y 184	D3-i 61	D2S 70	L1A 0	315
41. Health Program Specialist II	(DOP)	E1Y 184	D3-i 61	D1S 70	L1A 0	315
42. Program Manager A	(HEP)	E1Y 184	D3-i 61	D1S 70	L1A 0	315
43. Clerical Supervisor III	(DOP)	D1Y 160	D3-i 53	D1D 92	L1A 0	305
44. Broadcast Technician III	(HEP)	E1N 160	D4-j 61	D1S 70	S2B 13	304
45. Parole & Probation Officer I	(DOP)	D1Y 160	D4-j 61	D1S 70	L2B 13	304
46. Supv., Secretarial Support Center	(DOP)	D1Y 160	D3-i 53	D1D 80	L1A 8	301
47. Claims Investigator I	(DOP)	D1Y 140	D3-i 46	D1S 70	L2B 11	267
48. Engineering Technician	(HEP)	D1N 160	D4-j 61	D1S 61	S2A 10	292
49. Field Rep. II, HRC	(DOP)	D1Y 160	D4-j 61	D1S 70	L1A 0	291
50. Registered Nurse I	(DOP)	D1N 160	D3-i 53	D1S 61	S2B 15	289
51. Clinical Technologist I	(HEP)	D1N 160	D3-i 53	D1S 61	L2B 13	287
52. Safety Officer I, Highways	(DOP)	D1Y 160	D3-i 53	D1S 61	L1B 10	284
53. Pharmacist	(HEP)	D1N 160	D3-i 53	D1S 61	S1A 10	284
54. Highway Engineer II	(DOP)	E1N 160	D3-i 53	D1S 70	L1A 0	283
55. Associate Facilities Engineer	(HEP)	E1N 160	D3-i 53	D1S 70	L1A 0	283
56. Buyer II	(DOP)	D1N 160	D4-j 61	D1S 61	L1A 0	282
57. Revenue Auditor II	(DOP)	E1N 160	D4-j 61	D1S 61	L1A 0	282
58. Research Analyst III	(DOP)	E1N 160	D4-j 61	D1S 61	L1A 0	282
59. Planner II	(DOP)	E1N 160	D4-J 61	D1S 61	L1A 0	282
60. Systems Programmer II	(HEP)	E1X 160	D4-j 61	D1S 61	L1A 0	282

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TABLE 4

TABLE OF EVALUATIONS

STATE OF WASHINGTON - December 1976

POSITION TITLE		Knowledge & Skills	Mental Demands	Accountability	Working Conditions	Total Points
61. OASDHI Adjudicator I	(DOP)	E1N 160	D4-j 61	D1S 61	L1A 0	282
62. Chemist II	(DOP)	E1X 160	D3-i 53	D1S 53	L1B 11	277
63. Environmentalist II	(DOP)	E1N 160	D3-i 53	D1S 53	L1A 0	276
64. Right of Way Agent II	(DOP)	D1Y 160	D3-i 53	D1S 61	L1A 0	274
65. Statistician	(HEP)	E1N 160	D4-j 61	D1S 53	L1A 0	274
66. Administrative Assistant IV	(DOP)	D1N 160	D3-i 53	D1S 61	L1A 0	274
67. Forester II	(DOP)	D1Y 160	D3-i 53	D1S 70	S2B 15	298
68. State Examiner II	(DOP)	D1N 160	D3-i 53	D1S 53	L1A 0	266
69. Insurance Examiner II	(DOP)	D1N 160	D3-i 53	D1S 53	L1A 0	266
70. Electronics Technician II	(HEP)	D1X 140	D4-j 53	D1S 53	S2B 13	259
71. Microbiologist II	(DOP)	E1X 140	D3-i 46	D1S 53	L2B 11	250
72. Wildlife Agent I	(DOP)	D1Y 140	D3-h 40	D1S 53	S2B 15	248
73. Administrative Assistant B	(HEP)	D1N 140	D3-i 46	D1S 61	L1A 0	247
74. Information Officer I	(DOP)	D1N 140	D3-j 46	D1S 53	L1A 0	239
75. Editor I - Research Publication	(HEP)	D1X 140	D3-h 40	D1S 53	L1A 0	233
76. Accountant I	(DOP)	D1N 140	D3-i 46	C1S 46	L1A 0	232
77. Recreational Leader I	(DOP)	D1N 140	D3-h 40	C1S 40	S2A 11	231
78. Engineering Technician V	(DOP)	D1N 140	D3-h 40	C1S 40	S1A 9	229
79. Employer Auditor I	(DOP)	D1N 140	D3-h 40	C1S 46	L1A 0	226
80. Construction Coordinator	(HEP)	D1N 122	C3-h 35	D1S 53	L2B 11	222
81. Accounting Assistant III	(DOP)	D1Y 140	C3-g 35	C1S 40	L1A 0	215
82. Classification Counselor I	(DOP)	C1Y 122	C3-h 35	C1S 40	L2B 13	210
83. Attendant Counselor III	(DOP)	C1Y 122	C3-g 30	C1S 40	S2C 17	209
84. Equipment Mechanic I, Highways	(DOP)	D1X 122	C3-h 35	C1S 35	M2B 17	209
85. Transportation Inspector I	(DOP)	D1N 122	C3-g 30	C1S 46	L1B 10	208
86. Revenue Officer II	(DOP)	C1N 122	C3-h 35	C1S 40	L1B 10	207
87. Mental Health Specialist	(HEP)	C1Y 122	C3-g 30	C1S 35	S2C 20	207
88. Office Supervisor I	(HEP)	D1N 122	C3-h 35	C1S 46	L1A 0	203
89. Supply Officer I	(DOP)	D1N 122	C3-h 35	C1S 46	L1A 0	203
90. Clerical Supervisor I	(DOP)	D1N 122	C3-h 35	C1S 46	L1A 0	203

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POSITION TITLE		Knowledge & Skills	Mental Demands	Accountability	Working Conditions	Total Points
91. Financial Service Technician II	(DOP)	D1N 122	C3-g 30	C1S 40	L1B 11	203
92. Liquor Store Assistant Manager II	(DOP)	C1N 122	C3-g 30	C1S 40	S1B 11	203
93. Maintenance Mechanic II	(HEP)	D1X 122	C3-g 30	C1N 30	M2B 17	199
94. Secretary III	(HEP)	D1N 122	D3-h 35	C1S 40	L1A 0	197
95. Housekeeper III	(DOP)	C1Y 122	C3-g 30	C1S 46	L1A 0	198
96. Electrician	(DOP)	D1X 122	C3-g 30	C1N 30	S2B 15	197
97. Carpenter	(DOP)	D1X 122	C3-g 30	C1N 30	S2B 15	197
98. Artist Illustrator II	(DOP)	D1X 122	C3-h 35	C1S 40	L1A 0	197
99. Social Service Assistant III	(DOP)	C1N 122	C3-g 30	C1S 35	L1B 10	197
100. E.S. Interviewer I	(DOP)	C1N 122	C3-g 30	C1S 35	L1B 10	197
101. Carpenter	(DOP)	D1X 122	C3-g 30	C1N 30	S2B 15	197
102. Machinery Mechanic	(HEP)	D1X 122	C3-g 30	C1N 30	S2B 15	197
103. Electrician	(HEP)	D1X 122	C3-g 30	C1N 30	S2B 15	197
104. Building Services Supervisor	(HEP)	C1N 122	C3-g 30	C1S 40	L1A 0	192
105. Library Specialist I	(HEP)	D1X 122	C3-h 35	C1S 35	L1A 0	192
106. Beauty Culture Inspector	(DOP)	D1N 122	C3-g 30	C1S 40	L1A 0	192
107. Legal Secretary I	(DOP)	D1N 122	C3-g 30	C1S 35	L1A 0	187
108. Administrative Assistant I	(DOP)	D1N 122	C3-g 30	C1S 35	L1A 0	187
109. Human Resource Assistant I	(DOP)	C1N 122	C3-g 30	C1S 35	L1A 0	187
110. Secretary I-Shorthand	(DOP)	D1N 122	C3-g 30	C1S 35	L1A 0	187
111. Program Assistant II	(HEP)	C1N 122	C3-g 30	C1S 35	L1A 0	187
112. Licensed Practical Nurse I	(DOP)	C1N 106	C3-g 30	C1S 35	S2C 20	187
113. Campus Police Officer	(HEP)	C1N 106	C3-h 30	C1S 35	S2B 15	186
114. Homemaker I	(DOP)	C1Y 106	C3-g 26	C1S 35	S2B 15	182
115. Park Ranger I	(DOP)	C1N 106	C3-g 26	C1S 35	M2B 15	181
116. Equipment Operator III	(DOP)	C1X 106	C3-g 26	C1N 26	M2C 23	181
117. Horticulture Inspector	(DOP)	C1N 106	C3-g 26	C1S 35	S1A 10	177
118. Community Worker	(DOP)	C1Y 106	C3-g 26	C1S 35	L1B 10	177
119. Forest Technician I	(DOP)	D1X 106	C3-g 26	C1N 30	S3B 15	177
120. Media Maintenance Technician I	(HEP)	D1X 106	C3-h 30	C1N 30	S2A 10	176

