

16 - 1179

This document is made available electronically by the Minnesota Legislative Reference Library
as part of an ongoing digital archiving project. <http://www.leg.state.mn.us/lrl/lrl.asp>

A STUDY OF THE
STATUS OF WOMEN
IN THE MINNESOTA
CLASSIFIED SERVICE

Sub-Committee of the
Employment Committee
of the Governor's Commission
on the Status of Women

Edna Schwartz, Chairman
Bea Kersten
Marjorie Maki
Margaret Norgaard
Viola Kanatz
Betty Howard

Committee Members of
Status of Women Committee
of Council 6

Tobey Lapakko, Chairman
Rose O'Connor
Shirley McGuire
Katherine Cook
Margaret Erickson

jn
afl-cio

Published by:
State Employees Union
Council 6
475 Rice St.
St. Paul, Minn. 55103

- 5 -

A STUDY OF THE STATUS OF WOMEN
IN THE MINNESOTA
CLASSIFIED SERVICE

During the first quarter of 1966, a follow-up study on the Employment Section of the July, 1965, Report of the Governor's Commission on the Status of Women was conducted by a committee consisting of a sub-committee of the Employment Committee of the Commission and the Status of Women Committee of Council 6, AFSC&ME. Members appointed by their respective organizations to conduct the employment study with special reference to the state classified service decided to meet jointly to expedite their considerations and to share information and resources. The composition of the joint-committee was as follows:

Sub-Committee of the
Employment Committee
of the Governor's Commission
on the Status of Women

Edna Schwartz, Chairman
Bea Kersten
Marjorie Maki
Margaret Norgaard
Viola Kanatz
Betty Howard

Committee Members of
Status of Women Committee
of Council 6

Tobey Lapakko, Chairman
Rose O'Connor
Shirley McGuire
Katherine Cook
Margaret Erickson

The purpose of the joint-committee was to review the employment situation in the state service as it affects women with particular emphasis on practices or circumstances that might imply or permit discrimination on the basis of sex. The effort originated with an expressed feeling of dissatisfaction on the part of Council 6 members with the conclusion reached by the Commission in its report that it "did not find evidence of discrimination based on sex." (p. B-14) Council 6 members were of the opinion that their experience as state employees indicated some variance from this finding.

It was the concensus of the members of the combined committees that a two-pronged approach to the study and improvement of opportunities for women in the state service should be undertaken, (1) through consideration of Civil Service Rules and practices, and (2) through directives and policies of the Governor and administrative officials, The joint-committee held four meetings, on February 14, March 4 and 31, and April 14, 1966, at which questions of concern were raised and discussed, and a fifth on April 21, 1966, at which findings were summarized and recommendations developed. Following the first meeting, Vera Likins of the Civil Service Department was invited and agreed to serve as a resource person to assist the committee in fact gathering in the areas of its deliberations.

FINDINGS

The joint-committee turned its attention first to the distribution of men and women employees by class within the state service.* As of January, 1966, there were 18,433 full-time classified employees, 11,344 men and 7,089 women. (See Appendix A) The overall composition of the state service, i.e. approximately 62% men and 38% women has remained the same for over ten years as shown by Appendix B.

In January of 1966, women were employed in 253 of some 950 existing classes, 6,989 of them in classes assigned to ranges up to and including range 30, A total of 100 women, 1.4%, were working in classes above range 30 in comparison to 1,262 or 11.6% of the men employees.** There are no women employees in a relatively large number of classes, and in the highest level classes, men predominate by almost 10 to 1. These observations led to a search for reasonable explanations.

Several reasons for the pattern of distribution of men and women employees by salary range are apparent and understandable.

(1) Some women are not interested in advancing themselves in careers. (2) Some refuse higher level positions because of conflicts with home responsibilities or do not stay in the labor market sufficiently long to be offered them. Men may have similar attitudes and reasons but they are less obvious or are given less consideration by employers. Because women more often eliminate themselves from consideration for higher level positions and be-

* Information from the Civil Service Department report of the number of full-time classified employees by class and status as of January 1, 1966.

**Special Teachers receiving salaries above the maximum of range 30 were added to the range totals shown in Appendix A.

cause competition is more severe for the limited number of jobs available at the top of any hierarchy, the distribution is not surprising.

