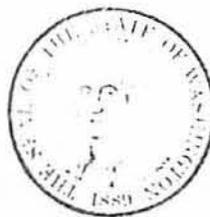


DEPARTMENT OF PERSONNEL

600 SOUTH FRANKLIN P. O. BOX 1709 OLYMPIA 98504. PHONE 753-5366
LEONARD A. NORD, DIRECTOR



STATE OF WASHINGTON

DANIEL J. EVANS, GOVERNOR

PERSONNEL BOARD

SAM KINVILLE, CHAIRMAN
GEORGE HOLIFIELD, VICE-CHAIRMAN
EDITH KOGENHOP, MEMBER

January 8, 1974

The Honorable Daniel J. Evans
Governor, State of Washington
Legislative Building
Olympia, WA 98504

Dear Governor Evans:

The attached report is in reply to your letter of November 23, 1973, wherein you requested a "study of the Higher Education and State Personnel pay plans to identify those job classifications predominately and traditionally held by women where salaries fall below job classifications typically filled by men having a comparable level of skill requirements and job responsibilities."

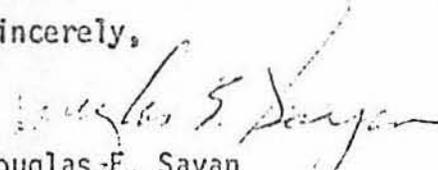
It was determined in our initial planning session that a study of this size and complexity would consume far more time than was then available. For that reason, in our letter to you of December 11, 1973, we proposed that the study be of an introductory nature. Our plan was to develop a mutually acceptable method for evaluating and comparing entry level classes from which some general conclusion could be drawn from the data generated. The study format follows that plan.

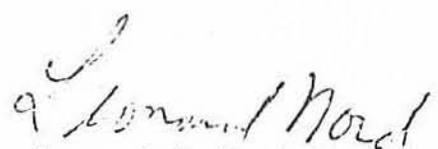
Although the findings are limited to and by the scope of the instant study, we are confident that a further more technically valid study would support the conclusions contained herein. If begun promptly, such a study could be completed by July, 1974.

During the course of the project representatives of the WFSE were involved and members of your staff were consulted.

We would be pleased to discuss this report and our interest in a more thorough analysis of wage and salary setting in State employment with you at your convenience.

Sincerely,


Douglas E. Sayan
Director
Higher Education Personnel Board


Leonard A. Nord
Director
State Department of Personnel

Attachments

cc: Members, Higher Education Personnel Board
Members, State Personnel Board

HIGHER EDUCATION PERSONNEL BOARD

and

STATE DEPARTMENT OF PERSONNEL

SALARY STUDY REPORT TO GOVERNOR

Purpose:

This is an introductory study jointly conducted by the Higher Education Personnel Board and State Department of Personnel. Its purpose is to identify those job classifications predominately and traditionally held by women where salaries fall below job classifications typically filled by men having a comparable level of skill requirements and job responsibilities.

As indicated in the letter of transmittal, it is intended to be a preliminary effort and to serve mainly as an introduction to a later more comprehensive study using refined sampling and rating systems.

Method:

There is no known precedent for a study of this nature. It was therefore necessary, within the time requirements, to develop a rough method of job class selection and evaluation.

1) Selection of classes used in the study

As suggested by the Governor, both agencies concentrated on entry or lower level job classes. Classes were divided by those filled by 2/3 or more of one sex. In the remainder of the report, these will be referred to as "predominately male" classes or as "predominately female" classes.

The classes selected are heavily populated, and/or directly related to a series of classes representing a relatively high proportion of the workforce. Further, while the classes are not directly comparable in duties or nature of work, they do have measurable job elements which allow for comparisons that can be illustrated. These comparisons are developed in the Findings, Conclusions and charts that follow.

2) Point factor rating system

For purposes of this study, five job factors were used:

- a) Working conditions
- b) Complexity of work
- c) Physical effort
- d) Responsibility
- e) Education and/or experience

It was determined that these factors were adaptable and appropriate for the entry level classes surveyed.

For uniformity of application by raters, a three-step rating scale was used consisting of one point for "minimum", three points for "intermediate", and five points for "maximum".

Any subsequent study should enlarge and refine this system.