TABLE 4

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TABLE OF EVALUATIONS

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POSITION TITLE		Knowledge & Skills	Mental Demands	Accountability	Working Conditions	Total Points
121. Stationary Engineer II	(DOP)	C1X 106	C2-f 23	C1N 26	M2C 20	175
122. Auto Mechanic	(DOP)	D1X 106	C3-g 26	C1N 30	S2B 13	175
123. Correctional Officer	(DOP)	B1N 92	B3-g 23	C1S 35	S3C 23	173
124. Radiology Technologist	(HEP)	C1N 106	C2-f 23	C1N 30	S2B 13	172
125. Engineering Technician IV	(DOP)	C1X 106	C3-g 26	C1N 30	S1A 9	171
126. Cashier I	(DOP)	C1N 106	C3-g 26	C1S 35	L1A 0	167
127. Photographer	(DOP)	D1X 106	C3-g 26	C1N 30	L1A 0	162
128. Highway Planning Technician III	(DOP)	C1N 106	C2-f 20	C1N 26	L1B 10	162
129. Key Punch Assistant Supervisor	(DOP)	C1N 92	C3-g 23	C1S 35	L1B 10	160
130. Offset Press Operator	(HEP)	C1X 106	C2-c 20	C1N 23	S1B 11	160
131. Secretary II	(HEP)	C1N 106	C2-f 23	C1N 30	L1A 0	159
132. Group Life Counselor I	(DOP)	B1Y 92	B3-g 23	B1S 30	S2B 15	160
133. Licensed Practical Nurse I	(HEP)	C1N 92	C3-g 23	B1S 30	S1B 13	158
134. Media Technician II	(HEP)	C1X 106	C3-g 26	C1N 26	L1A 0	158
135. EDP Computer Operator II	(DOP)	C1X 106	C2-f 23	C1N 26	L1A 0	155
136. Attendant Counselor I	(DOP)	B1Y 92	B2-c 17	B1S 26	S2C 20	155
137. Equipment Operator II	(DOP)	C1X 92	C2-f 20	B1N 20	M2C 23	155
138. Library Technician II	(DOP)	C1X 106	C2-f 23	C1N 23	L1A 0	152
139. Medical Records Technician	(HEP)	C1X 106	C2-f 23	C1N 23	L1A 0	152
140. Library Technician II	(HEP)	C1N 106	C2-f 23	C1N 23	L1A 0	152
141. Clerk Typist III	(DOP)	C1N 106	C2-f 23	C1N 23	L1A 0	152
142. Clerk Stenographer II	(DOP)	C1N 106	C2-f 23	C1N 23	L1A 0	152
143. Mariner II	(HEP)	C1X 92	C2-f 20	B1N 20	M2B 17	149
144. House Parent II	(DOP)	B1Y 92	B3-f 20	B1S 26	S1B 11	149
145. Boiler Operator	(HEP)	C1X 92	B2-e 17	B1N 20	M2C 20	149
146. Maintenance Mechanic I	(HEP)	C1X 92	C2-e 17	B1N 20	M2B 17	146
147. Cook I	(DOP)	C1N 92	B2-e 17	B1N 20	S2B 15	144
148. Cook I	(HEP)	C1N 92	B2-e 17	B1N 20	S2B 13	142
149. Medical Claims Examiner I	(DOP)	C1X 92	C3-g 23	C1N 26	L1A 0	141
150. Admissions Evaluator	(HEP)	C1N 92	C3-g 23	C1N 23	L1A 0	138

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TABLE OF EVALUATIONS

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POSITION TITLE		Knowledge & Skills	Mental Demands	Accountability	Working Conditions	Total Points
151. MC/ST Power Typist	(HEP)	C1X 92	C2-f 20	B1S 23	L1A 0	135
152. Driver's License Examiner I	(DOP)	C1N 92	C2-f 20	C1N 23	L1A 0	135
153. Nurse Attendant I	(DOP)	B1N 80	B2-e 15	B1S 23	S2B 15	133
154. Communication Officer I	(DOP)	B1N 80	B3-f 17	B1S 26	L1B 10	133
155. Office Assistant II-Typing	(HEP)	C1N 92	B2-e 17	C1N 23	L1A 0	132
156. Accounting Assistant II	(HEP)	C1X 92	C2-f 20	B1N 20	L1A 0	132
157. Statistical Reports Compiler II	(DOP)	C1X 92	C2-f 20	B1N 20	L1A 0	132
158. Security Guard I	(DOP)	B1N 80	B2-e 15	B1N 20	S2B 15	130
159. Field Office Assistant	(DOP)	C1X 92	B2-e 17	B1N 20	L1A 0	129
160. Grain Sampler - Weigher	(DOP)	B1X 90	B2-e 15	B1N 17	M2B 17	129
161. Gardener I	(DOP)	B1X 80	B2-d 13	B1N 17	M2B 17	127
162. Gardener II	(HEP)	B1X 80	B2-d 13	B1N 17	M2B 17	127
163. Maintenance Technician I	(DOP)	B1X 80	B2-d 13	B1N 17	M2B 17	127
164. Trades Helper	(DOP)	C1X 80	B2-e 15	B1N 17	M2B 15	127
165. Library Technician I	(HEP)	B1N 92	B2-e 17	B1N 17	L1A 0	126
166. Power Keyboard Operator II	(DOP)	C1X 80	B2-e 15	B1N 20	L1B 11	126
167. Toll Collector	(DOP)	B1N 80	B2-e 15	B1N 15	S1C 15	125
168. Offset Duplicator Operator I	(DOP)	C1X 80	B2-e 15	B1N 17	S1B 11	123
169. Stockroom Attendant II	(HEP)	B1X 80	B2-d 13	B1N 17	S1B 13	123
170. Weight Control Officer	(DOP)	B1N 80	B2-e 15	B1N 17	L1B 10	122
171. Retail Clerk I	(DOP)	B1N 80	B2-d 13	B1N 17	S1B 11	121
172. Retail Clerk I	(HEP)	B1N 80	B2-d 13	B1N 17	S1A 10	120
173. PBX Operator	(DOP)	B1N 80	B2-d 13	B1N 15	L1B 10	118
174. Dental Assistant I	(HEP)	B1N 80	B2-d 13	B1N 15	L1B 10	118
175. Telephone Service Operator I	(HEP)	B1N 80	B2-d 13	B1N 15	L1B 10	118
176. Engineering Technician II	(DOP)	B1X 70	B2-e 13	B1N 17	S2C 17	117
177. Laundry Worker I	(DOP)	B1N 70	A2-c 10	A1N 11	M2C 23	114
178. Security Guard	(HEP)	B1N 70	B2-e 13	B1N 17	S2B 13	113
179. Equipment Service Attendant	(DOP)	B1X 70	B2-d 11	B1N 15	M2B 17	113
180. Data Control Technician I	(DOP)	C1X 80	B2-e 15	B1N 17	L1A 0	112