Recognizing that statistical facts of this kind neither prove nor disprove that discrimination on the basis of sex has occurred, the joint-committee selected specific series of classes for further study. From the class distribution of male and female employees certain classes meeting four loose criteria were designated for analysis. Those selected were: (1) comparatively populous classes (2) in which there had been considerable turnover (3) as indicated by a relatively high number of probationary employees and in which there was (4) little, if any, representation by women. The pattern represented by these criteria seemed to simply imply the possibility of denial of equal opportunity for women. An investigation of the announcements of examinations distributed and the certification practices followed for the selected classes indicated below was undertaken for a two year period and a report made on March 4, 1966, as shown in Appendix C.

The report on announcement and certification practices produced no evidence of willful discrimination and the joint-committee was of the opinion that the explanations were reasonable in view of past attitudes and practices. It concluded that further perusal of the records would be a negative effort and that attention directed toward eliminating the possibility of discrimination on the basis of sex in future personnel actions would be the positive and productive approach to problems under consideration. The joint-committee noted with interest the several references in the March 4 report to inadvertent or habitual practices that may have resulted

in unintentional discrimination against women and, with satisfaction the willingness on the part of state officials to discontinue such practices.

At the March 4 meeting questions remained with respect to selective certification in the Psychiatric Technician series. It was felt that in unusual and individual instances, requests for male or female certification could be necessary but that blanket requests should not be honored. Eligibles on lists should be considered individually. Some women eligibles might better meet the requirements for heavy lifting and substantial physical effort, for instance, than some men on a particular eligible list.

A request was made for a report on the employment of women in the Custodial Worker I class and men in the Janitor class for the performance of similar work. An explanation of the underlying differences in concept between these two classes was forthcoming in a report of March 31, 1966, which is Appendix D in this report.

The joint-committee is aware of the complex problems involving ratios of men and women employees, availability of qualified applicants for various positions and prevailing wage scales for men and women in the economy. It does not expect that differences in attitudes toward the employment of men and women in different types of positions will disappear overnight. It is concerned, however, that qualified women be given the same opportunity open to men to compete for jobs that they are able and willing to perform. Of equal concern is the principle that should be effectuated for all instances, that when women perform the same duties as men in similar positions, they should be paid at the same range level.

This principle is one to which the Civil Service Department is committed under law.

The committee considered briefly the effect of veteran's preference on the employment of women. It concluded, because this problem affects men and women non-veterans indiscriminately despite its wider effect on women as potential employees, that it was beyond the purview of this study. A special study will be recommended on this subject.

Further investigation of the College Senior Placement Examination as a special problem area relating to employment opportunities for women was dropped for the same reason. Results show that new women graduates have benefited through the use of CSPE lists. In the past, older women college graduates may have lost opportunities for employment because of their ineligibility to compete in College Senior Placement examinations, but no more so than men in the same circumstances. The joint-committee reiterated the recommendation of the Governor's Commission on the Status of Women that the CSPE be opened to all applicants with degrees regardless of the year of graduation.

ACCOMPLISHMENTS

The joint-committee feels that a beginning has been made in the process of education necessary to assure equal opportunities for women in state employment. Its activities have focused attention on patterns of operation that may have discouraged women in or prohibited their competition for jobs. Pointing up these instances of oversight or omission has resulted in revised practices.

Tangible results have been achieved in a number of areas that should remove actual or psychological impediments to employment possibilities for women in the state service.

- 1) The Civil Service Department has agreed to eliminate all references to sex on future announcements for examinations. This policy has been in effect since early March, 1966.
- 2) Certifications will be made from the top of lists normally without regard to sex. The Civil Service Department has agreed to limit selective certification on the basis of sex to those few instances where department head's requests can be justified on an individual basis.
- 3) Department heads have expressed willingness to accept qualified women in positions usually filled by men. Specific requirements regarding travel, arduous assignments, etc. must be met by women who accept these positions.

4) The following published policy on equal employment

opportunity has been issued by Mr. Robert Brown,

Commissioner of Employment Security:

"Employment and employee relations within the Department of Employment Security shall conform to the principle of EQUAL OPPORTUNITY. Not only shall the letter of all applicable State and Federal equal opportunity laws and rules be strictly observed, but the spirit of such laws as well. We must diligently seek to develop and maintain positive measures, and positive attitudes which will assure all that employment opportunities within the Department are indeed equal.

The Commissioner accordingly directs that no consideration, or lack of consideration, shall be shown to any employee, or prospective employee, because of his race, creed, color, national origin, ancestry, age, sex, or handicaps except as provided by statute.

