

Pay Equity & Public Employment

The COUNCIL ON THE ECONOMIC STATUS OF WOMEN is a legislative advisory commission established by the Minnesota legislature in 1976. Council members include state senators and representatives as well as public members. The Council studies all matters relating to the economic status of women in Minnesota and publishes reports and recommendations to the legislature and to the Governor.

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Table of Contents

INTRODUCTION	1
SECTION I. PAY EQUITY	3
Legal Status of Pay Equity	
Pay Equity in Other Public Jurisdictions	
SECTION II. MINNESOTA STATE GOVERNMENT	10
Other Minnesota Studies	
The Hay Job Evaluation System	
State Employees Compensation Statute	
The Collective Bargaining Process	
State-Employed Women	
SUMMARY & RECOMMENDATIONS	25
APPENDICES	27
Hay Point Ranking of Job Classes	
Technical Notes	

Introduction

It is now 19 years since passage of the federal Equal Pay Act, and 10 years since Title VII was added to the federal Civil Rights Act. In Minnesota, a state Human Rights Act has been law since 1955. All of these laws prohibit sex discrimination in employment. Yet women in 1981, as in 1955, earn considerably less than men.

A growing number of organizations and individuals now recognize that "equal pay for equal work," as historically defined, is inadequate for closing the wage gap because women and men rarely do the same (equal) work in today's society. The vast majority of employed women are secretaries, nurses, teachers, and service workers, while men are administrators, craft workers, technical workers, and laborers.

Testimony at hearings conducted by the Council on the Economic Status of Women confirms that women enjoy their traditional jobs and believe their work is important to society. Witnesses also say, however, that they receive less recognition and are paid less than men whose jobs require the same or less skill and effort:

"The question is: Why should men be paid a great deal more money for the work they do than women for the work they do?" -- personnel aide, 1976

"Why are clerical workers paid so much less than highway maintenance men? Both jobs demand comparable levels of training." -- researcher, 1976

"The nursing profession views the present 'shortage' as being directly tied to the poor economics of a woman's profession." -- nurse, 1981

"Secretaries should earn more in a clerical shortage. Women are the most perennial source of cheap labor." -- clerical worker, 1981

Such women refer to "equal pay for work of equal value," sometimes called "pay equity" or "comparable worth." They believe jobs should be paid according to their value, regardless of whether they are men's or women's jobs. The federal Equal Employment Opportunity Commission, the courts, and many state and local governments have begun to examine the relationship between pay equity and the economic status of women.

How do women fare in Minnesota state government employment? The State of Minnesota is a major employer, and the state has a long-standing commitment to affirmative action. The Council on the Economic Status of Women has monitored the status of state-employed women for the past five years, and efforts to improve their status predate the establishment of the Council in 1976.

Studies conducted by the Council and by other groups show some improvement over this period in the representation of women among state-employed managers and professionals. However, other major indicators show that the overall status of state-employed women has changed very little:

- Despite vigorous affirmative action programs, state job classifications remain heavily segregated by sex;
- Two-thirds of state-employed women in 1981, as in 1976, are either clerical or service workers;
- Women continue to be underrepresented among managers, professionals, technical workers, craft workers, operatives, and laborers;
- The pay gap between the average earnings of state-employed men and women has grown from \$4,190 in 1976 to \$4,929 in 1981.

Because these problems have been so persistent, the Council on the Economic Status of Women established a Task Force on Pay Equity in October 1981. The Task Force included representatives from the Department of Employee Relations and state employee unions as well as legislative committee chairs and members of the Council. Task Force members reviewed information about pay equity generally, and information about women as state employees under a newly-adopted job evaluation system.

This report presents information considered by the Task Force. Section I provides general information about pay equity as it has been considered by the courts and in other public jurisdictions. Section II provides an analysis of classification and compensation for Minnesota state employees, including a review of the job evaluation system, the state law on employee compensation, the collective bargaining process for state employees, and a statistical analysis of the state workforce.

Section I. Pay Equity

Legal Status of Pay Equity

A major issue in court cases on pay equity is the relationship between two federal laws, the Equal Pay Act of 1963 and Title VII of the Civil Rights Act of 1964. The Equal Pay Act prohibits employers from paying men more than women for doing equal or substantially equal work. Title VII applies to race, color, religion and national origin as well as sex, and extends to hiring, firing, upgrading, training and other conditions of employment as well as to pay. A major question for the courts has been whether either law extends to comparing jobs which are not identical; another question has been whether Title VII was intended to be broader than the Equal Pay Act.

In the first case which received wide public attention, *Lemons v. City and County of Denver* (U.S. District Court, District of Colorado, 17 FEP Cases 906, 1978), female nurses employed by the city and county charged that the segregated salary structure resulted in sex discrimination in pay, as prohibited by Title VII. The Denver nurses noted that 99 percent of the nurses were women, and that they were paid less than tree trimmers, sign painters, and tire servicemen -- all "male" jobs. Many of the nurses worked in intensive care units, maintaining life support systems, and they charged that this work was undervalued.

The judge said that there could be no comparison of pay between "totally unrelated occupations," and that the reason for the nurses' lower salaries was "a conclusively demonstrated legitimate reason, namely meeting competition." The city and county were required by law to establish salaries comparable to those paid in private sector employment. Since all county employees had equal opportunity to seek any job, the judge held that there was no discrimination on the basis of sex. He also stated that such cases are "pregnant with the possibility of disrupting the entire economic system of the United States."

A significant factor in this case was the absence of any job evaluation system which could be used to compare jobs objectively. In addition, the nurses were unable to provide any proof that women's wages had been intentionally lowered. These factors were important in the success of two later pay equity cases.

In 1980, a decision was announced in *International Union of Electrical, Radio and Machine Workers, AFL-CIO-CLC et. al. (IUE) v. Westinghouse Electric Corporation* (U.S. Court of Appeals, Third Circuit Philadelphia, 23 FEP Cases 588). The IUE represented 800 women who worked at Westinghouse's Trenton, New Jersey plant. They charged that Westinghouse willfully discriminated against them by (1) paying them less than if their skill, effort, and responsibility were evaluated on the same basis as "male" jobs, and (2) paying them less solely because of their sex, at a rate lower than the

rate for men whose jobs had been evaluated by Westinghouse and given the same number of points based on a number of factors.

The union traced the historical development of wage practices at Westinghouse to 1939, when a Wage Administration Manual was published. At that time, all jobs were "women only" or "men only." The manual required a point rating of all jobs based on knowledge and training required, specific demands of the job, and responsibilities, and then assigned jobs to various labor grades depending on the number of points awarded. However, the manual explicitly instructed officials to pay women less than men who had received the same point rating:

"The gradient of the women's wage curve ... is not the same for women as for men because of the more transient character of the service of the former, the relative shortness of their activity in industry, the differences in environment required, the extra services that must be provided, overtime limitations, extra help needed for the occasional heavy work, and the general sociological factors not requiring discussion herein."

In 1965, after passage of the Equal Pay Act, the explicit segregation of "men only" and "women only" jobs was eliminated, and all jobs were "merged" into a single pay scale. However, the women's jobs previously evaluated as being equally valuable to those of the men were inserted at the bottom of the new pay scale. The union noted that "the discriminatory pattern (was) virtually unchanged over the years," aggravated by percentage salary increases which further reduced the women's wages in relation to those of men. In 1975, 182 of the 183 Trenton employees in the four lowest-paid labor grades were women.

The original court decision (District of New Jersey) agreed with the Westinghouse argument that Title VII is no broader than the Equal Pay Act, meaning that only equal or substantially equal work could be compared. The IUE did not claim that the jobs being compared were identical, and on that basis the court ruled in favor of Westinghouse.

At the Court of Appeals, however, the lower court's decision was reversed: "The statutory issue here is whether Congress intended to permit Westinghouse to willfully discriminate against women in a way in which it could not discriminate against blacks or whites, Jews or Gentiles, Protestants or Catholics, Italians or Irishmen, or any other group protected by the (Civil Rights) Act. Because we hold that this alleged intentional discrimination in formulating classifications of jobs violates Title VII, we will reverse."

In 1981, the U.S. Supreme Court decided *Gunther v. County of Washington* (49 USLW 4623, 25 EPD 31, 877), setting a significant precedent for pay equity cases. The

matrons in an Oregon county jail said they were denied equal pay for work substantially equal to that performed by male guards (the Equal Pay Act argument), and that even if the work was not substantially equal, some of the pay difference could only be explained by sex discrimination (the Title VII argument).

Two lower courts ruled that the matron's work was not substantially equal to the jail guard's work, so that the Equal Pay Act did not apply. However, the two higher courts held that Title VII is broader than the Equal Pay Act and the women should have the opportunity to prove that some of the pay difference was attributable to sex discrimination. The case will now return to the lower court where the women will attempt to provide such proof.