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POSITION TITLE		Knowledge & Skills	Mental Demands	Accountability	Working Conditions	Total Points
181. Clerk II	(DOP)	B1X 80	B2-e 15	B1N 17	L1A 0	112
182. Fish Culturist I	(DOP)	B1X 70	B2-e 13	B1N 15	S1B 13	111
183. Accounting Assistant I	(DOP)	B1X 80	B2-e 15	B1N 15	L1A 0	110
184. Office Assistant II	(HEP)	B1X 80	B2-e 15	B1N 15	L1A 0	110
185. Laborer	(DOP)	B1X 61	B2-d 10	A1N 13	H2C 26	110
186. Clerk Stenographer I	(DOP)	B1X 80	B2-d 13	B1N 15	L1A 0	108
187. Cashier I	(HEP)	B1X 80	B2-d 13	B1N 15	L1A 0	108
188. Food Service Aide I	(DOP)	A1N 70	A2-c 10	A1N 11	M2B 17	108
189. Keypunch Operator II	(DOP)	B1X 70	B2-d 11	B1N 15	L1B 11	107
190. Keypunch Operator II	(HEP)	B1X 70	B2-d 11	B1N 15	L1B 11	107
191. Caretaker	(DOP)	B1X 61	B2-e 11	B1N 15	M2B 15	102
192. Custodian	(DOP)	B1X 61	B2-d 10	B1N 15	M2B 15	101
193. Custodian II	(HEP)	B1X 61	B2-d 10	B1N 15	M2B 15	101
194. Utilities Maintenance Worker	(HEP)	B1X 61	B2-d 10	B1N 15	S2B 13	99
195. Animal Technician II	(HEP)	B1X 61	B2-d 10	B1N 15	L2B 13	99
196. Farm Worker I	(HEP)	B1X 61	B1-c 9	A1N 13	M2B 15	98
197. Truck Driver I	(HEP)	B1X 61	B2-d 10	A1N 13	S1B 13	97
198. Warehouse Worker I	(DOP)	B1X 61	B2-d 10	A1N 13	S2B 13	97
199. Food Service Worker I	(HEP)	A1X 61	A1-b 8	A1N 11	M2B 17	97
200. Laundry Operator I	(HEP)	B1X 61	A2-c 9	A1N 11	M2B 15	96
201. Mail Carrier Driver	(HEP)	B1X 61	A2-c 9	A1N 11	S1B 13	94
202. Clerk Typist I	(DOP)	B1X 70	A2-d 11	A1N 13	L1A 0	94
203. Driver Mail Carrier	(DOP)	B1X 61	A2-c 9	A1N 11	S1B 13	94
204. Traffic Guide	(HEP)	A1N 61	A1-b 8	A1N 11	L1B 11	91
205. Lab Helper	(HEP)	A1X 53	A1-b 7	A1N 11	S2A 11	82
206. Clerk I	(DOP)	A1X 61	A2-c 9	A1N 11	L1A 0	81

The Comparable Worth Controversy

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Few issues have generated as much heat and as little light as comparable worth. It is seen by some as the cure-all for salary discrepancies between male and female workers and by others as "pregnant with the possibility of disrupting the entire economic system of the United States of America."[1] On the one hand, virtually all women's groups have endorsed its implementation, while on the other, many business and personnel groups have come out in opposition (including IPMA). Under President Carter, both EEOC and OFCCP included the concept in proposed but never implemented regulations; the Business Roundtable, through its Equal Employment Advisory Committee published a book, *Comparable Worth: Issues and Alternatives* to air its arguments against any use of comparable worth in civil rights enforcement. In a recent Supreme Court decision, *Gunther v. County of Washington,* people both favoring and opposing comparable worth feel the door has been opened to the concept, even though the majority opinion carefully states that "Respondents' claim is not based on the controversial concept of 'comparable worth'. . .".[2]

What is this concept that causes so much hope or consternation, that is either going to save us all or bring down civilization? Interestingly, as pointed out by several of the authors in *Comparable Worth: Issues and Alternatives,* there is no agreed-upon definition for the concept. Though the topic appears on the agenda of many conferences and seminars, relatively little has been written on it. (See the selected bibliography at the end of this article.) In general terms, when we speak of comparable worth we are discussing relative salaries of occupations, and specifically the relationship among sex segregated jobs. We are trying to compare secretaries to parking lot attendants, nurses to tree trimmers, and jail guards to jail matrons. It is difficult to understand why such comparisons are considered controversial, since managers and personnel specialists judge the "relative worth" of such jobs any time their organizations differentiate salaries on a basis other than merit, seniority, or piece work. While salary setters may depend on market data for the basis of salaries for some key classes, the salaries for most positions are judgment calls of "proper" relationships to the key classes. I think the controversy comes not in the act of making the comparisons, but in the answers given to the comparisons. Some groups are now claiming that women's work has been systematically undervalued (e.g., under-paid) *because* it is done by women; others counter that salaries are set by forces (e.g., the marketplace) outside of the control of management and personnel, and that there are many reasons besides discrimination that women's wages are substantially lower than men's. No one likes to be underpaid, nor does anyone like to be accused of illegal discrimination.

Any understanding of the controversy must come from a review of what "facts" are known, from a careful definition of terms, and from an exploration of differences between the theory and actual practices of salary setting.

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The Place of Women in the Workforce

By and large, men and women do not do the same kinds of work. In 1979, over 35% of all working women were clerical workers. Men on the other hand, are found in a wide range of occupations. These employment patterns show up within given occupations: 96.8% of all nurses and 98.8% of all secretaries are women, while 98.7% of carpenters and 97.1% of engineers are men.[3] As women have increased their workforce participation recently, they have made some small inroads into male dominated occupations, but female dominated professions have also tended to become even more segregated.

Wages paid men and women differ both across and within occupational groupings. Overall, fulltime working women earn only 59¢ for every dollar earned by fulltime working men; this ratio has worsened over the past twenty years. Given extensive occupational segregations, more reasonable comparisons might seem to be within occupational groupings. The salary ratio of women compared to men ranges from a low of 49.8% in retail, trades and sales, to a high of 90.5% in health workers (except physicians, dentists, and related practitioners).[4]

Women are more likely than men to complete high school. Within the workforce, the proportion of women with high school degrees is even higher than that of men, since among women the higher their educational level, the more likely they are to be in the labor market. Women are less likely than men to have higher degrees, but current education patterns indicate that this difference is closing rapidly. Men and women do not receive the same dollar return on their education: for women, as for men, additional education is associated with higher average earnings, however, women with college degrees have average earnings less than those of men with eighth grade educations. While it is true that men and women have dissimilar choices of field of study in college, it is difficult to understand how only eight grades of education can be more valuable than eight grades plus four years of high school plus four years of college.

TABLE I Comparison of Median Income of Year-Round Full Time Workers by Educational Attainment and Sex
1978

	Median Income	
	Men	**Women**
Elementary School		
Less than 8 years	10,884	6,662
8 years	12,998	7,472
High School		
1 to 3 years	13,785	7,969
4 years	15,767	9,264
College		
1 to 3 years	17,396	10,312
4 years	22,727	11,994
5 or more years	27,091	15,551

Source: Money Income of Families and Persons in the United States: U.S. Dept. of Commerce 1978. Issued June 1980.