Any Department employee whose responsibility involves, to any extent whatsoever, the selection, appointment, promotion, transfer, supervision, or training of personnel; or the classification of positions; the determination of job assignments; the granting of merit increases; or any other personnel transaction shall, in exercising such responsibility, consider only the availability, merit, and fitness of the individuals involved.

Every employee shall conduct himself in accord with the above-stated policy in all his day-to-day relationships with the public and his fellow employees. No employee shall by overt act or word, or by innuendo, deprecate another, or interfere with the free performance and enjoyment of job assignments because of age, race, creed, color, sex, handicaps, national origin or ancestry."

5) The Highway Personnel Office has agreed to consider

qualified women eligibles for positions never before filled by women, such as Drivers License Examiner. An effort should be made to encourage women to apply for these positions.

- 6) Custodial Worker I positions in which women are performing the heavy work required of men janitors will be reallocated to the Janitor class, and women will be admitted to the Janitor examination from which they previously were barred.
- 7) The College Senior Placement Examination was opened to all college graduates effective March 21, 1966. After previous discussion on the question, this policy change was formalized at the Civil Service Board meeting of March 30, 1966.

The minutes of that date include the following excerpt:

"The Director reported that a policy has been made to open the College Senior Placement examination to all college graduates, regardless of the year of graduation."

To what extent this change will assist women in the job market is debatable. The effect may be considerable inasmuch as many women do not enter employment immediately after college, but only after their families are grown.

- 8) The Civil Service Department's Policy change with respect to promotional ratings adopted by the Board, March 9, 1966, may serve to reduce the possibility of discrimination against women. Now that all employees are to know the results of the ratings either through discussion with supervisors or by receiving a copy of the form, the possibility of discrimination on the basis of sex in this area is lessened.

ARGUMENTS AGAINST EMPLOYMENT OF WOMEN

The rationale used in decisions not to employ women in many cases is outmoded or based on inaccurate assumptions. One frequent assumption is that most women in the labor force are young, inexperienced and uncertain about their goals. Employers assume that women are available only for a short span of employment prior to their leaving the work force for home-making and that, as a result, they have little concern for their jobs or their employers. According to the Bureau of Labor Statistics, however, the average working women today is 45 years old.

Employers may assume that employment outside the home is an incidental factor in women's lives. This may be true in some instances but many adult women are continually in the labor market by choice or necessity. The fact is that nine out of ten women are gainfully employed at some time during their lives. Women as a group make a substantial contribution to the economy.

The allegations operating against women as potential employees includes:

- 1) Women have higher absenteeism than men and excessive sick leave rates.
- 2) Women are available only for relatively short term employment which leads to excessive turnover and re-training expense.
- 3) Women approach the job situation subjectively, rather than with the assumed objectivity of men, personalize job-oriented problems and are relatively emotionally unstable.

- 4) Physical requirements make it difficult or impossible for women to do some jobs.
- 5) Women cannot (or should not) travel as required by some jobs (extensively, in remote areas, or with members of the opposite sex.)
- 6) Women will not assume responsibility in their jobs.
- 7) Women may be a disturbing influence in the work force in teams or units of the opposite sex.
- 8) Women cannot be given rotating shifts or assigned odd hours.
- 9) Women are unacceptable in jobs involving public contact with particular groups.
- 10) Women cannot be placed in certain working environments, geographical locations or living facilities.
- 11) Women cannot perform jobs requiring exposure to weather.
- 12) Women have limited possibilities for advancement. (Some employers seem to doubt women's ability to perform despite aptitude, training and experience equal to that of men.)

Studies conducted by private industry and various governmental jurisdictions have indicated that women employees as a group consistently show higher rates of absenteeism and turnover. Many individuals among them, however, have records far more enviable than the averages for men.

Reasons given by men and women state employees who resigned since May of 1964 (the date on which the Civil Service Department began recording reasons) are tabulated in Appendix F.

The resignation figures bear out the results of similar reports of other jurisdictions. Women resign more often for personal reasons usually involving family responsibilities than men. The number of resignations is higher among women in proportion to their number in the work force. No further conclusions can be drawn from the limited information available, however. Without analysis of resignations on the basis of types of work, ages and salary levels involved, any implications made on this information would be speculative.

Absenteeism and turnover are unquestionable economic considerations employers must consider in the employment of women. The other arguments against women's attitude and conduct as employees, or distrust of their potential performance, are without foundation in most employment situations. Where they have any relationship to reality, they would apply to individuals and not to women as a group. Employed women have a heavy responsibility to their sex to improve the image of women as employees. The goal is to achieve a climate in which women are treated as equals on the basis of their individual qualifications and performance.