3) Job class raters

Personnel were selected by both agencies who represented a wide range of job evaluation experience, knowledge and skills. Secretarial personnel, junior level analysts and senior personnel analysts were used as raters. The Higher Education Personnel Board used four raters; the Department of Personnel used ten. One-half of the raters were women.

The raters using the published class specification and drawing on their own experience with the job class independently made their point evaluations. The point scores were then averaged and totaled for a final point value for each class.

General Background:

Before describing the Findings of this report, some background is helpful in placing the subject in its proper perspective.

The State salary setting policy is a part of the State's Civil Service Law. Stated generally it is "not less than prevailing rates within the State's ability to pay". A biennial salary survey is provided for in the law to identify prevailing rates. The survey takes a picture of State and national wage levels. Prevailing rate averages are then translated into salary recommendations to the State Personnel Board and eventually to the Director, Office of Program Planning and Fiscal Management.

By definition, of course, salary surveys follow trends rather than lead them. Taken on the data itself, surveys perpetuate whatever apparent disparities or inequities are present in the salary universe. In government there are pressures against efforts to rectify such situations, since this would result in paying above prevailing rates for some occupations. Among these pressures are the competition of funds for salary increases with other governmental priorities and general inflation itself. In general, the State's compensation plan generally mirrors that of the general wage universe.

FINDINGS OF THE STATE DEPARTMENT OF PERSONNEL STUDY

Charts A and B which follow give the study data for the 12 "predominately female" classes and the 12 "predominately male" classes. Shown are:

- Numbers and percentages of employees by sex
- Class point evaluation ratings
- January 1, 1974, salary range midpoints
- Numbers of employees by class series

The salary midpoints for the predominately female classes is \$465 (Home Health Aide) to \$901 (Registered Nurse II). The predominately male class range is \$465 (Custodian) to \$901 (Parole and Probation Officer I).

The salary ratings for the five factors for predominately female classes is 7.4 (Typist I) to 17.4 (Registered Nurse II). The point rating for predominately male classes is 7.4 (Custodian) to 14.7 (Highway Maintenance Technician I).

Group 2:

Comparing predominately female class salaries against predominately male class salaries or predominately female class point ratings against predominately male class point ratings will only mislead. The survey classes vary by level of responsibility as well as salary range. They were selected because of their heavy population of either men or women and not because of any direct job comparability with a class in the "opposite sex" column.

It is the purpose of Charts C and D to graphically portray the relationships between salary practice and point ratings for the job classes surveyed. Chart C shows the January 1, 1974, salary midpoints. Chart D pictures the full State Personnel Board Salary Findings. Both charts graph the distribution for the male and female groups showing salary midpoint by point rating. The best fitting straight line was found for the points on the graph for each sex.

The difference between these regression lines shows that predominately male classes are paid a little over \$100 per month more than predominately female classes for jobs of comparable value as rated by the method used. At the average weighting for the predominately female classes of 10.5, the predominately male best fit line is \$107 higher.

Prevailing rates as indicated by the State Personnel Board's full Survey Findings (Chart D) shows a little larger difference. The comparison of regression lines for full findings show predominately male classes pay exceeding that of predominately female by \$117 at the point rating of 10.5.

Percentage differences approximate 15% between the lines at the average point on Chart C and 16% on Chart D.

As elsewhere indicated, these pilot study results need qualifying. For a more comprehensive study of the subject, refinements are needed in both sample selection and rating methods. However, these data show that predominately male jobs are paid more than predominately female jobs for work of comparable value.

The charts do not account for the dimension of promotional opportunities as manifested in length and activity of class series. Several of the classes surveyed have only limited career opportunities. The predominately male classes such as Custodian and Toll Collector appear to be the best examples of this in the group surveyed. It is likely that external prevailing rates are affected by the lack of career potential.

Salary rates at the beginning professional level are closer together than at lower "non-professional" levels as the examples below indicate.

JANUARY 1, 1974 STARTING SALARIES

High School Diploma - No Experience
(or less)

Predominately Male Entrance

\$626 Highway Maintenance Trainee (16A+2) (new range number)
570 Fish Hatchery Assistant I (16+2)

Predominately Female Entrance

\$430 Clerk Typist I (10+2)
472 Clerk Stenographer I (12+2)

College Degree - No Experience

Predominately Male Entrance

\$688 Parole and Probation Officer Trainee (20+2)
722 Biologist I - Aquatic (21+2)

Predominately Female Entrance

\$688 Caseworker I (20+2)
757 Registered Nurse II (22+2)

This uniformity at the entrance professional level is the result of a conscious effort by the State Personnel Board over the past six to eight years to generally equalize college entrance salaries regardless of major.