The existence of an employer-sponsored job evaluation system was important to the success of the matrons' case. The court indicated that they were not ruling on the intrinsic or subjective value of the county jobs, but rather on the relationship between the employer's evaluation system and the actual pay for women and men:

"We emphasize at the outset the narrowness of the question before us in this case. Respondents' claim is not based on the controversial concept of 'comparable worth,' under which plaintiffs might claim increased compensation on the basis of a comparison of the intrinsic worth or difficulty of their job with that of other jobs. Rather, respondents seek to prove, by direct evidence, that their wages were depressed because of intentional sex discrimination, consisting of setting the wage scale for female guards, but not for male guards, at a level lower than its own survey of outside markets and the worth of the jobs warranted. Thus, respondents' suit does not require a court to make its own subjective assessment of the value of the male and female guard jobs, or to attempt by statistical technique or other method to quantify the effect of sex discrimination on the wage rates."

The court's findings also support the idea that Title VII was intended to be more broadly applied than the Equal Pay Act, and that any other finding would leave women with no remedy for discrimination: "If an employer used a transparently sex-biased system for wage determination, women holding jobs not equal to those held by men would be denied the right to prove that the system is a pretext for discrimination. Congress itself has indicated a 'broad approach' to the definition of equal employment opportunity is essential to overcoming and undoing the effect of discrimination."

That the Supreme Court was deeply split on this issue, with four of the nine justices dissenting, may be important in future cases. Justice Rehnquist wrote for the minority that "Even though today's opinion reaches what I believe to be the wrong result, its narrow holding is perhaps its saving feature. The opinion does not endorse the so-called 'comparable worth' theory."

Two weeks after the *Gunther* decision, the U.S. Supreme Court denied a request from Westinghouse to consider the opinion issued by the Third Circuit in *IUE v. Westinghouse*, so that decision will stand. The *Gunther* and *IUE* decisions suggest that pay equity will increasingly be considered a legitimate legal issue, where women can show a history of depressed wages and/or unequal pay for jobs evaluated as equal under an employer-sponsored job evaluation system.

Pay Equity in Other Public Jurisdictions

Perhaps because government pay systems tend to be more explicit than those of the private sector, and because salary information is more accessible, much of the groundwork for implementing pay equity has occurred in public sector employment. Such activity has included job evaluation studies, collective bargaining activity, and state legislation.

The first study specifically designed to test for unequal pay rates between "men's jobs" and "women's jobs" was conducted by the State of Washington in 1974, under contract with Norman D. Willis & Associates management consultants. State employee job classes were evaluated by a committee with representatives from state agencies, private industry, and state employee unions. The factors used to assign points were the same for all jobs. The table below shows what factors were used, the largest number of points actually assigned for each factor, and the jobs which received the largest number of points for each factor.

<u>Factor</u>	<u>Maximum Points</u>	<u>Highest-Rated Jobs</u>
Knowledge & skills	280	Registered Nurse IV, School Food Service Supervisor, Unemployment Insurance Actuary
Mental Demands	140	Unemployment Insurance Actuary
Accountability	160	Registered Nurse IV, School Food Svc. Supervisor
Working Conditions	20	Laborer

When total points were assigned for all jobs, a comparison was made with actual salaries. The results showed that "women's work" is paid substantially less than "men's work" with an equal number of points. The women were paid an average of 80 percent of what men were paid for jobs evaluated as being equally valuable. The

Washington Federation of State Employees estimates that implementation of pay equity will cost the state approximately 188 million dollars over a two year biennium.

Despite considerable public attention to this issue, no action has yet been taken to increase the pay for "women's jobs." However, legislation has passed the state Senate and is expected to pass in the House of Representatives this year expressing the state's intention of implementing pay equity between 1983 and 1993 (no money is being appropriated for this purpose). In September 1981, the union filed a formal complaint with the Equal Employment Opportunity Commission (EEOC).

Similar actions have occurred in other state governments:

Idaho. As part of a general overhaul of the state personnel system, the state legislature hired Hay Associates to conduct a study in 1975. The legislature formally adopted the Hay system as the method for setting wages in 1976, but a three-year period was allowed for appeals of job evaluations. The system has now been implemented at a cost of about \$7 million for about 8,700 classified employees. Many individual classes had salaries reduced, but overall salary rates increased and there were substantial increases for clerical workers.

Michigan. A preliminary study conducted in 1978 showed that 15 percent of state job classes were female-dominated, while 68 percent were male-dominated and 17 percent were integrated. Almost three-fourths of the women earned less than \$15,000 per year, while more than two-thirds of the men earned more than \$15,000 per year. A more extensive study is now being conducted. In August 1981, the Michigan State Employees Association filed a sex discrimination complaint with the EEOC, charging that female workers are paid less than male workers for comparable jobs.

Alaska. Female public health nurses challenged their pay rates by filing charges with the state Human Rights Commission against the Health and Personnel Departments in 1978. The Commission found "probable cause" to believe that they were denied equal pay for work comparable to that of male physician assistants, noting that the nurses' job required comparable effort, skill and responsibility but paid \$500 less per month than the physician assistants' job. The proposed settlement includes back wages to all public health nurses over a two-year period and a recommendation that the state re-examine its classification system.

Connecticut. A pilot study was funded by the state legislature in 1979 and conducted by Willis Associates. The study found a 20 percent differential between similarly-evaluated jobs held by women and those held by men. For example, a material storage manager (male job) and a senior secretary (female job) received the same number of points, but the maximum salary for the female job was \$11,646 compared to

a maximum salary for the male job of \$13,926. In 1981, additional funds were appropriated to begin implementing a job evaluation system throughout the state service, with actual salaries to be set through the collective bargaining process. Citing the failure of the state to act on its own study, the Connecticut State Employees Association has filed charges with the EEOC on behalf of 7,200 clerical and administrative workers.

Wisconsin. In 1977, state legislation required "equal pay for work of equivalent skills and responsibility to eliminate pay disparity between occupational groups," and a study was conducted by Hay Associates. In 1979, the state personnel board approved Hay's recommendations for new clerical job titles and pay ranges. Since then, more than 1,000 state clerical workers have appealed, charging that they were not allowed to have input into the study and that the study did not consider their unsafe working conditions. The Wisconsin State Employees (AFSCME) union expects continued discussion of these issues through both the circuit court and the Equal Employment Opportunity Commission.

California. On September 24, 1981, Governor Brown signed a bill requiring the state personnel department to compare the work of women employees with that of men for purposes of "improving and equalizing" pay for women. The new law states: "The personnel board, in establishing and adjusting salary ranges of those classes in state service which are composed of at least 70 percent female employees as of January 1, 1982, shall take into consideration the comparability of the value of the work, measured by the composite of the skill, effort, responsibility and working conditions normally required ..." The bill removed reference to "prevailing rates for comparable service in other public employment and private business."

In addition to these state actions, similar events have occurred in many local governments. Strikes and court actions have become increasingly common in cities, counties, school districts, and universities across the country. The best-known example is the City of San Jose, California.

In 1979, the city and AFSCME jointly commissioned a Hay Associates study. Both parties agreed to extensive input from union members and to implementation of study results. According to the study, "female jobs" paid about \$3,000 less per year than "male jobs" with comparable point values.

During contract negotiations in 1981, the city offered a 6 percent general raise plus comparable worth adjustments for about 700 workers in female-dominated jobs, the additional upgrading to cost about \$1.3 million. The union called for a 10 percent general raise plus \$3.2 million for upgrading over a four-year period.

After a nine-day strike, a settlement was reached. The new contract provides a 7.5 percent general raise and additional adjustments totalling about \$1.45 million over a two-year period.

The union states that the agreement "resolves important issues of sex discrimination and people will begin to be paid what they're worth." The city, however, maintains that "this solution recognized a desire on the part of the city council to deal with the relationship of male and female salaries and not an adoption of comparable worth."

In Minnesota, pay equity has been discussed in two government jurisdictions, the Anoka-Hennepin School District and the State University System.

In the summer of 1981, clerical workers in the Anoka-Hennepin School District represented by the Service Employees International Union requested a large pay increase to make clerical salaries comparable to those of custodial workers. A secretary in the highest-paid clerical class with 20 years' experience had been earning \$6.10 per hour, compared with \$6.04 for beginning custodians.

The eventual settlement included an increase to \$7.75 per hour for the 20-year clerical worker in the highest-paid class, a number of other equity adjustments, and agreement to a pay equity study conducted by equal numbers of secretaries and administrators.

The Minnesota State University System addressed pay equity in separate actions for faculty and for unclassified administrative positions. In 1972, a study of faculty positions was conducted in consultation with the U.S. Department of Labor. The study reports that "the underlying concept of the methodology was that of comparability," with comparisons made between male and female faculty with comparable education and experience. The study showed significant disparities, and equity adjustments were made accordingly for the 1973-74 year. Two Equal Pay Act suits were brought by faculty members who sought additional adjustments, and both suits were settled voluntarily in 1976. The formula used at that time to determine salary levels is still in place for faculty members.