CONCLUSIONS AND RECOMMENDATIONS

The joint-committee concluded that an encouraging start has been made in revealing practices that could be discriminatory, but that continuing attention should be focused on the area of equal opportunity in employment. An environment conducive to this result should be established by creating among department heads and supervisory and personnel officers an awareness and an acceptance of the potentialities of women as employees. Circumstances suggestive of discrimination against women should be investigated as they come to light and corrections in practice made if necessary.

As in all programs that attempt to change the status quo the committee feels that support must come from the top executive. It recommends that a policy statement be secured from the Governor urging recognition of women and opening opportunities for them in the state service. It further recommends that this policy be implemented within each state department. Policy statements similar to that issued by the Commissioner of Employment Security should be obtained from each state department head. The policy statements should be supplemented by action programs and procedural methods to accomplish the stated aims.

The committee visualizes a program to assure full consideration of women in filling higher level positions. It proposes the establishment of a roster of fully qualified women employees who agree to accept the employment conditions specified for vacancies. This information could be secured by questionnaire so that the obscure and unspoken arguments against the employment of women could be laid to rest prior to selection interview.

Department officials should be responsible for keeping all employees informed of vacancies. Department heads under such positive policy shall be required to consider all qualified women certified.

The committee recommends a statewide program to include positive actions such as:

- a) Discussion of the importance of the program of equal opportunity for women at staff meetings insuring that the intent, purposes and objectives are clear to supervisory and personnel officers.
- b) Recruitment practices for filling higher level positions include efforts to locate and encourage qualified women applicants in and outside of the state service.
- c) Justification on merit in any action in which women are not selected for appointment, promotion, training or for any other opportunity directed toward increased qualifications or advancement.
- d) Periodic reports in this program area to the Commissioner of Administration by the various hiring authorities.

The committee is opposed to unjustifiable reasons for non-selection such as:

1. Working in or supervising a group consisting of men.
2. Arduous work, unusual work schedules, or various geographical locations, etc.
3. Assumptions relating to differences in temperment, sense of responsibility and other personal characteristics.

In conclusion, the committee recommends that all barriers to equal employment opportunities be removed and that the principle of equal pay for equal work be carried out in all cases. Educational and administrative programs should be initiated and maintained to foster these ends. The committee believes that without them, the state will not be utilizing to the fullest advantage the skills and services of qualified persons. In this period of high employment and heavy competition for qualified applicants, particularly in technical, professional and administrative fields, the State cannot afford the luxury of negligence or prejudice.

APPENDIX A

NUMBER OF MEN AND WOMEN EMPLOYEES
IN THE CLASSIFIED SERVICE BY RANGE
AS OF JANUARY 4, 1966*

<u>Range</u>	<u>Male</u>	<u>Female</u>	<u>Total</u>
1 thru 5	0	0	0
6	45	267	312
7	113	921	1,034
8	21	39	60
9	17	563	580
10	75	208	283
11	760	1,589	2,349
12	40	572	612
13	405	554	959
14	1,188	383	1,571
15	106	51	157
16	55	43	98
17	1,735	607	2,342
18	249	24	273
19	282	106	388
20	43	17	60
21	535	130	665
22	1,141	333	1,474
23	995	57	1,052
24	438	117	555
25	214	50	264
26	123	147	270
27	394	49	443
28	619	54	673
29	235	18	253
30	174	10	184

APPENDIX B

MEN AND WOMEN EMPLOYEES
IN THE STATE SERVICE AT THE
CLOSE OF TEN FISCAL YEARS

<u>Date</u>	<u>Total Number of Full Time, Classified Employees</u>	<u>Male</u>	<u>%</u>	<u>Female</u>	<u>%</u>
6/30/65	18,052	11,212	62.11	6,840	37.89
6/30/64	17,206	10,714	62.27	6,493	37.74
6/30/63	16,557	10,206	61.64	6,351	38.36
6/30/62	16,054	9,849	61.35	6,205	38.65
6/30/61	15,491	9,675	62.46	5,816	37.54
6/30/60	14,888	9,355	62.84	5,533	37.16
6/30/59	14,644	9,211	62.89	5,433	37.11
6/30/58	14,387	9,029	62.76	5,358	37.24
6/30/57	13,447	8,349	62.09	5,098	37.91
6/30/56	13,208	8,253	62.48	4,955	37.52

<u>Range</u>	<u>Male</u>	<u>Female</u>	<u>Total</u>
31	178	16	194
32	71	28	99
33	275	19	294
34	122	8	130
35	56	5	61
36	194	2	196
37	45	2	47
38	42	2	44
39	105	0	105
40	6	0	6
41	46	7	53
42	10	0	10
43	45	4	49
44	8	0	8
45	<u>54</u>	<u>5</u>	<u>59</u>
TOTALS	11,259	7,007	18,266**

* Full time employees in unlimited positions.