More than ten years ago, the Board equalized entrance salaries at the mental hospitals and schools for the mentally retarded for "inside" jobs requiring little or no preparation such as Hospital Attendant, Attendant Counselor, Custodian, Laundry Worker and Food Service Aide. The January 1, 1974, hiring salary for these classes will be \$508 per month. "Outside" jobs, however, such as Farmer I and Gardener I will start at \$613 although they require some prior related experience. This salary difference seems to support the preliminary findings in Charts C and D.

FINDINGS OF THE HIGHER EDUCATION PERSONNEL BOARD STUDY

Chart E displays data for a sample of twenty-two job classes in the Higher Education classified system. Eleven are job classes predominately held by women; eleven are predominately held by men. Information shown in the chart includes:

- Number and percent of employees by sex in each class.
- Total number of employees in each class.
- Total number of employees in each class series.
- Point evaluation ratings for each class.
- January 1, 1974, salary ranges and range dollar midpoints for each class.

The twenty-two classes were selected because of predominately male or female populations and because they were illustrative of the kinds of work performed by the classified staff in the higher education system. Also, in some cases, job classes predominately held by women were selected because of assumed comparability to certain job classes predominately held by men.

Chart F compares these classes, in terms of salary range midpoint dollars and average point values (as outlined in the opening comments) to illustrate the degree of difference between the selected classes in terms of salary and "worth" as determined by the study method.

About 850 employees are included in the group of predominately female classes, of which about 84% are female employees and 16% are male. About 179 employees are included in the group of predominately male classes, of which about 13% are female employees and 87% are male. The job series represented by these classes includes about 6000 employees, nearly one-half of the higher education system classified employees.

For the group of predominately female classes, salary midpoints range from \$452 to \$903 per month with point values ranging from 6.5 to 19.0. Salary midpoints for these classes are plotted against corresponding point values and are shown in Chart G. A regression line calculated for "best fit" ($Y = 36x + 205$) is also shown.

For the group of predominately male classes, salary midpoints range from \$572 to \$973 monthly with point values ranging from 9.5 to 19.0. Salary midpoints for these classes are also shown plotted against corresponding point values in Chart H. Again, a "best fit" regression line is shown ($Y = 39x + 215$).

A common plot of the data of Charts G and H is shown in Chart I including the regression lines for each set of data. Comparison of the lines reveals that at a point value of 10.0, salaries for classes held by men tend to average \$50 per month higher than salaries for classes held by women (9.06% higher). At a point value of 18.0, predominately male class salaries tend to average \$78 per month higher than predominately female class salaries (9.29% higher). At a point value of 14.0, salaries for predominately male classes tend to exceed salaries for predominately female classes by about 9.2%.

JOINT CONCLUSIONS

Study Limitations:

Because of the lack of precedent and the referenced time constraints, it was necessary to develop limited and basic criteria to accomplish this introductory study. The data developed are inadequate from which to measure the actual impact and to develop precise salary adjustment estimates. It can be assumed that the variations in the sampling accounts for the regression line percentage difference between the Department of Personnel and the Higher Education Personnel Board findings.

An acceptable study would require:

- 1) Design of more sophisticated methods for measuring job "worth".
- 2) Design and application of more refined sampling techniques and statistical analyses.

Conclusions:

With the limitations noted above, there are certain conclusions that can be drawn from the study:

- 1) There are clear indications of pay differences between classes predominately held by men and those predominately held by women within the State systems.
- 2) Such differences are not due solely to job "worth".
- 3) Further study is necessary to accurately determine the amount of salary difference and all classes to which a "correction" would apply.
- 4) It has been determined that any full "correction" or adjustment cannot be confined to the entrance level.