In 1974, the board contracted with Robert B. Hayes & Associates to conduct a study of unclassified administrative jobs, using a point factor system measuring the difficulty of thinking and problem solving, personal interaction, supervision exercised, working conditions, and impact on end results. This study also found significant disparity in the pay of male and female employees. Salary adjustments implementing the study were made immediately for non-union employees, and as part of the first contract negotiated with a newly-formed bargaining unit. Salary increases were slowed for individuals above the maximum range. This system, too, is still in place.

Section II. Minnesota State Government

Other Minnesota Studies

Studies of the status of women employed by the State of Minnesota, and recommendations for improving their status, have been considered for at least the past seven years. In each case, attention has been focussed on lower earnings for women and "women's work." A brief chronology includes:

- Fall 1975 - AFSCME state contract includes a provision that the state will conduct a study of jobs and salaries in clerical versus non-clerical classes of state employees. (No funds were available.)
- October 1976 - "The Position of Women as a Disadvantaged Group in Minnesota State Government Employment" published by Twin Cities National Organization for Women.
- November &
December 1976 - Council on the Economic Status of Women conducts two public hearings on women as state employees.
- March 1977 - "Minnesota Women: State Government Employment" published by the Council on the Economic Status of Women.
- Spring 1978 - A year-long comprehensive evaluation of the state personnel system, including relative earnings of men and women, completed by the Legislative Audit Commission (LAC).
- May 1979 - "Public Employment Study" published by Minnesota Department of Finance, including results of a Hay Associates study of state salary and benefit practices.
- May 1979 - "Minnesota Women: State Government Employment Follow-Up Report" published by Council on the Economic Status of Women.
- October 1981 - Council on the Economic Status of Women establishes a Task Force on Pay Equity to examine salary differences between male jobs and female jobs.

In every case, the studies have shown that state-employed women, particularly those in female-dominated classes, earn less than state-employed men. The reports from the Council noted that job classifications were overwhelmingly segregated by sex, with male classes outnumbering female classes by 5 to 1; that women were under-represented in managerial, professional, technical, craft, operative, and labor job classes; and that the average female employee who had worked for the state for 20 years earned less than the average newly-hired male employee.

The LAC study noted that salary differences for men and women persisted even when controlling for years of education and amount of seniority. For example, one year of state service was worth \$336 for a male professional, but only \$274 for a

female professional with the same amount of education. Each educational degree or experience was worth \$2,339 for a male professional, but only \$1,841 for a female professional with the same years of service. This pattern was consistent for every occupational group with significant numbers of male and female employees.

The Hay study included training to enable staff of the Personnel Department (now the Department of Employee Relations) to analyze job classes under the Hay point factor system, and 762 job classes have now been assigned points. Hay Associates concluded that "in general there appears to be a slight tendency to pay male dominated occupations at a higher level than female dominated classes. However ... this includes an extremely small percentage of positions." In addition, the Hay study noted that much of the salary difference between men and women could be attributed to "industry variances."

The Hay Job Evaluation System

The Hay Guide Chart Profile Method, now used for job evaluation by the State of Minnesota, has also been used in Idaho, New Jersey, Wisconsin, Georgia, and many local jurisdictions. This system has much in common with other job evaluation systems. Common methodologies of such systems include: (1) a description of each job class, usually through a combination of direct observation and interviews or questionnaires given to persons performing the job and their supervisors; (2) development of a hierarchical ranking of all jobs according to their "worth"; and (3) application of this ranking to salary setting, either as the sole factor considered or as one of several factors.

Historically, job evaluation systems have been more likely to be accepted by employees if job studies include employee participation, and if the process of evaluation is well understood. Although such systems have often been used to simply rationalize existing wage rates, job evaluation has the potential of being a useful tool in documenting pay disparities between men and women.

Most systems consider four factors, though terminology varies widely: skill, effort, responsibility, and working conditions. The Hay system considers know-how, problem-solving, accountability, and working conditions. It should be noted that the Hay system has been used primarily for evaluating upper-level management jobs, and in fact provides two entirely separate systems for exempt (higher-paid) and non-exempt (lower-paid) job classes.

According to the National Academy of Sciences, in a study prepared for the Equal Employment Opportunity Commission, "The Hay definitions of factor levels have a strong

executive and professional flavor and do not appear to permit much distinction among lower-level jobs. Moreover, the language used in the factor definitions emphasizes subjective judgment to an even greater degree than most job evaluation systems."

Factors and subfactors used in the Minnesota Hay evaluation are outlined below, with examples of jobs ranked relatively high and relatively low for each factor.

<u>Factors</u>	<u>Subfactors</u>	<u>Sample Ratings</u>
<u>Know-How</u> , the sum total of knowledge and skills needed for acceptable performance.	Substantive know-how, managerial know-how, human relations know-how.	Audit Director - 3,044 Clerk 1 - 66
<u>Problem-Solving</u> , the amount of original, self-starting thinking required for analyzing, evaluating, creating, reasoning, arriving at conclusions.	Degree of structure, degree of challenge or difficulty of problems.	Health Physicist 2 - 152 Food Service Worker - 8
<u>Accountability or Results of Work</u> , answerability for actions and consequences.	Degree of discretion, magnitude measured by dollars affected, directness of impact.	Income Tax Asst. Dir. - 230 Human Svcs. Technician - 16
<u>Working Conditions</u> (used only for non-exempt jobs).	Physical effort, disagreeableness of environment, hazards.	Bridge Worker - 29 Bacteriology Aide - 7

The subjective nature of the Hay system is perhaps most obvious in the descriptions for each subfactor. For example, rather than investigating the working conditions for various clerical jobs, the system automatically defines clerical work as having favorable working conditions: "Extremely light (working conditions have) physical effort at the level normally found in clerical work or equivalent ... Normal (working conditions are) general office or other equivalent environment." A Data Entry Operator, for example, may be exposed to considerable noise and eye strain, but receives no points on the working conditions factor. However, since maximum points for working conditions are quite low, this factor alone cannot explain the generally lower ratings for "women's jobs."

Points for each of the factors above are totalled to arrive at the total Hay points assigned each job class. There are now 762 job classes, accounting for the great majority of job classes with more than one or two employees, which have been assigned Hay points. A more detailed examination of the relationship between Hay points and pay for male-dominated and female-dominated classes is presented in a later section of this report.

The final report of the National Academy of Sciences Committee on Occupational Classification and Analysis, *Women, Work and Wages: Equal Pay for Jobs of Equal Value*, was presented to the EEOC in 1981. The report notes that neither the Hay system nor any other existing job evaluation system is or can be completely objective in assessing the real value of jobs. However, the committee noted that such systems may be used to begin assessing discriminatory components in pay systems, and that job evaluation systems can be used affirmatively to identify areas in which women's jobs are undervalued so that employers can take the initiative in eliminating sex-based pay inequities.

General guidelines for developing improved job evaluation systems were presented by The Compensation Institute of Los Angeles at a national Conference on Pay Equity. The guidelines include: (1) a single job evaluation system should be used for all employees; (2) the employer should make explicit the criteria of worth for all jobs; (3) factor scores should be described accurately and concretely; (4) factor weights must be chosen in a bias-free way; (5) the job evaluation system should be well-documented and widely available to employees, with input from employees and an appeals mechanism; and (6) job titles should be audited periodically, with employee participation, to keep the system current.

The Minnesota State Employees Compensation Statute

Current Minnesota law governing state employee salaries contains a number of separate sections for different employment categories in the executive branch, with separate provisions for legislative and judicial employees and for members of the Minnesota National Guard. Executive branch employees are covered by two sections: (1) those covered by collective bargaining agreements, and (2) all others.

For employees covered by collective bargaining agreements, the law states simply that salaries as well as other terms and conditions of employment "shall be governed solely by the collective bargaining agreement executed by the parties and approved by the legislature." For all other executive branch employees, the statute specifies that there should be "reasonable relationships" between the salaries of various groups: between classified and unclassified positions, between similar positions inside and outside state service, between management positions and subordinate positions in collective bargaining units, and among related job classes.

The law also provides a general definition for "reasonable relationships": "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 is comparable and if com-

compensation for positions which require differing knowledge, abilities, duties, responsibilities and accountabilities is proportional to the knowledge, abilities, duties and responsibilities required." -- M.S. 43A.18, subd. 8 (e).

In other words, there are three basic criteria for salary-setting among executive branch employees of the state: collective bargaining, comparability with employment outside the state system, and "internal equity" or comparable worth. It is not always clear, however, how these differing criteria are to be weighed in the salary-setting process. The law does not indicate which of these criteria should be primary when there is a conflict between factors; and in practice, there is wide variation in the extent to which each factor is considered in relation to the others.

The Collective Bargaining Process for State Employees

Collective bargaining for executive branch state employees is governed by the Public Employment Labor Relations Act. This law designates the composition of bargaining units along occupational lines and provides for a limited right to strike.

State employees excluded from collective bargaining are managers, confidential employees, certain physicians, unclassified employees of constitutional officers, and employees involved in the process of mediation and arbitration. Supervisory employees may be represented but must be in separate bargaining units from non-supervisory workers. Certain positions designated as essential -- law enforcement, health care professionals, prison guards, and supervisory workers -- may be represented but do not have the right to strike.