** The totals do not include 167 Special Teachers whose salaries do not fall into the standard range pattern. As of January 4, 1966, 85 men and 82 women were employed as Special Teachers, making the adjusted totals: Men-11,344; Women - 7,089; Total Full Time Unlimited Classified Employees - 18,433.

APPENDIX C

MEMORANDUM

TO: Sub-Committee Members of Council #6, Status of Women Committee, and the Employment Committee of Governor's Commission on the Status of Women

DATE: March 4, 1966

FROM: Vera Likins

SUBJECT: Analysis of Announcements of Examination and Certification practices for selected classes for the Calendar years 1964 and 1965.

A review was conducted of all announcements for examination and all requisitions processed during the calendar years 1964 and 1965 for all levels of the Auditor, Civil Service Technician, Drivers License Examiner, Highway Technician and Research Analyst series. Any references to sex in announcements for these series and instances in which selective certification has been made on this basis are noted. A special reference is made to the Psychiatric Technician series in this report. Not all requisitions for these classes were reviewed because of their volume and because of an obvious pattern of selective certification by sex. The extent of use and the effect of the College Senior Placement Examination list is noted in connection with each series of classes studied. Copies of all examination announcements issued during the period for the classes in question and a report of the number of men and women employees by range are being made available to the Sub-committee members of Council 6.

Auditors

The Auditor I examination was announced competitively only once during the period under consideration, on July 16, 1965, and the examination has remained open since that date. The examination is given periodically as applications are received.

Promotional examinations only were given during this period for higher level auditor classes. Since the auditor classes were established in 1956, the examination has never been limited to men. Any qualified woman willing to travel, and availability for frequent or constant travel is a requirement in these jobs, would be welcome in the state service.

The CSPE list is used frequently in this beginning level class because it is the best reasonable source of persons with basic qualifications for further training in this field. Previous experience in announcing the Auditor I examination has been repeated since the examination was reopened in 1965. The competitive Auditor I list yields an insufficient number of eligibles to staff the state service.

Active recruiting is carried on among college graduating classes, and accounting majors are sought out for state employment as Auditors. Relatively few of the accounting majors are women. Accounting graduates have been in very short supply and there are always vacancies at the beginning level. Women accounting graduates interviewed on recruiting trips almost invariably restrict their availability to Minneapolis and St. Paul and specify no travel.

The Public Examiner employs a large proportion of employees in the Auditor classes. At present, he has two women Auditors on his staff, the only two women that have been certified to him. Both entered the service as Auditors I, one in 1962 and one in 1964, and both have been promoted to Auditor II. One is resigning within the near future because of pregnancy. The Public Examiner evaluates the performance of his two women professional Auditors as exceptional and would appreciate the opportunity to employ more women like them.

The present women employees have assignments within the Twin Cities. The men in these jobs might charge discrimination on this basis inasmuch as they are subject to assignment in any location within the state. Previous Public Examiners have employed women auditors, one of whom retired after forty years of service.

A closely related class from which certification might be made from the Auditor I, or from the CSPE list if accounting graduates are available, is that of Tax Examiner I. Eight women are now serving as Tax Examiners, one at the III level, four at the II level, and three as Tax Examiners I.

All of the positions discussed are "office jobs" and travel is infrequent, of short distance or non-existent. The positions may have been modified for the incumbents or concessions on travel may have been made to accommodate them. Until this last year, no case has come to the attention of the Civil Service Department where a qualified woman has been willing to subject herself to the rigors of an "on the road" training program or to serve several years as a journeyman Auditor (or Tax Examiner) which may be required of men in these classes before she might expect promotion. One woman accounting graduate in 1965 was available as an Auditor I with the Public Examiner's office. She was discouraged, not because of her sex, but because of physical handicaps and locomotor difficulties.

Civil Service Technicians

There are two women Civil Service Technicians on the present staff of the Civil Service Department, a IV and a I. Over the years, the Civil Service Department probably has hired a larger percentage of women at its professional level than any department other than

those which employ nurses, teachers and social workers in positions in which women historically have predominated.