Men and women have, in the past, had dissimilar employment patterns. Men have tended to be in the workforce for most of their adult lives from the end of schooling to retirement. Over 40% of men currently in the workforce have had their civilian employment interrupted for two to four years by military service. Women, on the other hand, have had shorter average paid work lives; this reflects the large numbers that in the past never worked or worked only until marriage or childbirth. There has been a dramatic increase in the participation of women in the workplace in the last fifteen years, and new economic conditions make it unlikely that women will not maintain or increase their participation. For those women choosing to have children, their work histories will look much like men who have been in the armed services; there will be short interruptions early in one's work life. This sudden incursion of women into the labor market is in part responsible for the low relative wages of women to men, since women entering in their thirties and forties will have far less paid work experience than their men peers.

In summary, men and women have different average salaries, work mostly in sex segregated occupations, have sizeable wage differentials even within similar occupational groupings, receive differential returns on their education, and have somewhat different employment patterns in terms of time in the paid workforce. Only this last factor has shown noticeable change in the last twenty years.

Prevailing Wages, Market Factors

According to economic theory, in a free marketplace workers and employers engage in a process of bargaining for wages based upon the relative supply of workers with given qualifications and the demand for them. Workers will seek employers offering maximum wages for the services they are able to offer and employers will seek to minimize wages while maintaining a desired quality of worker. Many factors interfere with this basic process: unionization, monopolies, monopsonies, worker preferences, employer preferences, etc.

In practice, even more factors interfere with the basic supply and demand paradigm. According to Schwab[5], most workers have little idea of wage rates across firms. Most employers do not undertake systematic studies of recruiting and retention rates or quality of attracted worker in order to assess whether the offered rate is an appropriate one. Workers can be influenced by such factors as commuting distance, whether friends or relatives work at the firm, how nice the personnel department people were, etc.

Employers are likely to depend heavily on market surveys of key classes, with all their limitations. I would speculate, in fact, that employers are sometimes more influenced in wage setting by market surveys than they are by their own experiences with recruitment and retention. Clericals and nurses provide excellent examples of this process. Low wages in these fields were explained away in the past as being caused by crowding: for whatever reasons, women chose these two fields over the many others in the workforce, causing an oversupply. The shortage of workers willing to do nursing and clerical work under existing conditions and wage is now acute in nursing and serious for clericals. Wages in both areas are not going up faster than the average. A Seattle employer recently called other major employers to verify whether its wages were non-competitive; they were right on the mark, and the other employers reported also experiencing recruiting difficulties. These employers concluded that their wage practices were correct, since they were competitive, and no salary increases were given. The employers attributed to the women *not* high ambition and sufficient good sense to refuse to work for exploitive wages, but rather a lack of career motivation and a preference for intermittent labor market participation. Similar difficulties in, say, computer programmers,

are regularly attributed to salary problems and high motivation on the part of the workers to improve themselves, and have resulted in salary increases. (Responding to retention and recruitment problems for one group of jobs in one manner and other groups in a different manner could be grounds for successful action under Title VII if the manner of treatment corresponded to the sex of the incumbents of the groups.)

The above example represents yet another interesting aspect to salary surveys. If, as in a not-so-hypothetical example, all of the hospital administrators in a given area get together to decide what they are willing to pay nurses, they can be setting that wage artificially relative to what a free market place might determine it to be. (Economists call this kind of concerted action a monopsony.) Such actions challenge employees with certain skills either to accept given offers or to seek other employment. In the nursing case, there is more than an adequate number of persons with proper certification to fill all vacancies, but there is an acute shortage of those willing to accept present wages and working conditions. Many of those still remaining in nursing are demoralized by the lack of respect and salary for their profession; were they all to follow the oft-given advice that if they don't like the salary, they should quit, we would see an intolerable situation in our hospitals where the shortage of nurses will determine the number of patients to be admitted. Recent reductions in Federal funds to nursing programs, demographics, and publicity for the current state of the field are cutting down the number of new nursing graduates; it will become harder and harder to replace those leaving with fresh recruits. How long can "market forces" be ignored?

Surveying jobs is an expensive proposition. It is also difficult to find matches for jobs. Clustering, grouping, or indexing, becomes very important for determining all of the salaries for which no data can be obtained. Where clustering patterns are a matter of public record, employees show preference for being grouped with high prestige and/or fast-salary increase groups, even if their occupation is at the low end of the cluster. Thus high level clericals would prefer to be grouped with managers, and laborers with the crafts. In fact, creative, or non-traditional, clustering may be a reasonable response to some of the issues brought up by comparable worth. Clustering female dominated positions with male dominated ones and using male dominated jobs as the key classes would eliminate the possibility of discrimination by contamination from the market.

The Role of Job Evaluation in Comparable Worth

Job evaluation systems became tied to comparable worth both because they purport to measure the relative worth of jobs and because of the first comparable worth study (see *A Case of Comparable Worth*, below). Specifically, point factor job evaluation systems are involved in this issue. Briefly described, these systems analyze work into *factors* (usually some variation of effort, skill, responsibility and working conditions) and assign *points* to the degree the factors are present. The continuum of points is divided into groups, or salary ranges. Jobs within the same range receive comparable salaries. Salaries are assigned to ranges through salary surveys of key classes and the construction of a salary line to describe the relationship of salary to points in the marketplace.

There are various models for job evaluation systems. The National Academy of Science interim report, *Job Evaluation: An Analytic Review*[6], includes a number of examples of systems. Most systems are developed by management consultants; some have been developed jointly by management and unions, and others are management products. The factors measured and weights given them may be the result of some form of negotiation or derived from a multiple

regression analysis, either from a large sample of firms (as for packaged systems) or for an individual firm (as in many of the newer systems). The mathematical means of assigning factor weights determines the relationship between degrees of presence of factors and the value (salary) assigned to those factors, either in the marketplace or in a single firm.

Schwab[7] points out the importance of looking at what job evaluation systems actually do as compared to what they purport to. He concludes that their primary value is for establishing the relationships of unique positions to the key classes, or benchmarks, for which market salary survey data are available. That is, most firms conduct or buy surveys of salaries for those of their positions (key classes or benchmarks) likely to have equivalents in other firms. These data become the basis for salary schedules, with firms making decisions as to whether to match, exceed, or undercut prevailing wages. The positions for which salary data are not available are pegged ("clustered" or "indexed") somehow to the key classes. Job evaluation systems provide a numerical means of grouping jobs to key classes, making easier both the mechanics of and employee relations about the setting of salaries.

Exactly what are job evaluation systems measuring? I have yet to see one that measures turnover rates or recruitment difficulties. Rather, they reflect a cultural value system of compensation. Sociologists have been measuring perceptions of socio-economic status for years, and find a high degree of agreement on rankings in our culture. Further, England[8] has found that among male dominated jobs only, and among female dominated jobs only, there is a high correlation between perceptions of status and salary; female occupations fall over virtually the same range of status ratings as male occupations, but their salaries for all levels are much lower. I have underway a research project which I believe will show that job evaluation systems measure our cultural value system, which in turn determines our perceptions of status and fair compensation. The importance of this value system cannot be ignored. We have each experienced the feeling that our salary is reasonable for the work we are doing, and we may also have experienced the feeling that we are not receiving adequate salary for what our job requires, or are receiving too much. Either of the latter two causes severe discomfort to employees. And we can all recall times when salaries of an occupation have come to the attention of the public, been perceived as too high for work required, and have resulted in a relative lowering of the salary over the next few years. The air traffic controllers, for example, might have garnered far more support for their strike if their present wages were not over $30,000, an amount already far above that earned by most workers. Ferry workers in the State of Washington also lost public support during a recent strike when their current wages were published and were perceived as already too high.