Excluding employees of the University of Minnesota, there are now 16 separate bargaining units for state employees, represented by 11 different unions. Together these units account for about 29,000 employees. Contracts are negotiated between the unions and the Department of Employee Relations on a biennial basis, with current contracts covering the period from July 1, 1981 to June 30, 1983. When negotiations are completed, contracts must be approved by the Legislative Commission on Employee Relations and by the full legislature.

The table on the following page shows bargaining units as of October 1981, excluding units for the University of Minnesota, administrative and instructional employees in the state university system, and instructional employees in the community college system. None of these positions have been evaluated under the Hay system. The state university and community college units account for approximately 3,000 employees.

Women account for the majority of employees in three units: health care professional, clerical and office, and health care non-professional. The clerical and office unit, represented by the American Federation of State, County and Municipal Employees (AFSCME), is the largest single bargaining unit. There are also substantial numbers of women in the general professional unit, the supervisory unit, and the service unit, though women account for only about one-third of these employees.

Please note that total numbers in each unit change frequently due to turnover in the state workforce, and these figures should be considered only as an approximation of the relationships between the various units.

STATE EMPLOYEE BARGAINING UNITS, OCTOBER 1981

<u>Unit/Representative</u>	<u># Men</u>	<u># Women</u>	<u>Total</u>	<u>Percent Female</u>
Law Enforcement/Bureau of Criminal Apprehension Agents, Mn. Conservation Officers Assn., Mn. State Patrol Troopers Association	684	11	695	1.6 %
Craft, Maintenance & Labor/AFSCME	2,547	8	2,555	0.3 %
Service/AFSCME	1,246	641	1,887	34.0 %
Health Care Non-Professional/AFSCME	825	2,010	2,835	70.9 %
Health Care Professional/Mn. Nurses Assn.	29	322	351	91.7 %
Clerical & Office/AFSCME	461	4,848	5,309	91.3 %
Technical/AFSCME	2,387	397	2,784	14.3 %
Correctional Guards/AFSCME	552	89	641	13.9 %
Professional Engineering Supervisory/Minnesota Government Engineers Council	628	15	643	2.3 %
Health Treatment Professional/ Association of Institutional Dentists	83	18	101	17.8 %
General Professional/Minnesota Association of Professional Employees	3,672	1,529	5,201	29.4 %
Professional State Residential Instructional/State Residential School Education Assn., MEA	131	87	218	39.9 %
Supervisory/Middle Management Association	1,950	688	2,638	26.1 %

Includes full-time unlimited employees in the executive branch except the University of Minnesota, state university instructors and administrators, community college instructors, and state employees excluded from collective bargaining.

State-Employed Women

The Council on the Economic Status of Women held its first public hearing on women employed by the State of Minnesota in 1976. In the words of one witness, "The State should be a model employer because it, more than any other organization, has as its purpose the good of all its citizens, including the citizens who work for it."

Since 1976, there have been many changes in state government employment. The total number of state employees has fluctuated considerably, with an overall increase of about 2,000 workers in this period. Major changes have occurred in the structure of bargaining units and the collective bargaining process. A number of studies have been conducted to determine whether women are properly classified and appropriately paid.

The Council's first report, *Minnesota Women: State Government Employment*, noted that women were underrepresented in managerial, supervisory, and professional positions. In the intervening years, steady but limited improvement has occurred: women now account for about one-tenth of the state's managers and nearly one-third of the state's professional employees. As shown below, women's representation among all workers has remained fairly stable at about 43 percent.

FEMALE STATE EMPLOYEES AS A PERCENTAGE OF OCCUPATIONAL GROUP

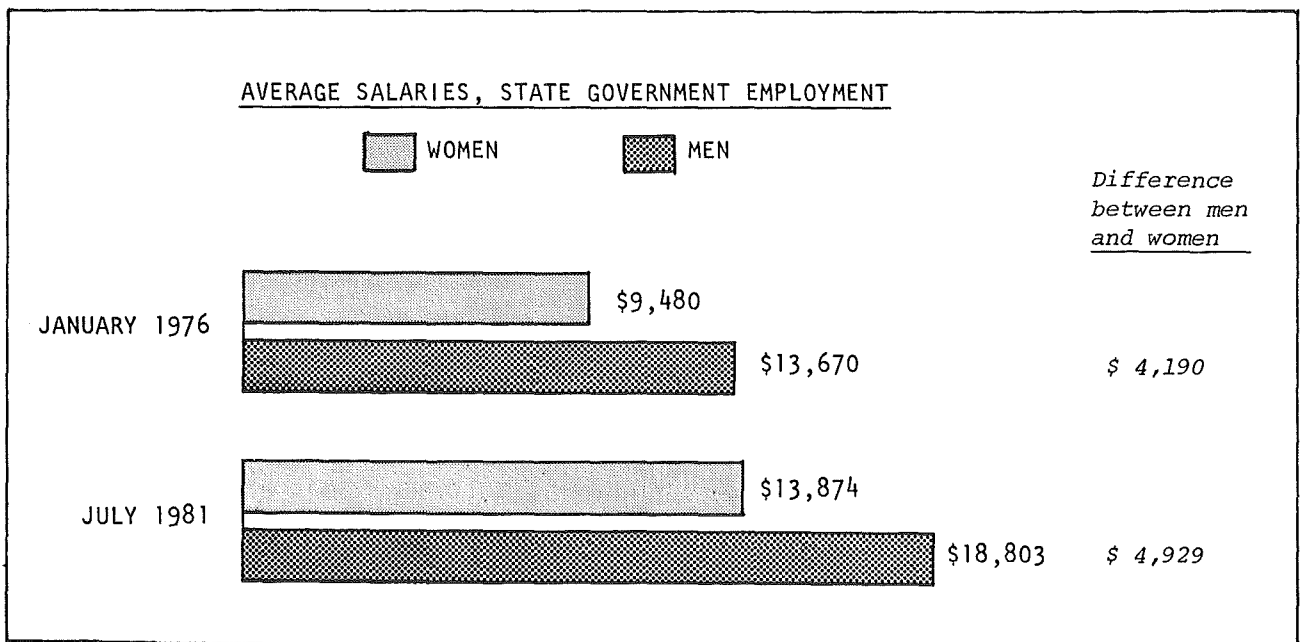
Total Employees, July 1981	Occupational Group	Jan 1976	Jan 1977	Jan 1978	Jan 1979	July 1980	July 1981
816	Managerial	4.0%	5.0%	5.4%	9.7%	11.3%	11.9%
8,356	Professional	25.4	25.5	26.0	28.7	30.4	30.8
4,004	Technical	31.2	35.8	37.3	39.8	43.4	42.3
6,253	Clerical	87.1	89.4	87.4	91.0	91.2	91.1
1,065	Craft	0.5	0.4	0.1	0.0	0.0	0.0
1,998	Operative	8.3	8.6	8.8	9.6	9.5	9.8
1,339	Labor	3.6	2.0	2.0	8.1	17.2	16.7
7,248	Service	45.4	42.4	41.9	43.0	42.6	42.1
31,079	TOTAL	43.0%	42.8%	42.9%	43.6%	44.1%	43.6%

The reader should note that these occupational groups are those defined by the U.S. Department of Labor, and are not parallel with bargaining unit groups shown on

page 15. Technical notes about the sources of data, and information about differences in various employee groupings shown on this and other tables, are provided in the appendix to this report.

Despite improvements in the number of female managers and professionals, it remains the case that almost two-thirds of all women who work for the state have either clerical or service jobs. The office/clerical group accounts for 42 percent of all female employees, and service jobs account for an additional 23 percent of female employees. Less than 1 percent of the women who work for the state are managers.