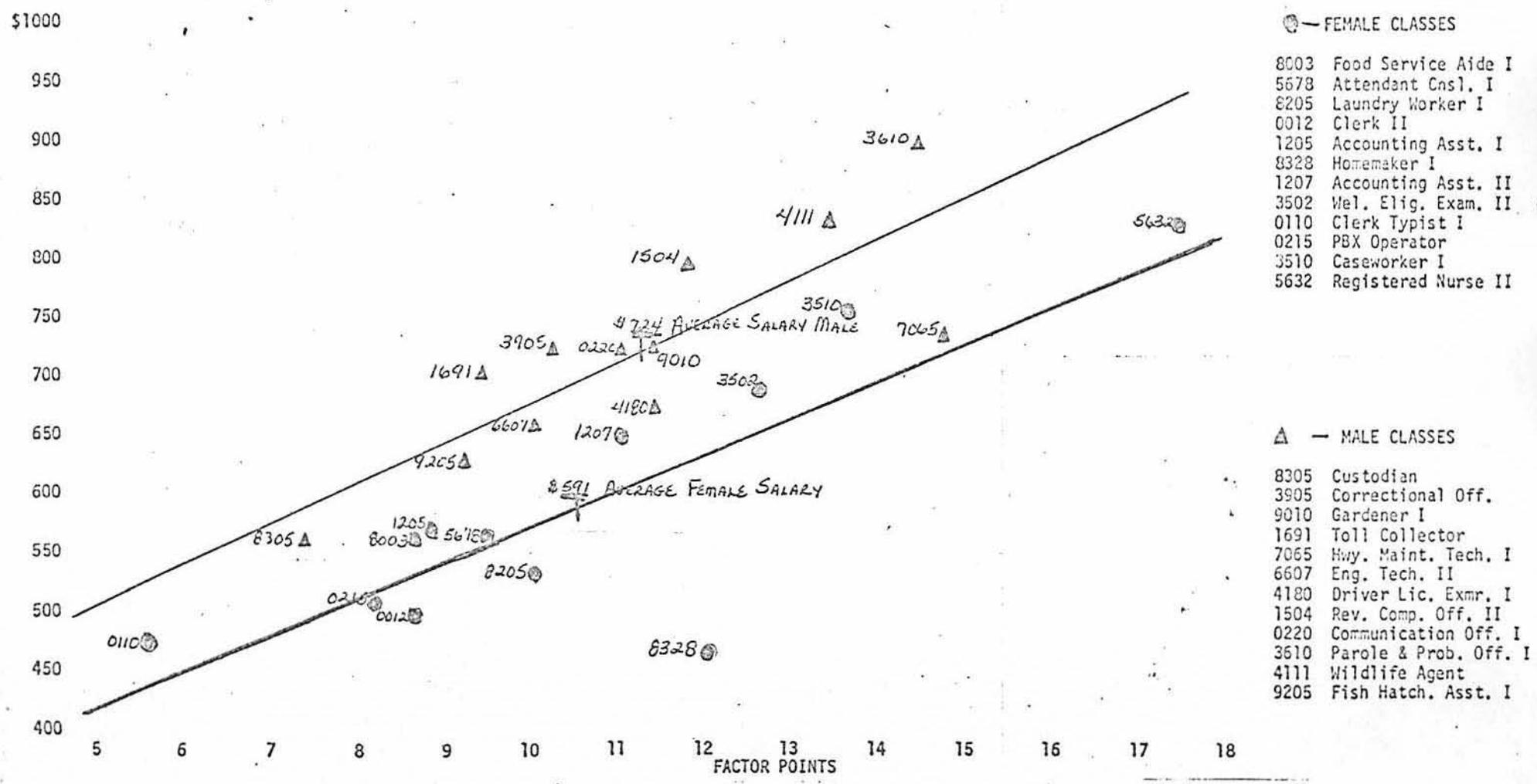
Assuming reasonable study validity and extending the limited data to all applicable classes in both jurisdictions, estimated salary costs of full implementation based on these findings could range between \$27 and \$34 million for the remainder of the biennium.

The charts that follow comprise the basic data developed by the Higher Education Personnel Board and the State Department of Personnel.