These cultural values include the following general kinds of factors: (1) You get paid more if you have to supervise others. (2) You get more money if you are responsible for lots of money or expensive equipment. (3) The more costly the effects of errors on your part, the more money you make. (4) The more decisions you make, the fewer precedents there are, and the harder it is to predict outcome, the higher your wages. (5) You get some compensation for dangerous, dirty and heavy physical working conditions. (6) You get paid to keep secrets. (7) If women do it, you get paid less. The cultural value system is not static; it changes to encompass new technologies and new values. For example, there used to be more emphasis on unpaid forms of compensation; teachers were expected to be gratefol for so much vacation time and "short" work days, and in my first clerical job I was "compensated" by getting to wear nice clothes to work and working for those nice, smart professors. Teachers and clerical workers are now asking for money for what they do and are not willing to accept these other factors in lieu of salary. As another example, people seem to feel that they should be paid more if they use a computer to do their job–even if the computer makes their work easier.

This cultural value system can and does include sex, race and other biases. Sex biases have included at various times that married women should not work; women work only for pin money; it is not worthwhile training women since they will just become pregnant and quit; women don't like responsibility; women don't like physical labor; women aren't interested in money, etc. These biases can affect the creation and application of job evaluation systems. (See Remick, 1979 for a detailed discussion).

Job evaluation systems should be checked for bias in the following areas:

(1) *Factors chosen for analysis*
Does the job evaluation system include factors usually associated with women's work (e.g., responsibility for people rather than things, literacy, the noise of office machines, or the poor working conditions created by many word processors)?

(2) *Factor weights*
Are factors usually associated with women's work always given less weight? Can such differences be justified on bases other than sex?

(3) *Application*
The best system in the world can be undone with a biased application. Are your job descriptions bias-free, or do men manage and women supervise, men interpret and women use? Are the evaluators sensitive to the full scope of women's jobs?

(4) *Salary setting*
Is a single salary scale used? If not, do the scales for women's jobs give consistently less return (lower salary) for worth (points)?

Job evaluation systems and applications are going to come under increasing scrutiny in sex discrimination cases. Schwab[9] gives an excellent discussion of many of the weaknesses in present systems. While probably none of the existing systems are bias-free, conscientious application can certainly lessen the obvious problems.

The search for a bias-free system does not imply the search for a value free one. There can in fact be no such thing as a value free system since values determine both the factors to be measured and the weight given them. We can reasonably seek the equitable application of already existing cultural values and the alteration only of those which are obviously biased. Nor do we have to search for a single system to be applied to all organizations. The newer multiple regression model evaluation systems are sensitive to the values of individual organizations; on the other hand, as Milkovich[10] has pointed out, when approximately one-fourth of all large firms use the same job evaluation package, they have bought into the uniform standard notion which they purport to fear.

Summarizing important points about job evaluation systems: (1) Job evaluation systems use prevailing wages to establish original factors and factor weighting, and to assign salaries to salary grades. (2) Prevailing wages are established for only a small proportion of total jobs in a firm. (3) Management, management consultants and employees have been accepting the results of the applications of job evaluation systems as representing a reasonable rank-ordering of the salaries of jobs, and therefore their relative worth to the firm. (4) Points from job evaluation systems correlate highly with wages established by the marketplace (usually over 0.8 when limited to a single job family such as manager or professionals or to a single sex, and over 0.6 when compared across job families or both sexes). (5) Job evaluation systems do not include questions about turnover, recruiting difficulties, unionization, or other factors usually associated with the setting of salaries in the market place. (6) Job evaluation systems are usually applied to single job families within a given firm, especially when salaries are associated with points.

An Operational Definition of Comparable Worth

Writing on comparable worth is to date notable for the lack of definition of terms. To fill this gap and to offer a point for further discussion, the following definition is offered. *An operational definition of comparable worth is: the application of a single bias-free point factor evaluation system within a given establishment, across job families, both to rank-order jobs and to set salaries.*

A Case of Comparable Worth

Equal pay legislation in this country and others has a history of debate over whether "equal" or "comparable" should be the standard for comparison between men's and women's wages. "Equal" won in this country, though "comparable" is used in Canada and many European countries.[11] The first study of comparable worth was conducted in the civil service system of the State of Washington in 1974. The previous year a job evaluation system had been applied to the top management positions in State government, primarily for the purpose of bringing salaries closer to management market rates. Sizeable salary increases resulted from this study for many managers. Several members of the State Women's Council saw such an application of a job evaluation system as an excellent way to compare salaries paid to male- and female-dominated positions. The governor commissioned the study, using the management consulting firm that had done the management study. Jobs chosen for evaluation represented large numbers of workers and were sex-segregated, that is at least 70% of the incumbents were of the same sex. Since most jobs in the state were then and are still sex-segregated, the study had no problem finding jobs meeting its criteria. In all,121 jobs were chosen for this first study.

Figure 1

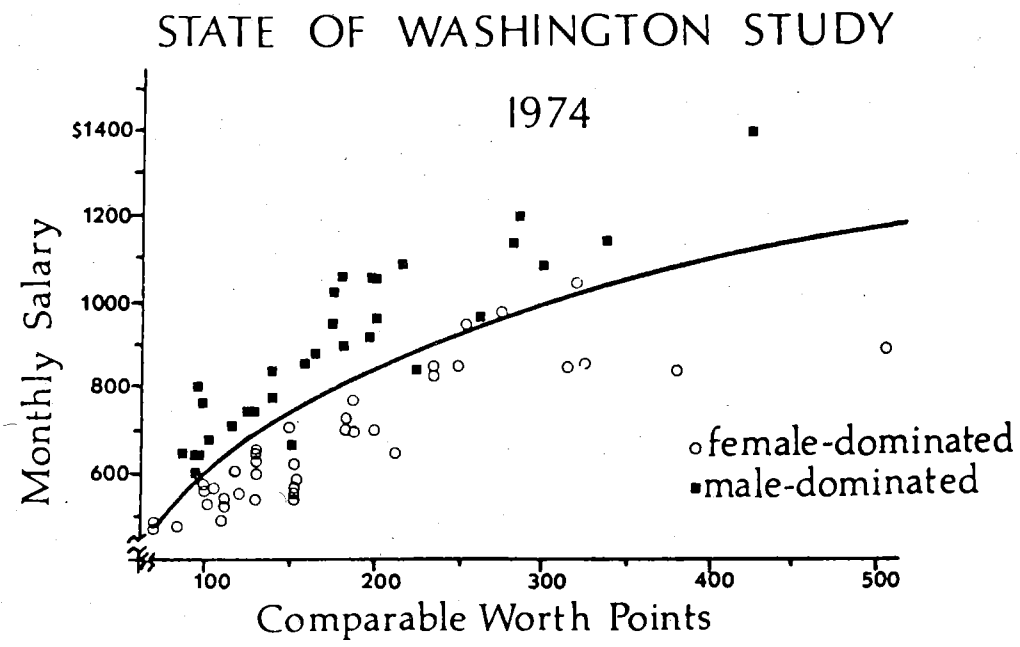

Figure 1 shows the results of this study for the positions in the Higher Education Personnel System (there is also a Department of Personnel System for workers not in higher education). Salaries for Washington State employees are set by law at no more than the average of prevailing rates in the state at large. Jobs are represented by the midpoint of the range to which they are assigned; data are therefore free of the effects of seniority or differences in hiring-in salaries. In only one case does a male-dominated job make as little as the highest paid female-dominated job in the same point range (this overlap has since been "corrected").