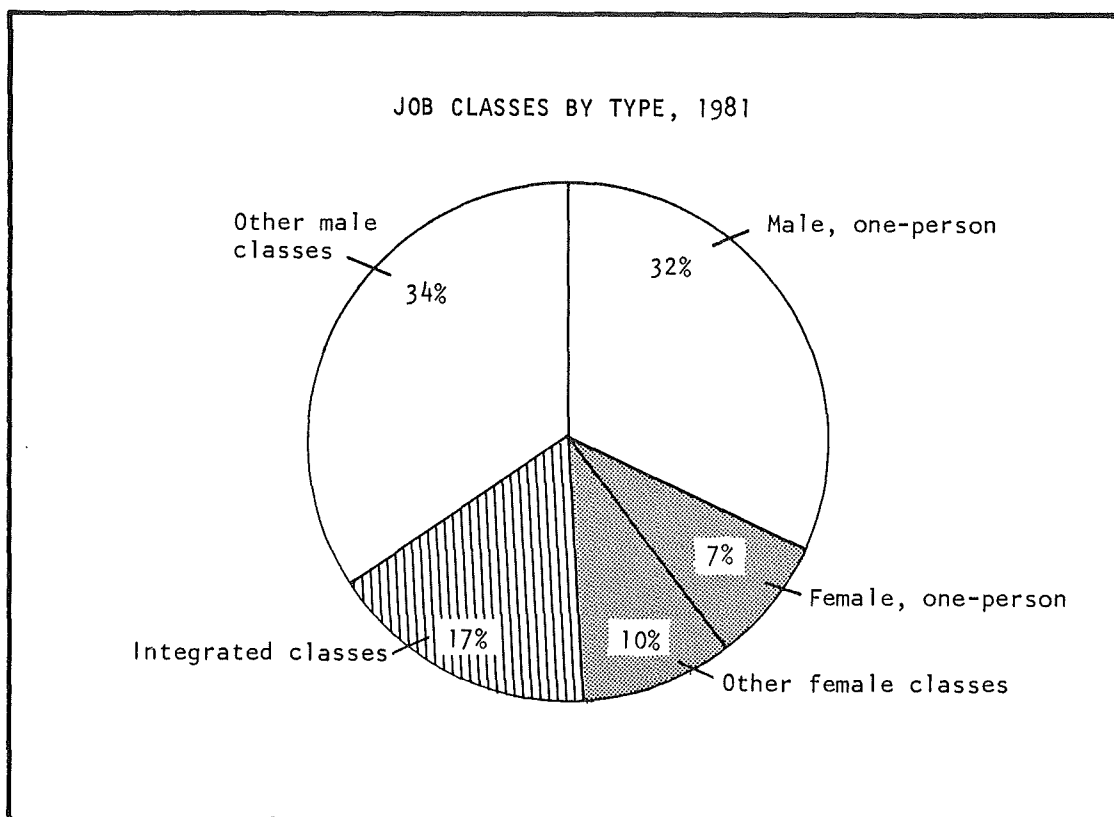
Because of the concentration of women in office and service work, overall salary disparities between male and female employees persist. The salaries for both men and women have increased since 1976, but this has not resulted in an improvement in women's relative earnings. The gap between average salaries for male and female employees has actually widened during this period:



Under the state civil service system, men and women who perform the same jobs are paid the same. Why then is there such a persistent pattern of salary differences? First, as has been shown, the number of women in higher-paid jobs is still too small to significantly affect the overall average of state-employed women. Second, and more importantly, individual job classes very rarely have balanced numbers of male and female employees. Job classes tend to be occupied mostly by women or mostly by men, but seldom are evenly balanced by sex.

Currently there are 1,673 job titles, or classes, within the state system. The chart below illustrates these classes according to their size and composition by sex of employees. By these measures, the state classification system structure appears to be imbalanced in several ways.

First, more than one-third of state job classes have only one incumbent employee. Of these, the large majority are occupied by male employees. The reasons for this are unknown, though the pattern is too pronounced to have occurred by chance. It may be that job descriptions are written more narrowly for jobs occupied by men.



Second, as in previous studies, male-dominated classes account for two-thirds of all classes. Male-dominated classes outnumber female-dominated classes by 4 to 1. Classes which are segregated by sex outnumber integrated classes by almost 6 to 1.

Since most jobs are characterized as being predominantly male or predominantly female, it is convenient to establish some definitions. Throughout this report, a "male" class is one in which over 80 percent of the incumbents are men, and a "female"

class is one in which over 70 percent of the incumbents are women. All other classes are defined as "integrated." A higher percentage is used for the definition of male classes than for female classes because there are more men than women in state employment and in the labor force generally. Therefore, a male class must be "more segregated" than a female class in order to be equally out of balance.

Although there are 1,673 classes, just 20 classes account for more than one-fourth of all state employees. The 10 largest female classes account for 33 percent of all women in the state workforce, while the 10 largest male classes account for 20 percent of all men in the state workforce. Each of these 20 classes is listed in the chart on page 20.

These job titles illustrate the familiar pattern of job segregation in all parts of the workforce throughout this century. Women are primarily clerical workers or health care workers. Many women's jobs involve caring for children, older people, or others unable to care for themselves, like the Human Services Technicians who work in state hospitals for the mentally ill and mentally retarded. Men's jobs are more likely to be administrative or supervisory, or to be outdoors, or to involve working with equipment or in construction.

The average salary for the 10 female classes is \$13,890, almost exactly the same as the average salary for all state-employed women. The average salary for the 10 male classes is \$21,192, above the average for all state-employed men.

Another way to examine job segregation in state employment is to calculate how many current employees would need to change jobs in order to obtain balance in each occupational group listed on page 16. At a conservative estimate, more than 6,000 women would have to change jobs with an equal number of men, together accounting for 40 percent of the entire state workforce.

Hay Points Compared with Male and Female Salaries

Of the 1,673 job classes in state government employment, 762 have been assigned points under the Hay job evaluation system. Although this accounts for less than half of the state's job classes, the jobs which have not yet been evaluated are primarily those of unclassified managers and one-person classes. For example, 133 of the 285 female job classes have been evaluated. Of the 152 not evaluated, 128 have fewer than ten incumbents, so that only 8 percent of those with ten or more incumbents have not yet been evaluated. The large majority of state employees are in jobs which have been assigned Hay point values.

The Hay point evaluation makes it possible to compare the assigned value for each job classification with the actual salary for that classification, and to determine whether there is a relationship between these two factors and the job's composition by sex. Listed below are the ten largest male classes and the ten largest female classes described previously. The list begins with the class assigned the lowest number of Hay points and continues in ascending order to the highest-ranked class.

TOP TEN MALE AND FEMALE JOBS

# OF INCUM- BENTS	PERCENT FEMALE	JOB CLASS OR TITLE	HAY PTS	CURRENT SALARY (MONTHLY MAXIMUM)	
				"MALE" CLASSES	"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	

An expanded version of this listing is provided in the appendix to this report. The expanded list includes all state jobs which have been assigned Hay points, which have at least 10 incumbents, and which are predominantly male or predominantly female.

Both lists show that there is a significant relationship between the composition by sex of classes, their assigned values, and their pay rates.

If job evaluation were a primary criterion of pay, salaries would increase as Hay point values increase, and all jobs with the same point value would have the same salary. However, this is not the case. Although salaries tend to increase as point values increase, there is a consistent difference in pay between male classes and female classes with approximately the same number of points.

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 jobs given 117 points provide a good example. Male classes with these points are Auto Service Attendant Senior and Delivery Van Driver, with salaries of \$1,307 and \$1,382 respectively. Female jobs with the same number of points are Clerk 2, Clerk Typist 2, Pharmacy Technician, and Employment Services Assistant. The highest paid of these jobs has a monthly salary of \$1,202. Even lower-paid are Clerk 2 and Clerk Typist 2, very large classes which pay \$1,115 monthly.

To provide a more visual representation of the relationship between Hay points and salaries, the following pages show scattergrams which plot Hay points against monthly pay for each of the classes which are male or female and which have 10 or more incumbents. Each asterisk or circle on the scattergrams represents one job class, while the numbers 2, 3, or 4 indicate that more than one class is located at the same point. Page 22 show all male and all female classes, while page 23 shows the 10 largest male classes and the 10 largest female classes.

The scattergrams illustrate five characteristics of the state's classification and compensation system: (1) there are substantially more male classes than female classes -- 209 male classes and 70 female classes; (2) the female jobs are concentrated at the low end of the Hay point scale; (3) the male jobs have more variation in pay -- they are more scattered than the female jobs, which form a tighter line; (4) female jobs are consistently paid less than male jobs of the same point value; and (5) the largest female classes are concentrated at the low end of the Hay point scale and are relatively low paid, while the largest male classes are more dispersed along the Hay point scale and are relatively high paid.