DEPARTMENT OF PERSONNEL
DECEMBER, 1973

SALARY DIFFERENCES FOR MALE AND FEMALE CLASSES
BASED ON JANUARY, 1974 SALARIES

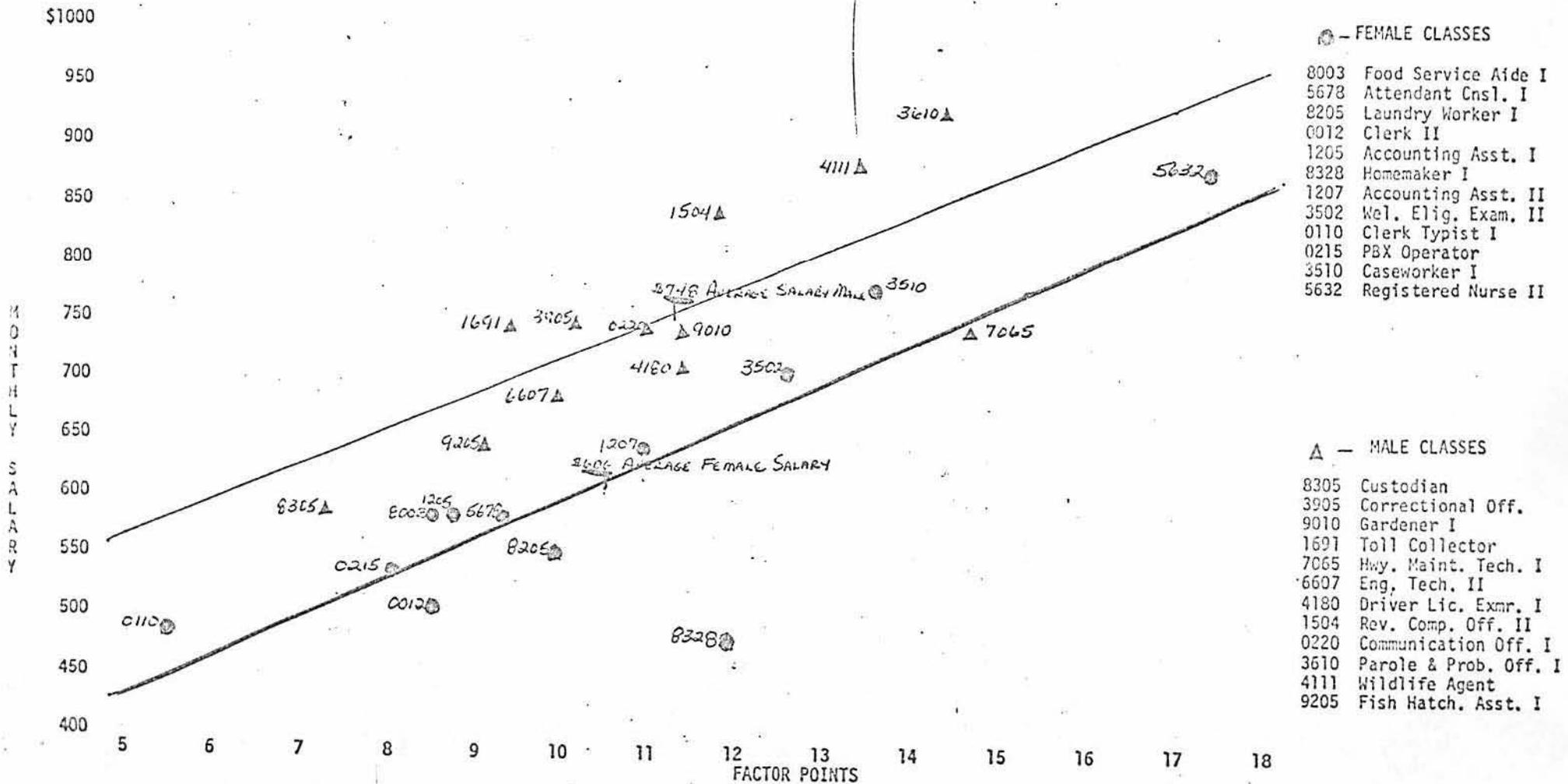
CHART C



DEPARTMENT OF PERSONNEL
DECEMBER, 1973

SALARY DIFFERENCES FOR MALE AND FEMALE CLASSES
BASED ON FULL SURVEY FINDINGS

CHART D



Code No.	CLASS TITLE	EST. NO. in class		%		Total in class	Total in Series	JOB ELEMENT POINT VALUE					Total	Jan. '74 Range	Jan 74 Mid Point
		Female	Male	Female	Male			A	B	C	D	E			
3210	Bookstore Manager A.	5	0	100	0	5	17	1.0	3.5	2.0	3.0	4.5	14.0	28	623
4025	Cook I	50	15	77	23	65	165	3.0	3.0	3.0	2.0	1.5	12.5	25	579
3755	Editor I	6	0	100	0	6	45	1.0	3.5	1.0	5.0	3.5	14.0	40	838
4045	Food Service Worker I	150	50	75	25	200	375	2.5	1.0	3.5	1.0	1.5	9.5	16	452
4325	Library Technician I	140	20	88	12	160	460	1.0	3.0	2.0	3.0	1.5	10.5	20	512
3557	Media/Film Clerk II	20	0	100	0	20	30	1.5	1.0	1.5	3.0	2.5	9.5	24	565
2210	Office Asst I	75	5	94	6	80	2550	1.0	1.5	1.5	1.5	1.0	6.5	16	452
2215	Office Supervisor I	100	14	88	12	114	260	1.0	3.0	1.0	3.5	4.0	12.5	32	689
4860	Research Technologist I	100	25	80	20	125	450	2.0	5.0	2.5	5.0	4.5	19.0	43	903
5766	Stockroom Attendant II	50	10	83	17	60	100	2.0	1.5	3.5	2.5	1.5	11.0	30	655
2280	Telephone Operator	15	0	100	0	15	20	1.0	1.5	1.0	2.0	1.0	6.5	19	500
						850	4472								
2009	Administrative Services Manager A	10	40	20	80	50	90	1.0	4.5	1.5	5.0	5.0	17.0	40	838
4610	Assistant Facilities Engineer	1	5	17	83	6	33	2.0	5.0	2.5	5.0	4.5	19.0	46	973
3119	Buyer I	1	4	20	80	5	60	1.0	3.5	1.0	4.5	3.0	13.0	42	881
2050	Central Services Supervisor I	5	20	20	80	25	50	1.5	4.5	1.5	4.5	5.0	12.5	42	881