During World War II, women held a disproportionate number of the higher level jobs. The Chief Examiner (IV level) was a woman her two assistants at the III level, the Assistant Chief of Transactions (III), a classification technician (II), and a number of Civil Service technicians I were women. Had they chosen to remain, through normal promotional processes most of the top jobs in Civil Service today would be filled by women. All but one of the wartime staff resigned for marriage or family responsibilities or for other employment. Other women have succeeded them. All but two have left the service for personal reasons within a year or two following their employment. Those two are now serving very successfully as Personnel Officers in other state departments, a logical line of promotion within the state service which many Civil Service Department "graduates" have taken.

A separate examination for Civil Service Technician I has not been given since 1962. During 1964 and 1965, the department has used the CSPE list exclusively to keep its staff at the graduate level. On two occasions in September of 1965, the Director authorized selective certification of males from the CSPE list on the basis of excessive travel requirements.

Drivers License Examiners

Drivers License Examiner I was announced in 1964, implying indirectly that men would be preferred, probably because no woman has ever applied for this examination. Announcements for other examinations were reviewed for comparative purposes and in some

the word "men" has been used in its generic sense to include women. In others, it has been the practice to use male or female implications in the terminology of announcements on the basis of the nature of the work. For instance, the announcement for Drivers License Examiners refers to men or "he" whereas the announcements for nurses classes refer to women or "she". The reference to men in the Drivers License Examiner I appears to have been inadvertent rather than discriminatory. In discussions with the Director, he indicated that references in announcements that might be interpreted as discouraging women, or men, from taking an examination will be eliminated.

The Highway Department has never made a request for male certification from the Drivers License Examiner Lists, which would have been superfluous in any event inasmuch as a woman's name has never appeared on competitive, or, as must necessarily follow, on promotional lists. There are certain selective certification factors other than sex involved in this class. Travel is required; employees may be assigned anywhere in the state; a certain amount of lifting is required; the employee must own and use a private car; and there is a considerable amount of night work in making presentations to PTA and other community groups. There appears to be no reluctance to hire women in these jobs if they will meet the requirements.

Highway Technicians

There are 32 women in Highway Technician positions and one Highway Field Assistant at the present time as follows:

Highway Field Assistant	- 1
Highway Technician I	-12
Highway Technician II	-15
Highway Technician III	- 5
Highway Technician IV	- 0

All of these women work at drafting or other desk assignments in the Highway central or field offices and seem to be well accepted.

Interestingly, in Highway Technician and Highway Field Assistant announcements the personal pronoun "he" was used in the same manner as it was in the Drivers License Examiner announcements, but women have applied, in limited numbers, for these examinations.

There has never been any restriction on women's employment as Highway Technicians. The examinations have never been limited to men and any discouraging factor that might be attributed to the wording of the announcement was unintentional. Selective certification of males has never been requested. Few qualified women apply for this type of employment. If there is any preference for men, of which there is no evidence, it could have been exercised in the selection process without resorting to special requests or justification because of the scarcity of women eligibles. It would be unusual for the names of more than one woman to appear in one certification for these Highway classes.

Research Analysts

Research Analyst examinations, all levels, have been given open-continuously during the last two years. Promotional examinations also have been given for certain departments. Almost as soon as qualified individuals apply, they are examined and put to work. The lists are usually inadequate to fill all the jobs available.

Research Analyst I positions are sometimes filled from the CSPE list with graduates with heavy statistical backgrounds when the regular lists are exhausted. This is another series of classes in which sex would be not barrier to appointment because of the shortage of qualified people. Women as well as men are sought out for these beginning level positions. Again, the explanation for the few women in higher level positions is probably due to the fact that many women do not remain sufficiently long in the labor market to expect promotion or they accept other research positions outside the state service. The competition for qualified research personnel is keen among government, university and private employers.

Psychiatric Technicians

Because of the number of requisitions and appointments involved in the Psychiatric Technician series, requisitions for the years specified were analyzed individually only until it became evident that selective certification of males and females had continued through the years in question in accordance with long-standing practice; i.e. women are certified to women's buildings or wards and men are certified to vacancies involving care of men patients. Certifications in these classes are made on the basis of Civil Service Rule 8.3b, which permits limited certification on the basis of sex. Individual justification in each instance is not required. Blanket authorization for selective certification on the basis of sex in Psychiatric Technician positions was given almost concurrently with the establishment of the Civil Service Department upon the request of institution officials who contended that proper care of psychotic and retarded patients could best be accomplished in this manner. The practice has continued and the reasons reiterated by successors of those responsible for the original proposal.