JOB CLASSES BY HAY POINTS & SALARIES, 1981

MONTHLY SALARY

\$ 3800.+

\$ 3562.+

\$ 3323.+

\$ 3085.+

\$ 2846.+

\$ 2608.+

\$ 2369.+

\$ 2131.+

\$ 1892.+

\$ 1654.+

\$ 1415.+

\$ 1177.+

\$ 938.+

\$ 700.+

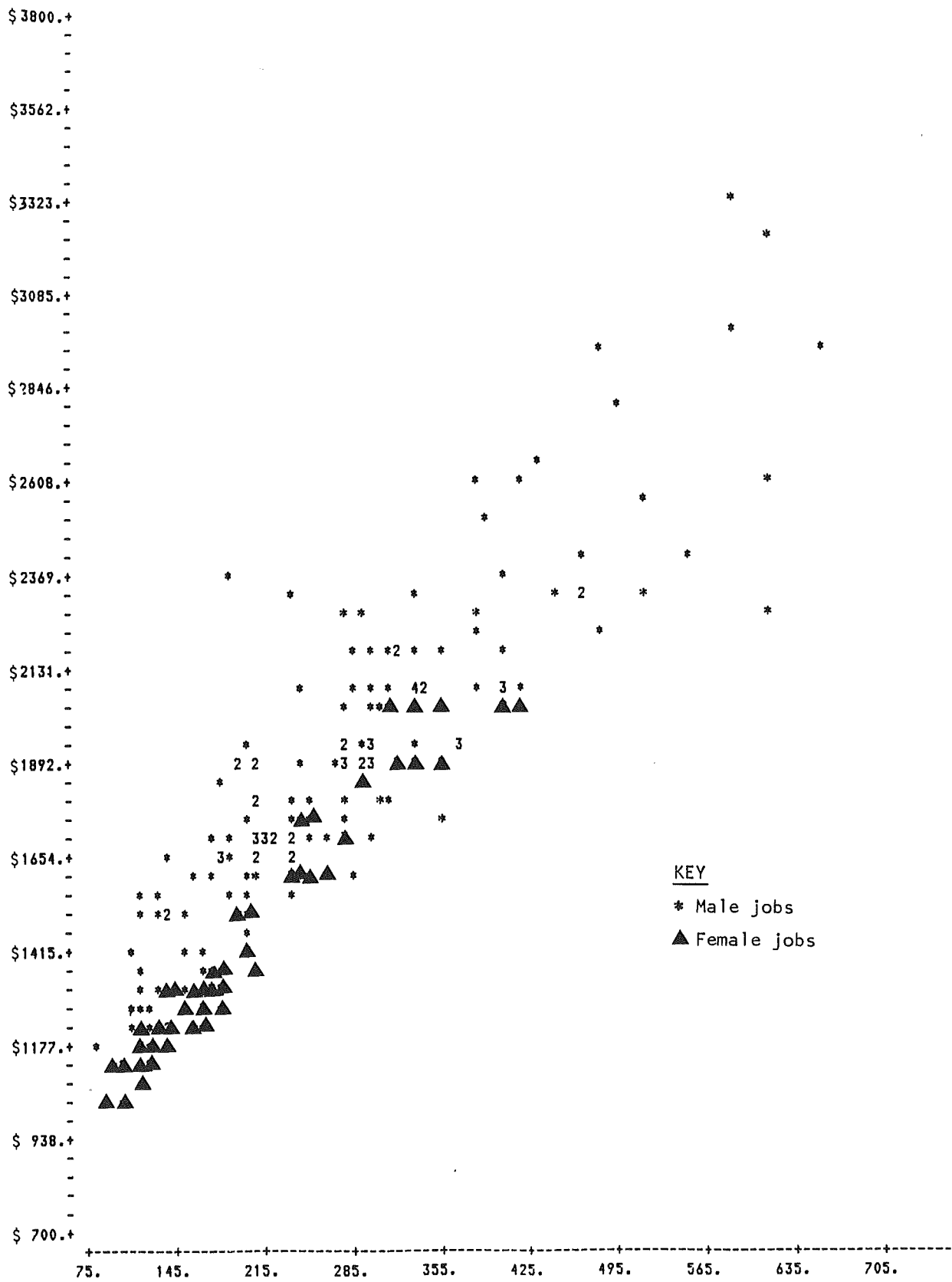
75. 145. 215. 285. 355. 425. 495. 565. 635. 705.

HAY POINTS

KEY

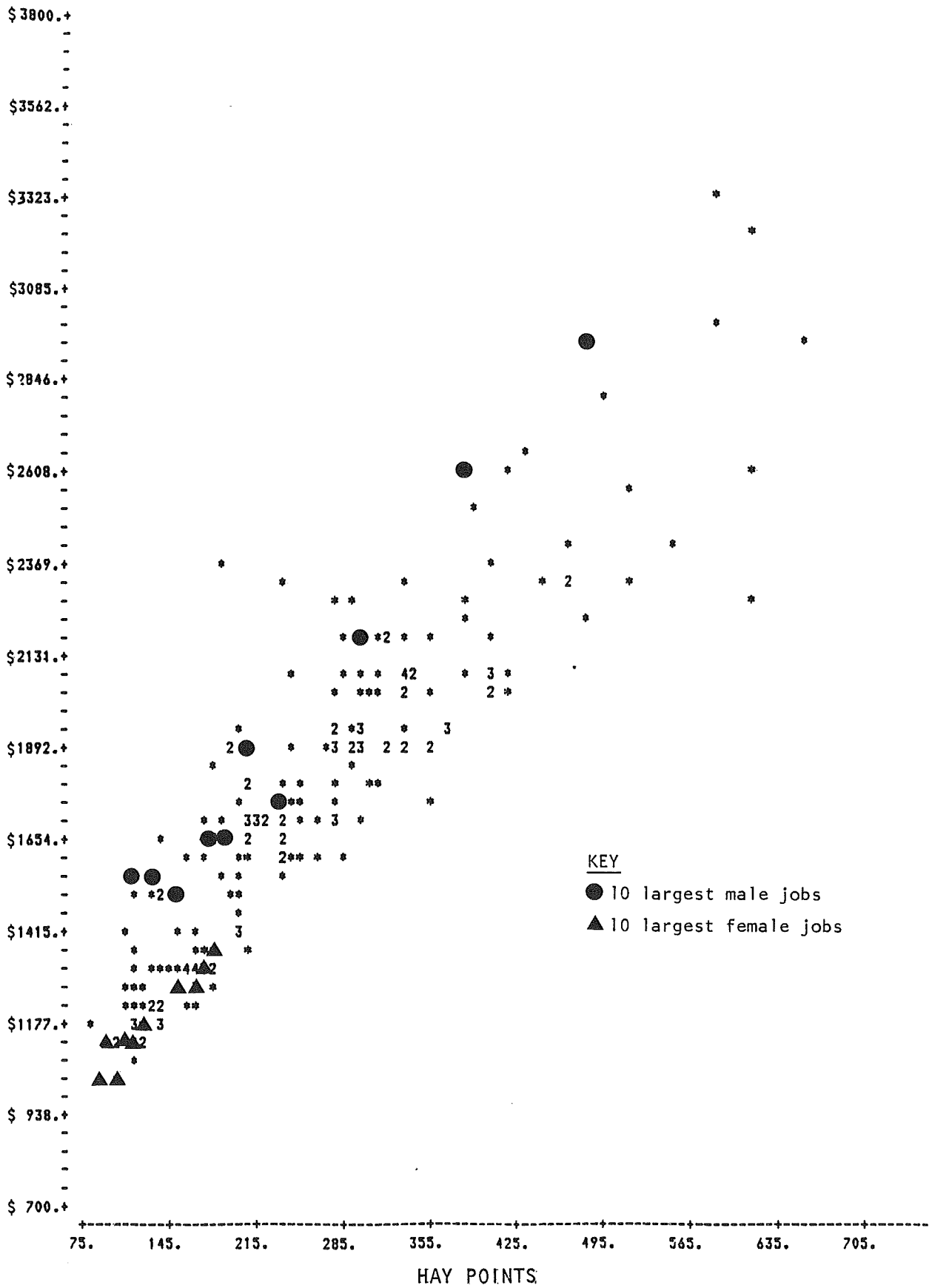
* Male jobs

▲ Female jobs



MONTHLY SALARY

JOB CLASSES BY HAY POINTS & SALARIES, 1981



These scattergrams make it apparent that women's jobs are consistently underpaid in relation to men's jobs of comparable worth under the current job evaluation system. It would also appear that a problem of this magnitude would be difficult to address in a time of tight budgets and declining resources in the public sector. Preliminary costs estimates, however, show that this is not the case. Although it is impossible to set an exact amount necessary for pay equity, estimates show that pay equity costs are small in relation to total state salary dollars.

The minimum cost estimate for pay equity represents the number of dollars needed to bring the salary for each female class up to the lowest salary for a male job with the same number of Hay points, or to the salary for the next lowest-rated male job where there is no male job with the same number of points. This minimum figure, including additional costs for social security and pension contributions, is about \$20 million.

The maximum cost estimate for pay equity represents the number of dollars needed to bring the salary for each of the female classes up to the highest salary for a male job with the same or fewer Hay points. This figure, again including social security and pension costs, is about \$40 million.

The total salary base for the current biennium, July 1981 through June 1983, is \$981.8 million. Assuming cost of living increases of 10 percent in the first year and 9 percent in the second year, and a general budget reduction of 10 percent for the upcoming biennium, the estimated salary base for the 1983-1985 biennium is \$1,095.5 million. The pay equity estimates represent only 2 percent to 4 percent of this amount.

Pay equity costs can also be roughly allocated to each of the several different salary funds, among which monies may not be transferred. The minimum pay equity estimate of 2 percent or \$20 million can be apportioned according to the size of each fund, amounting to \$14.9 million for the general fund, \$1.1 million for the trunk highway fund, and \$4.2 million for all other funds. Another way of examining pay equity costs is to compare them to the biennial salary supplement, the amount appropriated for cost of living increases and other salary adjustments. Assuming a salary supplement for the next biennium equal to the \$158 million supplement for the current biennium, the minimum pay equity estimate is an amount approximately equal to 13 percent of the supplement.

Summary & Recommendations

In the past five years, there has been some improvement in the representation of women among higher-paid jobs in state employment. However, women continue to be heavily concentrated in lower-paid clerical and service work, and the gap between the average earnings of state-employed women and men is growing.