2370	Computer Operator I	2	10	17	83	12	45	1.0	2.5	1.0	2.0	3.0	9.5	28	623
5019	Custodian I (trainee level)	5	30	14	86	35	1200	3.0	1.0	4.0	1.0	1.0	10.0	20	512
3560	Media Operator I	0	7	0	100	7	30	1.0	1.5	2.5	3.0	2.5	10.5	27	608
3520	Media Technician I	0	5	0	100	5	16	1.0	3.0	2.5	3.0	2.0	11.5	32	689
4980	Mess Attendant	0	2	0	100	2	2	3.5	1.0	3.5	1.0	1.0	10.0	19E	523
4972	Second Cook and Baker	0	2	0	100	2	2	5.0	3.0	4.0	2.0	1.5	15.5	27C	651
5742	Warehouse Worker I	0	30	0	100	30	60	2.5	1.0	5.0	2.5	2.0	13.0	33C	755
						179	1588								
						1029	6060								

CHART E

MALE CLASSES

COMPARISON - MALE vs FEMALE CLASSES
FEMALE CLASSES

CLASS	1-7-74 M.P.	PV	CLASS	1-7-74 M.P.	PV	% M.P.	% P.V.
Central Services Supv. I	881	12.5	Office Supervisor I	689	12.5	-22	0
Media Operator I	608	10.5	Media Film Clerk II	565	9:5	- 7	-10
Warehouse Worker I	755	13.0	Stockroom Attendant II	655	11.0	-13	-15
Asst. Fac. Engineer	973	19.0	Research Tech. I	903	19.0	- 7	0
Mess Attendant	523	10.0	Food Service Worker I	452	9.5	-14	- 5
Custodian I (trainee)	512	10.0	Food Service Worker I	452	9.5	-12	- 5
Media Operator I	608	10.5	Telephone Operator	500	6.5	-18	-38
Admin. Serv. Mgr. A	838	17.0	Bookstore Mgr. A	623	14.0	-26	-18
Buyer I	881	13.0	Editor I	838	14.0	- 5	+ 8
Media Tech. I	689	11.5	Library Tech. I	512	10.5	-26	- 9
Second Cook & Baker	651	15.5	Cook I	579	12.5	-11	-19
Computer Operator I	623	9.0	Office Assistant I	452	6.5	-27	-28
			<u>ELEMENT POINT VALUES (PV)</u>				
			. Working Conditions				
			. Complexity				
			. Physical Effort				
			. Responsibilities				
			. Experience/Education				
			1-HS or Less				
			3-HS + 1-3 Yrs.				
			5-HS + 4 or more				