If one looks at the line representing the average rate of payment for number of points (the line of best fit, $r = 0.77$), one finds that virtually all male-dominated jobs fall above the line, while female-dominated fall below the line. The State of Washington, for workers at large as well as within the civil service system, can be seen to have separate and unequal rates of return (salaries) by sex for various levels of worth of jobs; the rate for women's jobs averages 80% of that of men's jobs.

TABLE II Comparison of Salaries and Points for Selected Sex-Segregated Positions State of Washington

Benchmark Title	Evaluation Points	Monthly Prevailing[1] Rates	Prevailing Rate as % of Predicted[2]	% Female Incumbents
Warehouse Worker	97	1286	109.1	15.4
Truck Driver	97	1493	126.6	13.6
Laundry Worker	105	884	73.2	80.3
Telephone Operator	118	887	71.6	95.7
Retail Sales Clerk	121	921	74.3	100.0
Data Entry Operator	125	1017	82.1	96.5
Intermediate Clerk Typist	129	968	76.3	96.7
Highway Engineering Tech	133	1401	110.4	11.1
Word Process Equip. Operator	138	1082	83.2	98.3
Correctional Officer	173	1436	105.0	9.3
Licensed Practical Nurse	173	1030	75.3	89.5
Automotive Mechanic	175	1646	120.4	0.0
Maintenance Carpenter	197	1707	118.9	2.3
Secretary	197	1122	78.1	98.5
Administrative Assistant	226	1334	90.6	95.1
Chemist	277	1885	116.0	20.0
Civil Engineer	287	1885	116.0	0.0
Highway Engineer 3	345	1980	110.4	3.0
Registered Nurse	348	1368	76.3	92.2
Librarian 3	353	1625	90.6	84.6
Senior Architect	362	2240	121.8	16.7
Sr. Computer System Analyst	384	2080	113.1	17.8
Personnel Representative	410	1956	101.2	45.6
Physician	861	3857	128.0	13.6

1. Prevailing rates as of July 1, 1980. Adopted State rates for midpoint of ranges, October 1981.
2. Predicted salary from line of best fit = ($2.43)(points) + $936.19, $r = 0.8$.

TABLE III Comparison of Benchmark Descriptions for Comparably Compensated Jobs
State of Washington

Administrative Assistant $1334 per month
As a staff assistant to a supervisor of professionals in a work unit or section, reviews professional work of unit staff for *conformity to procedures, rules and policies.* (Does not review for quality of professional judgement.) Performs portions of professional-level assignments. Has delegated authority to act and speak for supervisor in program matters of substance and to make commitments (such as procedural changes) on supervisor's behalf. May supervise a small technical and/or clerical staff. Studies operating procedures and problems and develops solutions. Coordinates work with that of different units. Establishes schedules and grants exceptions. Works under general supervision with only broad objectives as guidance. Is not a supervisor of professional personnel. We look for any 5 to 6 year combination of college in business or public administration and applicable work experience.

Warehouse Worker–$1286 per month
Performs both manual labor and incidental clerical work in receiving, storing and issuing materials, supplies and equipment in a large storeroom, warehouse, commissary or distribution center. Checks quantity and quality of items received from vendor. Selects and issues supplies on approved requisition. Assists in taking inventory. Keeps premises orderly and clean. Occasionally operates a fork lift in warehouse; picks up and delivers items.

Registered Nurse–$1368 per month
Functions as an experienced, registered nurse. Carries out, evaluates and revises nursing care plans for individual patients. Records and administers or oversees the administration of medication, assists the physician with physical examinations. Responds to emergencies and complex patient problems within standing orders of physician. May supervise up to 5 subordinates who do not usually include other registered nurses. May be the only Registered Nurse on a shift. Our requirements are: Registered Nurse with one year of experience.
Special Notes:
1). Must be licensed by the State as a registered nurse.

Truck Driver–$1493 per month
Operates automotive equipment over one ton capacity and below 28,000 pounds G.V.W., such as flat beds and delivery trucks, to transfer equipment, furniture, supplies, etc. May also operate a small bus capable of transporting up to 30 passengers. Services and makes minor repairs to equipment.
Special Notes:
1). Look for drivers whose principal job is driving but which may also include loading and unloading their assigned vehicles.
2). Equipment driver should require no special driver license endorsements.
3). This is typically considered a light to medium weight truck.

Librarian 3–$1625 per month
Represents the State Library to outside agencies. Provides consultative services to small city and county libraries (which serve populations up to 25,000) with respect to library development and operation. Or develops and maintains special library sections or collections in other state agencies or for legislative staff. Individuals in this classification are expected to use and interrelate both manual andd computer resources to complete professional level work tasks such as entering and verifying holdings, cataloging, materials selection and acquiring new books. May serve as a team leader of 2 to 4 lower level librarians and technicians. Lower levels work primarily within the State Library doing book and material selection, cataloging and reference work. Our requirements: M.A. in Library Science from an accredited library school and two years professional librarian experience.

Automotive Mechanic–$1646 per month
Performs journey-level automotive service and repair work on light, medium and heavy equipment including diesel powered units. Diagnoses mechanical problems, develops working plans and cost estimates for journey-level mechanical projects. Overhauls, rebuilds or repairs drive train components, frame and chassis. Performs tune-ups. Operates a variety of mechanical test and measurement equipment common to the automotive trade.

The Washington State Legislature has not yet implemented a new pay schedule based on comparable worth, though it has authorized further studies. At this time, virtually all of the key classes, or benchmarks, have been evaluated. An analysis of the relationship between male- and female-dominated positions over the time span of 1974 to 1980 shows there to have been little overall change. It appears that female-dominated professional level jobs may be making some progress towards closing the salary gap with male-dominated professional jobs; at the lower end of the point scale, however, there appears to be a deterioration of the relative position of female-dominated jobs.

Table II shows updated October 1981 points and salaries for selected sex segregated jobs. Table III compares elements in several equally compensated jobs. These jobs would seem to be in contradiction to Hildebrand's suggestion that perhaps "most female jos are low-wage jobs not because they are dominated by females, but because their requirements are easy enough to permit large numbers to seek entry into them."[12] In fact, it is becoming quite common for women to ignore their previous "investment in human capital" (schooling and previous job experience) to take on easier, higher paying men's jobs. I know ex-school teachers who are electricians, college degreed ex-secretaries who are delivery truck drivers and ex-nurses who are in apprenticeship programs. On the other hand, in spite of the high unemployment in the construction industry in this state, I know of no carpenters or lumbermen who have decided to change to the "easier" fields of nursing and clerical work, both with many job opportunities. Perhaps they are not tempted to change careers since they can collect equivalent "salaries" on unemployment and are willing to wait out temporary unemployment for the obvious better returns when they are once again employed. The nurses and clerical workers have no such rosy future.

To date affirmative action programs have most often focused upon integrating women into male dominated jobs as a means of improving the relative economic status of women. These pro grams are important and well meaning and have had some benefit for a relatively small number of women. However, true integration requires not only that women do work traditionally reserved for men, but also that men should integrate into female dominated jobs. Women are showing far more enthusiasm for men's work than vice versa, and for some very obvious reasons. To the degree that the cultural values determining salaries are widespread and women's work is undervalued, men can readily see that they maximize their return for education, skills, and work done by doing men's work; to change from many men's jobs to women's jobs, the men would have to return to school to learn more in order to earn less. Few men are so inclined. I think a certain amount of the hostility exhibited towards women who seek men's work is caused by the fact that, to the degree that jobs in a given field are limited, each woman getting a job is taking it away from a man, thus lessening his earning power. There is also the fear that if too many women enter a field, salaries will go down relatively; informal studies that I have conducted on data for the State of Washington show this fear to be well founded and demonstrable.