Although equal opportunity programs must continue, these efforts alone will not address the earnings gap in the near future. At the current rate of change, women will be equally represented among managers in 53 years and among professionals in 32 years. Even more significantly, it would take 475 years for men to be equally represented among clerical workers.

The state classification and compensation system is closely related to the composition by sex of individual job classifications. "Male" jobs tend to be considered more valuable than "female" jobs. However, even when male and female jobs are rated as equally valuable under the existing job evaluation system, the male jobs are consistently paid at a higher rate.

The Hay system currently in use is not free of historical bias about the value of women's work. However, the system is valuable in demonstrating consistent differences in pay for male and female jobs. Establishing internal consistency between the job evaluation system and salary practices would clearly lead to more equitable pay.

Recommendations of the Task Force on Pay Equity include:

- Establishing a policy in Minnesota law that comparable worth, as measured by skill, effort, responsibility, and working conditions, shall be the primary consideration in establishing salaries for those jobs which are at least 70 percent female;

- Providing for a pay equity set-aside to target job classes which are at least 70 percent female to be brought up to salaries for other jobs with comparable value under the state job evaluation system;

- Urging the continuation of a vigorous affirmative action program designed to encourage both women and men to consider employment in job classifications which are non-traditional, to continue progress toward a balanced workforce;

- Requiring continuing analysis and refining of the current job evaluation system, or any system adopted in the future, to eliminate bias against jobs traditionally held by women.

The Task Force also recommends further analysis of the classification system on the part of the Legislative Commission on Employee Relations, as follows:

- An analysis to determine whether the large number of existing job classifications is appropriate and whether specifications are written differently for male and female jobs;

● An analysis to determine what factors contribute to the large number of single-person classes, why the overwhelming majority of single-person classes are occupied by men, and whether the number of such classes is appropriate;

● An analysis to determine whether there is a discrepancy in the salary step to which newly-hired or newly-promoted male and female employees are assigned for the same job classification.

Appendices

Appendix I. Hay Point Ranking of Job Classes

The following is a complete listing of state employee job classes which are either male-dominated or female-dominated, which have been assigned Hay points, and which had at least 10 incumbents as of October 1981. Data sources are listed in Appendix II, page 33.

# OF INCUM- BENTS	PERCNT FEMALE	JOB CLASS OR TITLE	HAY PTS	CURRENT SALARY (MONTHLY MAXIMUM)	
				"MALE" CLASSES	"FEMALE" CLASSES
140	85.0%	Clerk 1	86		\$ 1,014
157	87.3%	Food Service Worker	93		1,115
448	97.8%	Clerk Typist 1	100		1,039
100	96.0%	Data Entry Operator	100		1,115
98	76.5%	Laundry Assistant	103		1,141
64	3.1%	Security Guard 2	111	\$ 1,274	
12	0.0%	Automobile Service Attendant	112	1,235	
10	0.0%	Materials Transfer Driver	112	1,416	
101	98.0%	Data Entry Operator Senior	115		1,171
150	100.0%	Clerk Stenographer 1	115		1,115
46	13.0%	General Maintenance Worker 2	116	1,190	
14	0.0%	Automobile Service Attendant Senior	117	1,307	
50	0.0%	Delivery Van Driver	117	1,382	
411	88.1%	Clerk 2	117		1,115
805	98.8%	Clerk Typist 2	117		1,115
15	93.3%	Pharmacy Technician	117		1,202
13	100.0%	Employment Services Assistant	117		1,171
24	0.0%	Buildings and Grounds Worker	119	1,274	
43	2.3%	Grain Sampler 1	120	1,552	
15	0.0%	Livestock Weigher 2	120	1,505	
11	81.8%	Microfilmer	120		1,115
48	95.8%	Switchboard Operator	122		1,115
10	100.0%	Dictaphone Operator	122		1,171
16	0.0%	Groundskeeper	123	1,235	
19	10.5%	Groundskeeper Intermediate	123	1,274	
17	100.0%	Sewing Machine Operator	125		1,141
48	0.0%	Automotive Parts Technician	129	1,505	
47	95.7%	Dining Hall Coordinator	129		1,202
11	9.1%	General Maintenance Worker 4	134	1,336	
135	0.7%	General Repair Worker	134	1,564	

# OF INCUM- BENTS	PERCNT FEMALE	JOB CLASS OR TITLE	HAY PTS	CURRENT SALARY (MONTHLY MAXIMUM)	
				"MALE" CLASSES	"FEMALE" CLASSES
303	99.7%	Clerk Stenographer 2	135		\$ 1,171
21	0.0%	Grain Sampler 2	136	\$ 1,646	
53	0.0%	Laborer 2	136	1,521	
13	100.0%	Medical Records Clerk	138		1,171
143	84.6%	Account Clerk	141		1,171
60	93.3%	Clerk 3	141		1,171
192	99.5%	Clerk Typist 3	141		1,171
83	90.4%	Driver and Vehicle Services Aide	141		1,202
20	90.0%	Medical Claims Technician 1	141		1,202
14	78.6%	Medical Claims Technician 2	141		1,307
20	100.0%	Data Entry Operator Lead	144		1,307
22	18.2%	Baker	147	1,343	
485	74.6%	Human Services Technician Senior	151		1,274
65	6.2%	Highway Maintenance Worker	154	1,437	
1,335	0.1%	Highway Maintenance Worker Senior	154	1,521	
13	0.0%	Steam Boiler Attendant	156	1,611	
77	11.7%	Correctional Counselor 1	158	1,319	
184	99.5%	Clerk Stenographer 4	162		1,307
14	100.0%	Employment Services Technician	162		1,235
11	90.9%	Financial Aids Assistant	162		1,307
39	94.9%	Library Technician	166		1,343
12	0.0%	Groundskeeper Senior	167	1,423	
177	87.0%	Account Clerk Senior	169		1,343
171	91.8%	Clerk 4	169		1,274
10	90.0%	Health Program Aide	169		1,307
71	94.4%	Unemployment Claims Clerk	169		1,274
310	100.0%	Clerk Typist 4	169		1,274
39	0.0%	Grain Inspector 2	173	1,693	
92	100.0%	Administrative Secretary	173		1,343
64	100.0%	Legal Secretary	173		1,382
11	0.0%	Heavy Equipment Mechanic Apprentice	176	1,623	
402	72.1%	Human Services Specialist	177		1,343
16	0.0%	Engineering Aide Intermediate	178	1,646	
462	6.3%	Highway Technician Intermediate	178	1,646	
21	0.0%	Weights & Measures Investigator 1	180	1,839	
125	96.8%	Licensed Practical Nurse 1	183		1,307
282	94.7%	Licensed Practical Nurse 2	183		1,382
63	7.9%	Attendant Guard	185	1,552	
60	0.0%	Painter	185	1,707	
13	7.7%	Building Service Foreman	187	1,451	
393	15.8%	Correctional Counselor 2	188	1,656	
58	0.0%	Correctional Counselor 3 (Sens. Sec)	195	1,902	
12	8.3%	Buyer 2	198	1,961	

# OF INCUM- BENTS	PERCNT FEMALE	JOB CLASS OR TITLE	HAY PTS	CURRENT SALARY (MONTHLY MAXIMUM)	
				"MALE" CLASSES	"FEMALE" CLASSES
11	0.0%	Radio Communications Supervisor	199	\$ 1,834	
12	16.7%	Reimbursement Officer Senior	199	1,599	
166	89.8%	Executive 1 Supervisory	199		\$ 1,423
13	92.3%	Data Processing Coordinator 1	199		1,423
11	100.0%	Typing Pool Supervisor	199		1,373
30	13.3%	Law Compliance Representative 1	200	1,552	
72	81.9%	Accounting Technician	203		1,505
67	0.0%	Carpenter	206	1,707	
518	2.1%	Highway Technician Senior	206	1,891	
16	0.0%	Mason	206	1,707	
24	0.0%	Automotive Mechanic	208	1,658	
23	0.0%	Electronics Technician Senior	208	1,787	
12	0.0%	Engineering Aide Senior	208	1,891	
13	0.0%	Radio Technician Senior	208	1,787	
14	0.0%	Signing Supervisor	208	1,801	
17	0.0%	Welder	210	1,707	
12	0.0%	Driver Evaluator Senior	211	1,599	
108	0.0%	Plant Maintenance Engineer	215	1,707	
32	0.0%	Plumber	215	1,707	
127	0.0%	Stationary Engineer	215	1,707	
11	0.0%	Refrigeration Mechanic	222	1,707	
91	0.0%	Bridge Worker	223	1,707	
14	14.3%	Auditor	233	1,590	
47	70.2%	Tax Examiner 2	233		1,590
128	0.0%	Heavy Equipment Mechanic	237	1,757	
18	16.7%	Pollution Control Specialist	238	1,590	
132	0.8%	Natural Resources Spec 2 (Conservatn)	238	1,808	
31	0.0%	Natural Resources Spec 2 (Fisheries)	238	1,703	
15	0.0%	Natural Resources Spec 2 (Park Spec)	238	1,703	
17	11.8%	Unemployment Tax Examiner	238	1,590	
38	2.6%	Veterans Employment Representative	238	1,646	
11	72.7%	Health Program Representative	238		1,590
10	80.0%	Behavior Analyst 1	238		1,590
52	9.6%	Natural Resources Spec 1 (Forester)	245	1,538	
125	1.6%	Natural Resources Spec 2 (Forester)	245	1,703	
48	0.0%	Electrician	247	1,707	
11	0.0%	Grain Inspection Terminal Supervisor	247	1,724	
36	0.0%	Heavy Equipment Field Mechanic	249	1,810	
70	85.7%	Executive 2	252		1,740
13	7.7%	Prison Industrial Foreman General	263	1,707	