It appears that in the Psychiatric Technician series there has been a greater number of selective certifications of women than of men.

Promotional opportunities in the Psychiatric Technician series for all practical purposes stops at Psychiatric Technician II level for both men and women. Registered Nurses are used in lieu of Technicians at the higher levels at the institutions. Almost without exception, nurses are women. What this amounts to is that more women, than men, are employed at professional levels when available, in order to improve the quality of the service. An entry level is provided professional women, in effect, which is not effectively available on a broad scale to men because there are so few qualified as registered nurses. If there were a sufficient number of male nurses to staff state hospitals, undoubtedly their services would be sought.

Men occupy most of the few remaining Psychiatric Technician III and IV positions which it is planned will go out of existence when nursing positions can be substituted for them. There is no reason why either a woman or a man could not fill positions in the new class Hospital Service Assistant and there has been no suggestion that one or the other would be preferred.

The CSPE lists have never been used for patient care vacancies as these jobs all require training not provided by colleges or universities. Examinations are available in professional specialties at higher levels, often on an open-continuous basis because of the scarcity of qualified applicants.

College Senior Placement Examination

The essential difference between the College Senior Placement Examination program and the open-competitive examinations given specifically for each class is that the CSPE limits eligibility to current college seniors. It permits a candidate to be placed on one or more eligible lists, depending on his academic background, for beginning level professional or technical classes which are related in their educational requirements. The examination is announced on an open-continuous basis and is open to both sexes. The majority of the successful candidates in this examination are women and our experience over the past ten years has shown that it has been effective in opening new careers to women which heretofore had been closed to them.

The CSPE examination process probably has provided the greatest single avenue of opportunity for employment for qualified women. A Placement Director at the University of Minnesota through whom recruiters work in arranging interviews for graduating seniors has often commented favorably on the number of and variety of professional level opportunities available in state service to women liberal arts graduates at the same salary levels available to men, implying that similar opportunities are not offered to the same extent by other employers.

APPENDIX D

TO: Sub-Committee Members of
Council #6, Status of Women
Committee and the Employment
Committee of the Governor's
Commission on the Status of Women

DATE: March 31, 1966

FROM: Vera J. Likins

SUBJ: Relationship Between Janitor and Custodial Worker I Classes.

The classification plan in the state service provides two classes for the performance of tasks concerned primarily with the cleanliness of buildings. The essential difference between these two classes is based upon the amount of heavy work contained in the tasks assigned. Custodial Worker I is designed to contain those positions involving lighter work such as dusting, emptying waste baskets, and polishing glass. Employees in the Janitor class are assigned the group of heavier tasks such as mopping, waxing and buffing, and cleaning the overhead fixtures. The attached specifications provide a more complete description of the nature of these classes.

The Janitor class was established on December 8, 1955. Prior to that time, all of the work described above was performed in the class Custodial Worker I. The state was facing increasing difficulty in the employment of personnel in the Twin Cities area to assume the positions which require physical qualifications not ordinarily possessed by women due to the heavy nature of the work performed. State salary rates at that time were not competitive in the hiring of janitors for this kind of work. It was decided, therefore, that the heavier tasks associated with building care would be identified, and a separate class would be created for the performance of these tasks. This class was entitled Janitor.

Although the rates in effect in 1955 are no longer on file in our office, we do have current salary information from sources outside the state service which indicates that a marked differential continues to exist in favor of male employees in this kind of work. The Bureau of Labor Statistics survey for the last four years in the Minneapolis-St. Paul area has shown the following differentials between the average rates paid for male and female janitors.

1963	-	33¢
1964	-	35¢
1965	-	39¢
1966	-	39¢

Subsequent to the establishment of the Janitor class, certain problems have arisen with respect to the use of two classes in this area of work. The original intention to limit the use of the Janitor class to the metropolitan area (where the hiring problems necessitated a higher rate) has been revised to permit use of the class throughout the state because the difficulty of employing janitors has become a statewide problem. One woman passed the examination and has been appointed to a janitor position. In the past, the Janitor examination has been limited to men on the assumption that few women would be qualified or interested, but this limitation has been removed. Further difficulty has been experienced in the fact that the work locations of some of the positions have precluded the employment of men; for example, the women's dormitories of the state colleges.