The Future of Comparable Worth

If, as I believe, comparable worth as an issue has arisen because of changing cultural values of the worth (appropriate compensation) of jobs, then it has taken some time to get to our present state of values. There is also little reason to believe that we have yet reached a state of equilibrium; rather, signs point to a continued push for re-evaluation of women's work. Comparable worth is not about to go away as an issue. Pressure for change should be expected to

intensify over the next five to ten years. Market forces, unionization and union activity, judicial action and governmental enforcement activities (when Democrats return to power) will all combine to move us toward changes in relative salary rates.

The employee portion of market forces is now in evidence; many women are refusing employer offers of salaries and work conditions in nursing and clerical work. Employers have responded to date with fringe benefit increases (e.g., child care, bonuses for bringing in new employees, televisions and trips) but are not yet making major changes in wages.

Unions are picking up on the issue of comparable worth as they attempt to organize women. AFSCME (The American Federation of State, County and Municipal Employees) is one of the most active unions; in the past eight months, AFSCME workers struck the City of San Jose, California, and filed EEOC complaints preliminary to court suits against the States of Connecticut and Washington, all to gain implementation of job evaluation systems. As an indication of the complexity of the comparable worth issue, AFSCME is opposing in Wisconsin implementation of an application of the same system that they struck for in San Jose; this paradox may be caused by differences in worker participation in applications, in fairness of applications, in stated purpose of the study, in proposed manner of implementation, or in composition of the organized workforce.

After several court opinions which precluded comparable worth as a basis for legal action (e.g., *Lemon v. County and City of Denver,* and *Christenson v. State of Iowa*), the U.S. Supreme Court has ruled in *Gunther v. County of Washington* that women's legal remedies for claims of wage discrimination under Title VII of the Civil Rights Act of 1964 are not limited to those that would also meet the more stringent requirements of the Equal Pay Act. The Equal Pay Act requires that both men and women have held the job in question at some time and/or the work being done by women be *substantially equal* to that being done by men; since most men and women are in sex segregated jobs, most workers are not afforded protection by this Act. The broader interpretation of Title VII in *Gunther* will allow exploration and expansion of judicial remedies for sex discrimination. In the *Gunther* opinion, the justices stated that this was not a comparable worth case and that they do not believe that courts should be involved in the setting of wages. On the other hand, once an establishment determines its means of setting salaries, the courts can determine whether the method is discriminatory. Thus the *Gunther* case has been sent back to district court to determine whether the County of Washington illegally discriminated against Gunther and other women when, through the use of a job evaluation system, it determined jail matrons to be worth 95% of jail guards, but paid them only 70%.

Under President Carter, both Equal Employment Opportunity Commission and the Department of Labor proposed that comparable worth concepts be included in interpretations of existing discrimination laws. These efforts have apparently been dropped under President Reagan. At the State level, legislation requiring implementation of comparable worth (as defined in this paper) for State workers has been introduced in the States of Washington, California, Oregon, Connecticut and Michigan. Several city governments are also moving in this direction.

Personnel managers in the public sector can prepare for comparable worth in several ways. They should first study their present salary setting practices to see whether their theory matches their practice. Both theory and practice should be analyzed for potential bias; if bias exists, the systems should be modified. Job evaluation systems already in place need special scrutiny, since with the new focus on them, they are likely targets for discrimination complaints. Careful monitoring of pay practices and creativity in application can be used to correct

obvious salary inequities; good faith efforts on the part of personnel managers will lessen the likelihood of discrimination complaints, or the severity of sanctions where discrimination is found, and should improve problems of employee morale, retention and recruitment.

Notes

This paper was completed before the final National Academy of Science study, *Women, Work and Wages: Equal Pay for Jobs of Equal Value*, Donald J. Treiman and Heidi I. Hartmann, eds., was available. This book is highly recommended to anyone wanting a technical discussion of the economic, sociological and personnel issues of comparable worth.

[1]Chief Judge Fred Winner, U.S. District Court, District of Colorado, opinion in *Lemonds et al. v. The City and County of Denver*, (17FEP Case 906).

[2]U.S. Supreme Court opinion, *County of Washington, Oregon, et al.*, (Labor Law Reports 138).

[3]U.S. Department of Labor, *Perspectives on Working Women: A Databook*, October 1980.

[4]U.S. Department of Labor, Women's Bureau, *The Earnings Gap Between Men and Women*, 1979.

[5]Donald P. Schwab, Job Evaluation and Pay Setting: Concepts and Pracctices, in *Comparable Worth: Issues and Alternatives*, Equal Employment Advisory Council, 1980.

[6]*Ibid.*

[7]*Ibid.*

[8]Paula England, Women and Occupational Prestige: A Case of Vacuous Sex Equality, in *Signs: Journal of Women in Culture and Society*, 1979, Vol 3, no. 2.

[9]Schwab, *op. cit.*

[10]George T. Milkovich, presentation at "Job Evaluation and EEOC: The Emerging Issues", Industrial Relations Counselors, Inc., September 1978, Atlanta, Georgia.

[11]See Janice R. Bellace, A Foreign Perspective, in *Comparable Worth: Issues and Alternatives.*

[12]George Hildebrand, The Market System, in *Comparable Worth: Issues and Alternatives*, p. 87.

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L. Anderson
oppose amendments
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May 19, 1983

To The Ways & Means Committee: RE: Senate Bill 484

Please be aware that in our Branch and many others in AFS offices, Welfare Assistance Workers are paid two steps lower than the JOBS Workers who do less work! Working for AFS since 1976 and working in many programs, I have personally seen the unfair practice of unequal pay for unequal work performed.

The Welfare Worker must know many programs and policies when Food Stamp Workers and JOBS Workers have only one program and one set of policy! The pressure of quality work with the added stress involved is far greater in the Welfare Assistance Worker position than many of the areas that are classed the same.

Unfortunately, Welfare Workers are traditionally women and I feel the pay has been geared to that aspect.

My knowledge, skills and ability that are required to perform this job accurately are very important in delivery of program. Our ADC Unit has recently been told by our Branch Manager we had no Quality Control errors due to our efforts.

Daily, I must process earnings reports to generate checks, interview clients who have applied for ADC; compute food stamps daily. Write medical social summaries for incapacities grants; refer suspected fraud clients to investigation; work close with CSD on cases that require Children Services Division guidance; work with Support Enforcement on obtaining child support for clients.

I could go on and on regarding this subject. Please give serious consideration to our favor! Come visit our Branch and see what we do!

Thank you for your kindest consideration.

Maureen O'Berry
AFSW II
South Salem Branch
373-1380

5-19-83

Ways & Means Committee,

As a state employee I support Senate Bill 484. The current classification system may very well be out dated and in need of change. I highly recommend that such a study be done.

Sincerely,

Cathy J Cork
RtO 1 Box 32196
Lyons, Ore
97358

5/19/03

Ways and Means Committee
Oregon State Legislature

I wish to express my definite support of Senate Bill 484 regarding comparable worth.
When measuring knowledge, skills, and ability, there is not equity in pay when comparing Welfare Assistance workers to Employment specialists. The amount of knowledge an eligibility worker must acquire is much more than the one program an Employment specialist is concerned with. And yet the Employment specialist is paid two steps above the assistance worker.

This is only one instance, but I do feel it would be worthwhile to look at comparable worth throughout the entire agency.
I do hope you'll seriously consider funding for the comparable worth study.

Sincerely,

Pat Norman
3105 Lansing Ave NE
Salem, OR 97303
Work: 378-6047

DRAFT

Procedural Plan for Job Evaluation System Implementation

STEP*	ACTION BY
1. Decide on Personnel Advisory Group to Share Input with Task Force	Personnel Division
2. Establish Goals	Personnel Advisory Group
3. Review the Present System	Personnel Division
4. Gain Top Management Support	Task Force, Personnel Advisory Group
5. Develop a Labor Relations Strategy	Personnel Division, Labor Relations Division

Discussion:

a. Size of the group: should be large enough to get a reasonable representation of thinking, but small enough to be manageable.

b. Composition of the group. This is a key group, and should include (1) personnel and labor relation analysts who are familiar with the point factor concept and process, (2) union or other employe representatives who are familiar with the process and can view this as a cooperative venture and (3) management representatives who are familiar with the process and can view this as a cooperative venture.