# OF INCUM- BENTS	PERCNT FEMALE	JOB CLASS OR TITLE	HAY PTS	CURRENT SALARY (MONTHLY MAXIMUM)	
				"MALE" CLASSES	"FEMALE" CLASSES
17	17.6%	Graduate Engineer 1	275	\$ 1,768	
11	9.1%	Corrections Agent	275	1,590	
51	17.6%	Pollution Control Spec Intermediate	275	1,891	
23	8.7%	Chemist Intermediate	275	1,891	
12	0.0%	Land Surveyor 1	275	1,964	
24	8.3%	Public Health Sanitarian 2	275	1,891	
42	0.0%	Right of Way Agent Intermediate	275	2,031	
17	0.0%	Vocational Education Field Instructor	275	2,260	
38	18.4%	Corrections Agent Senior	275	1,961	
11	9.1%	Hydrologist 1	275	1,763	
21	19.0%	Unemployment Tax Examiner Intermed	275	1,961	
16	93.8%	Registered Nurse 1	275		1,723
14	85.7%	Registered Nurse 2	275		1,723
107	88.8%	Registered Nurse	275		1,723
11	9.1%	Architectural Drafting Tech Senior	282	2,102	
13	0.0%	Driver Evaluator Supervisor	282	1,710	
17	0.0%	Natural Resources Spec 3 (Aquatic)	289	1,891	
14	71.4%	Librarian	291		1,825
10	0.0%	Boiler Inspector	298	2,342	
16	0.0%	Natural Resources Spec 3 (Conservatn)	298	2,020	
30	0.0%	Natural Resources Spec 3 (Fisheries)	298	1,891	
47	0.0%	Natural Resources Spec 3 (Wildlife)	298	1,891	
169	0.6%	Principal Engineering Specialist	298	2,347	
31	3.2%	Safety Investigator Senior	298	2,104	
20	0.0%	Bridge Foreman	301	2,088	
84	0.0%	Highway Maintenance Foreman	301	2,088	
47	8.5%	Correctional Counselor 4	307	2,116	
25	0.0%	Building Maintenance Foreman	308	1,810	
45	15.6%	Graduate Engineer 2	314	2,109	
99	14.1%	Tax Examiner 4	314	2,104	
18	0.0%	Heavy Equipment Mechanic Foreman	315	2,333	
12	0.0%	Highway Maintenance Supervisor	319	2,248	
23	8.7%	Appraiser Senior	323	2,182	
19	0.0%	Right of Way Agent Senior	323	2,182	
19	94.7%	Nursing Evaluator 2	323		1,911
23	4.3%	Business Manager 1	332	2,041	
22	4.5%	Correctional Security Caseworker	332	2,031	
26	7.8%	Corrections Agent Career	332	2,182	
15	0.0%	Land Surveyor 2	332	2,619	
41	17.1%	Management Analyst Senior	332	2,104	
12	16.7%	Planning Grants Analyst Senior	332	2,104	
84	14.3%	Rehabilitation Counselor Career	332	2,104	
11	100.0%	Public Health Nursing Advisor	332		2,050
22	0.0%	Pollution Control Specialist Senior	342	2,104	
37	5.4%	Crime Investigator 2	352	2,533	

# OF INCUM- BENTS	PERCNT FEMALE	JOB CLASS OR TITLE	HAY PTS	CURRENT SALARY (MONTHLY MAXIMUM)	
				"MALE" CLASSES	"FEMALE" CLASSES
12	16.7%	Pharmacist	353	\$ 2,297	
131	94.7%	Registered Nurse 3 (Senior)	353		\$ 1,911
20	0.0%	Building Maintenance Supervisor	366	1,902	
21	0.0%	Chief Power Plant Engineer	366	1,970	
16	6.3%	Corrections Specialist	382	2,354	
165	2.4%	Engineer Senior	382	2,619	
11	18.2%	Planning Grants Analyst Principal	382	2,271	
34	0.0%	Tax Examiner 5	382	2,260	
44	6.8%	Systems Analyst Senior	404	2,612	
10	10.0%	Planner 3 Transportation	404	2,271	
24	91.7%	Registered Nurse 4 (Principal)	404		2,050
12	8.3%	Correctional Supervisor	406	2,116	
33	12.1%	Rehabilitation Counseling Supervisor	406	2,192	
10	0.0%	Pharmacist Senior	406	2,565	
19	89.5%	Registered Nurse Admin-Supervisory	406		2,041
16	12.5%	Accounting Officer Principal	417	2,192	
15	6.7%	Hydrologist Senior	417	2,612	
22	9.1%	Job Service Area Manager 2	421	2,192	
13	15.4%	Institution Educational Supervisor	432	2,725	
16	0.0%	Highway Maintenance Superintendent	449	2,514	
180	0.0%	Engineer Principal	479	2,923	
17	11.8%	Accounting Director	479	2,354	
47	17.0%	Psychologist 2	479	2,427	
25	0.0%	Physical Plant Director	516	2,439	
16	6.3%	Dentist	551	3,417	
18	5.6%	Compensation Judge	588	3,000*	
32	0.0%	Engineer Administrative	588	3,130	
35	17.1%	Education Specialist 3	611	2,828	
15	13.3%	Mediator	654	3,010**	
13	15.4%	Chief of Service	864	3,473	

* Salary set by statute at \$36,000 per year. A bill introduced in the 1982 session would increase this to \$38,000 per year.

** Salary as indicated in the Commissioner's Plan for unrepresented employees.

Appendix II. Technical Notes

Sources for information and descriptions of the data in Section II of this report are cited below by page number.

Page 12. Sample ratings for state jobs assigned relatively high and relatively low Hay points are based on a Department of Employee Relations printout entitled "Summary of Evaluations, Report HS09," prepared as part of the Hay study in 1979. Since that time, a number of job classes have been split into supervisory and non-supervisory components, some classes have been eliminated, and some Hay point evaluations have been changed.

Page 13. The description of the state employee compensation statute is current as of March 1982, and does not include proposed changes to implement pay equity or other proposed changes currently being considered by the legislature.

Page 15. The composition of bargaining units by size and sex is as indicated in a computer printout prepared by the Office of Senate Research, based on Department of Employee Relations data for October 1981. Bargaining unit names are specified by state law and are not comparable with occupational groups designated by the U.S. Department of Labor.

Pages 16 and 17. Data about state employee occupational groups and average salaries by sex are from a Department of Employee Relations computer printout entitled "Accession Analysis, Report CZ10," based on the state payroll as of July 1981. Occupational groups listed are those defined by the U.S. Department of Labor and should not be confused with bargaining unit names. Included are all executive branch employees except academic employees at the University of Minnesota, state universities, and community colleges. Unclassified employees are excluded from the table on page 16, but included in the chart on page 17.

Page 18. The number of state employee job classes and their composition by size and sex are based on a computer printout prepared by the Office of Senate Research. Included are full-time unlimited employees in the executive branch, excluding academic employees of the University of Minnesota, state universities, and community colleges.

Page 20. The top ten male and female job classes are excerpted from the full listing of male-dominated and female-dominated state employee job classes in Appendix II (see note for pages 31-35).

Pages 22-23. The scattergrams are computer representations of the full listing of male-dominated and female-dominated state employee job classes in Appendix II (see note for pages 31-35). The two scattergrams are the same

except that page 22 shows all female-dominated classes, while page 23 shows the ten largest male-dominated and female-dominated classes. Definitions of "male" and "female" classes are on pages 18 and 19.

Pages 28-32. This listing includes all job classes for full-time unlimited executive branch employees except those at the University of Minnesota, academic and instructional employees of the state university system, and instructional employees of the community college system, for classes which had at least 10 incumbents as of October 1981, which have been assigned Hay points, and which are either male-dominated or female-dominated.

Information about number of incumbents and percent female is based on the Senate Research printout described in the note for page 18. Information about number of Hay points assigned is based on the Department of Employee Relations printout described in the note for page 12, and does not account for any positions which have been re-evaluated. Information about salaries is based on currently effective bargaining contracts, using compensation grids effective July 1, 1981 for all bargaining units except those represented by AFSCME, where salaries are those effective as of August 11, 1981.

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