The present situation is that the job distinctions between the Janitor and Custodial Worker continue to exist with the exception of the isolated cases mentioned above. The differential in salary also continues to be a fact not only in the metropolitan areas, but throughout the state and the country. As a consequence, we cannot justify a salary assignment for the Custodial Worker I class at the

level of the Janitor, nor can we reallocate all Custodial Worker I positions to the Janitor class. The Janitor class continues to require performance of the heaviest cleaning tasks; consequently the need to limit the examination to applicants who can qualify for the heavier physical work appears to remain a necessity.

To summarize, Janitors are paid more than Custodial Workers because they are qualified for and assigned the heavier work.

CUSTODIAL WORKER I

KIND OF WORK: Routine, repetitive unskilled or semi-skilled work.

DIFFICULTY AND RESPONSIBILITY OF WORK: An employee in this class is responsible for performing a variety of unskilled or semi-skilled repetitive tasks. Work is assigned with specific and detailed instruction or is performed in accordance with an established routine under more general supervision.

ESSENTIAL REQUIREMENTS OF WORK:

- Some knowledge of cleaning methods, materials and equipment.
- Ability to perform a variety of routine tasks in the cleaning and general maintenance of buildings and grounds.
- Ability to transmit instructions to mental patients assigned to routine repetitive tasks and to supervise their work.
- Ability to follow simple oral and written instructions.
- Ability to assist in food preparation and service to patients in dining halls or at bedside.'

EXAMPLES OF WORK: (Illustrative only; indicates kinds of work performed in the class outlined above.)

Sweeps and mops floors.
Washes walls, ceilings, woodwork and windows.
Dusts and arranges furniture and equipment.
Washes dishes, peels vegetables, and sets and waits on tables.
Assists in food service in dining halls or at bedside.
Rakes leaves, cuts grass and weeds, and trims hedges.
Picks up paper and trash on grounds, shovels walks.
Marks, mends, discards and issues linen room supplies and clothing.
Washes laboratory glassware.
Makes minor building repairs and equipment adjustments, replaces light bulbs, washes light fixtures, and reports damage requiring major repairs.
Cleans cabins, makes beds, waits on tables, serves customers and performs other manual tasks.
In some instances fires a furnace or low pressure boiler.
Feeds and waters animals and fowl, cleans cages and keeps records of animals received and used for inoculation.
Performs related work as required.

DESIRABLE PREPARATION FOR WORK:

Some manual work experience.
Completion of the eighth school grade.

JANITOR

KIND OF WORK: Heavy manual labor in the cleaning and routine maintenance of state buildings.

DIFFICULTY AND RESPONSIBILITY OF WORK: An employee in this class performs the heavy custodial cleaning in a state building. The employee is assigned a building or section of a building to clean and maintain, or works with a crew in accordance with established routine and under general supervision.

ESSENTIAL REQUIREMENTS OF WORK:

- Working knowledge of cleaning methods, materials and equipment.
- Ability to make minor repairs and adjustments to structures and equipment.
- Ability to follow simple oral and written instructions.
- Ability to perform a variety of tasks in the cleaning and general maintenance of buildings and grounds.

EXAMPLES OF WORK: (Illustration only; indicates kinds of work performed in the class outlined above.)

- Mops, scrubs, and waxes floors manually or by machine.
- Empties trash cans.
- Moves and arranges furniture.
- Washes windows, removes and replaces screens and storm windows.
- Fires a furnace or low pressure boiler.
- Cleans grease from shop floor.
- Cleans equipment and vehicles.
- Checks for fire hazards and safeguards property.
- Cleans building entrances and shovels snow when necessary.
- Trims shrubs, rakes leaves and cuts grass.
- Replaces light bulbs, globes, and fuses.
- Performs related work as required.

DESIRABLE PREPARATION FOR WORK:

- Some manual work experience.
- Graduation from high school.

12-8-55

Checked: 6-30-60

APPENDIX E

REASONS FOR RESIGNATIONS,
MAY, 1964 THRU MARCH, 1966
(FULL TIME, UNLIMITED, CLASSIFIED EMPLOYEES)

	<u>Men</u>	<u>Women</u>	<u>Total</u>
Other employment (Better job, higher salary, better promotional opportunities or benefits, or different type of job.)	921	511	1,432
To look for other employment (Dissatisfied with state job, supervisor etc.)	79	68	147
Health Reasons	74	181	255
To further education	301	131	432
Leaving the area	67	289	356
Personal reasons (Family responsibility pregnancy, transportation problems, leaving employment market, etc.)	134	778	912
No reason given	176	135	311
Automatic resignation (absent for over three days without leave.)	<u>70</u>	<u>42</u>	<u>112</u>
	1,822	2,135	3,957