Discussion: The formal process of defining the goals should probably include input from all levels, and should be well publicized once the goals are defined.

Discussion: Consider possible changes in methods of establishing and writing class specifications.

Discussion: This is a two phased process:

a. Acquainting the top agency management with the legislation, the goals and the basic process.

b. Achieving agency cooperation to review organizational structure and validating position allocations and making such corrective changes as seem appropriate.

Discussion: What are the expectations of the unions? How can we meet these without giving away management prerogatives? What are bargainable and non-bargainable aspects of this project?

*NOTE: Steps 1 through 14 are sequential. Steps 15 through 22 are not sequential in all aspects, and should be integrated into the plan at the appropriate times.

4315C/21 (6/83)

6. Select a Consultant — Personnel Division

7. Develop and Implement a Public Relations Program — Personnel Division, Labor Relations Division, Task Force, Personnel Advisory Group

Discussion: This should be pursued on a continuing basis and on at least three levels, and detailed plans should be drawn up. The three levels should be:

a. The management level, with the goal of acquainting the top leadership of the system, enlisting their support in its application. (See step 4.)

b. The employe level, with the goal of acquainting the employes with the project and reassuring them that the sky is not going to fall.

c. The technical level: how a factoring system works. At this level one would find personnel analysts and agency personnel officers. This aspect would merge with plans for a training program.

8. Development of the System — Personnel Advisory Group, assisted by Consultant, subject to approval of Task Force.

Discussion:

a. Decision as to number of systems: Should supervisors and workers all be included in one system, or treated separately?

b. Selection of factors: A number of factors can be considered for possible inclusion. These are factors which are present in some degree or other in most of the jobs in the state, and in themselves represent the standards and values of the organization. Different factor point plans in use in the United States today include such factors as:

Experience required
Education required
Knowledge required
Independence of action
Complexity of duties
Mental demands
Responsibility for the work of others
Responsibility for accuracy
Consequences of error
Financial Responsibility
Accountability
Requirement for personal contact
Initiative
Physical demands
Working conditions

As can be seen, there is a great possibility of redundancy. The duty of those charged with developing the system would be to consider all possible job factors which they consider compensable, select and define the factors to be included, and develop appropriate sub-factor levels within that category. For example, if education is a factor, what are the levels of education? If working conditions are factors, what aspects of working conditions are appropriate, and what degrees?

c. Decide on format: The factoring group should decide on the appropriate format for the rating system. A matrix format is often used, which ties together two or more aspects of a single factor or which places in a reasonable juxtaposition two aspects of work which are mutually supportive.

d. Assignment of weights: This is an extremely subjective area, and can be expected to be a critical aspect of the process. It defines very clearly the values of the designers and of the organization as a whole, and has a definite impact on the final outcome of the factoring process, that is, the assignment of comparative worth. To illustrate: the Hay System uses four factors:

Factor	Weight
Accountability	.36
Know How	.31
Problem Solving	.31
Working Conditions	.02
	1.00

This system has the reputation of being biased toward management. It is highly probable that union representatives would wish to assign higher values to working conditions and possibly shift the weights of other factors to supply an advantage or a perceived advantage to their membership.

9. Weigh Proposed System against Goals (May return the system to the Development Group for adjustment). — Personnel Division

10. Approve the Concept of the System — Personnel Advisory Group, Task Force

11. Validate the System — Personnel Division

a. Select at random some specifications.

b. Factor the sample specifications.

c. Array according to point value.

d. Obtain from a variety of experts their perceptions of the appropriate relationships of the classes which were factored.

e. Determine if there is a reasonable correlation between the results of the point factors and the opinions of the experts.

f. Obtain a critique from a consultant on what's been done so far.

12. Decision as to Whether to Adjust, Continue or Reshape the System — Personnel Division

Discussion: This may trigger a return to earlier steps and a repetition of the process.

13. Appoint a Factoring Group — Personnel Division

Discussion: These are the five to six persons who will work together as a unit to apply the system. Some considerations should be:

a. That both males and females are included.

b. That an employe representative is included.

c. That agencies are represented.

d. That members can have a commitment to stay with the project for a considerable length of time. (A problem in consistency would probably arise unless the same biases were reflected in all the categories or classes considered.)

14. Factor All Class Specifications — Factoring Group

a. Screen all class specifications to determine whether it is necessary to obtain additional information on the class.

b. Obtain supplementary information or identify resource persons who can personally present a description and answer questions.

c. Apply the system to the class specifications.

14. Alternative - Factor Specifications and Position Descriptions

Discussion: The following alternative process would in effect be a move to the generic system, where individual positions may fit within a fairly broad compensation range based on identification with job families. The process would be:

a. Identify the 20-25 generic categories which would embrace all state jobs. — Personnel Division

b. Develop generic class specifications to describe the categories.

c. Devise a new position description format which would support and correspond with factoring definitions.

d. Ask agencies to fill out position descriptions for all jobs not reasonably described by class specs (including such existing specs as Program Executive, etc.)

e. Apply factoring system to class specifications. Factoring Group

f. Apply factoring system to position descriptions.

g. Identify for reclass to the appropriate generic class all positions factored by position descriptions.

15. Support Directly the Factoring Process — Personnel Division

Discussion: It is to be expected that a large number of class specifications will not lend themselves to factoring. These would be returned to the classification section for revision, recision or other appropriate action. It is probable that a classification task force would be required which would react immediately to specifications which had been determined to be unfactorable. (In the event Step 14 (Alternative) were followed, it would be necessary to develop generic class specifications, appropriate recruiting guides, and supporting position descriptions.)

16. Develop the Compensation Application — Personnel Division

Discussion: This is the opportunity for a complete review and, if appropriate, redesign of the state's compensation system. Once the point factor system has been validated, the application system can be launched. Some considerations are basic to the system itself. These include:

a. What is the ideal structure of the range system?

b. How many factor points (or percentage points) should there be within each level?

c. What are the maximum and minimum compensation levels?

Other questions will have political ramifications. These are:

a. Will the system allow for longevity?

b. How can we accommodate merit principles within the system?

c. Will the system allow for performance pay?

d. Will the system allow for differentials? If so, what are appropriate differentials?

e. Will any exceptions be allowed in the application of the system? Under what circumstances?

f. What is an acceptable method of implementing a transition to the new system?

g. What will the cost be?

17. Approve Recommendations Regarding Application of Compensation Plan — Personnel Division, Labor Relations Division

18. Develop and Implement a Training Plan — Personnel Division

Discussion: It will be necessary to identify the necessary levels of training in the new system, the groups to be trained, and the persons to be trained.

19. Develop a Support Service Plan — Personnel Division

Discussion: There are a variety of aspects to supporting the system. These would include changes in the computer, redesign of formats for class specifications and position descriptions, etc.

20. Develop a Maintenance Plan — Personnel Division

Discussion: All systems change with time; a definite commitment should be made to upkeep, repair and inclusion of new or changing concepts.

21. Develop an Appeal Process — Personnel Division in concert with Factoring Group

Discussion: It is inevitable that there will be appeals. A plan should be announced early on which would describe the procedure.

22. Develop an Implementation Plan — Task Force, Personnel Division, Labor Relations Division in concert with Agency Management Representatives and Employe Representatives

Discussion: This would be a timetable for implementing the new system, and would detail all necessary actions.

23. Prepare a report for Legislature — Task Force
Discussion: To meet the reporting requirement of SB 484.