HEPB SALARY STUDY REPORT TO GOVERNOR
January 1974

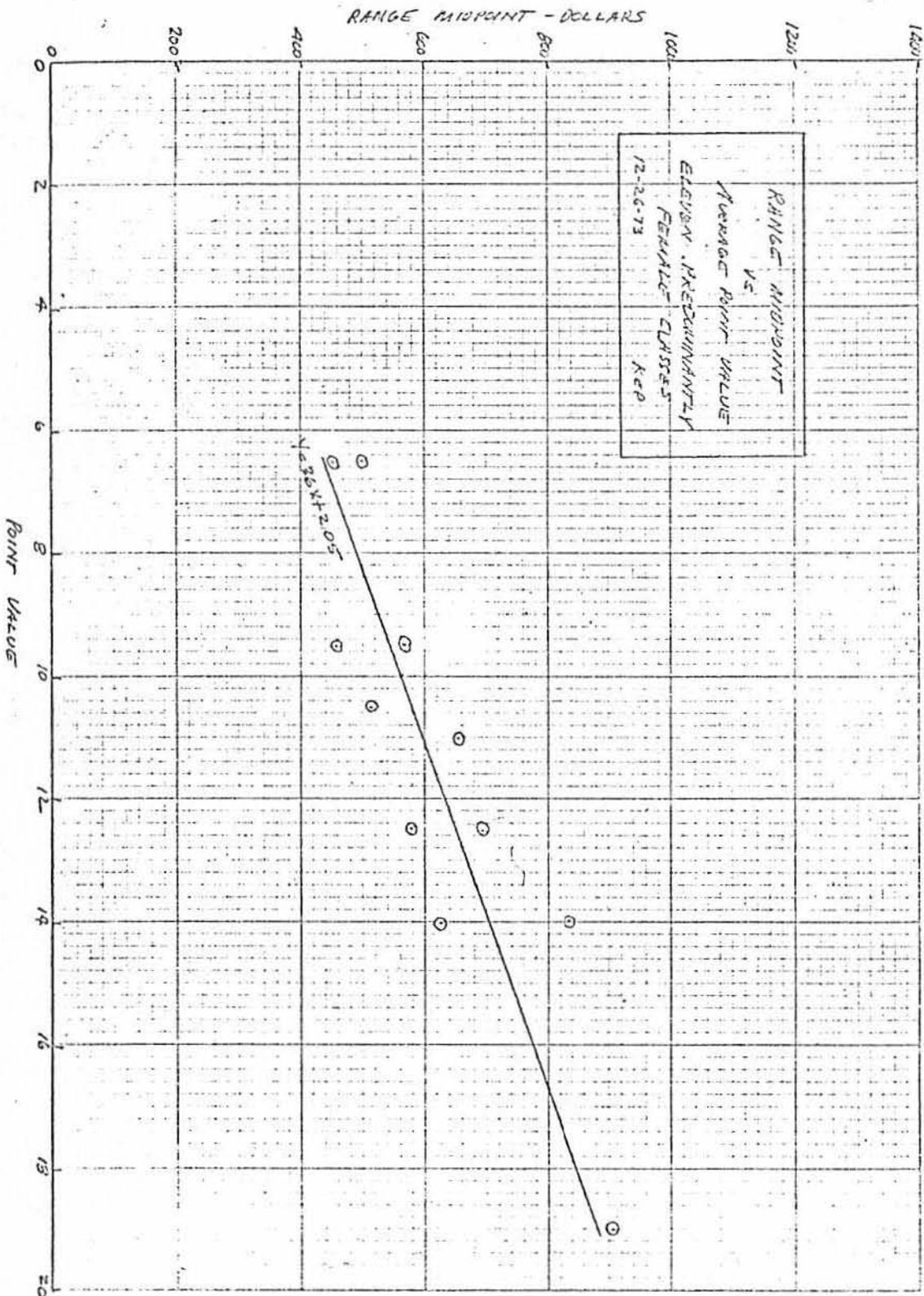


CHART G

HERB SALARY STUDY REPORT TO GOVERNOR
January 1974

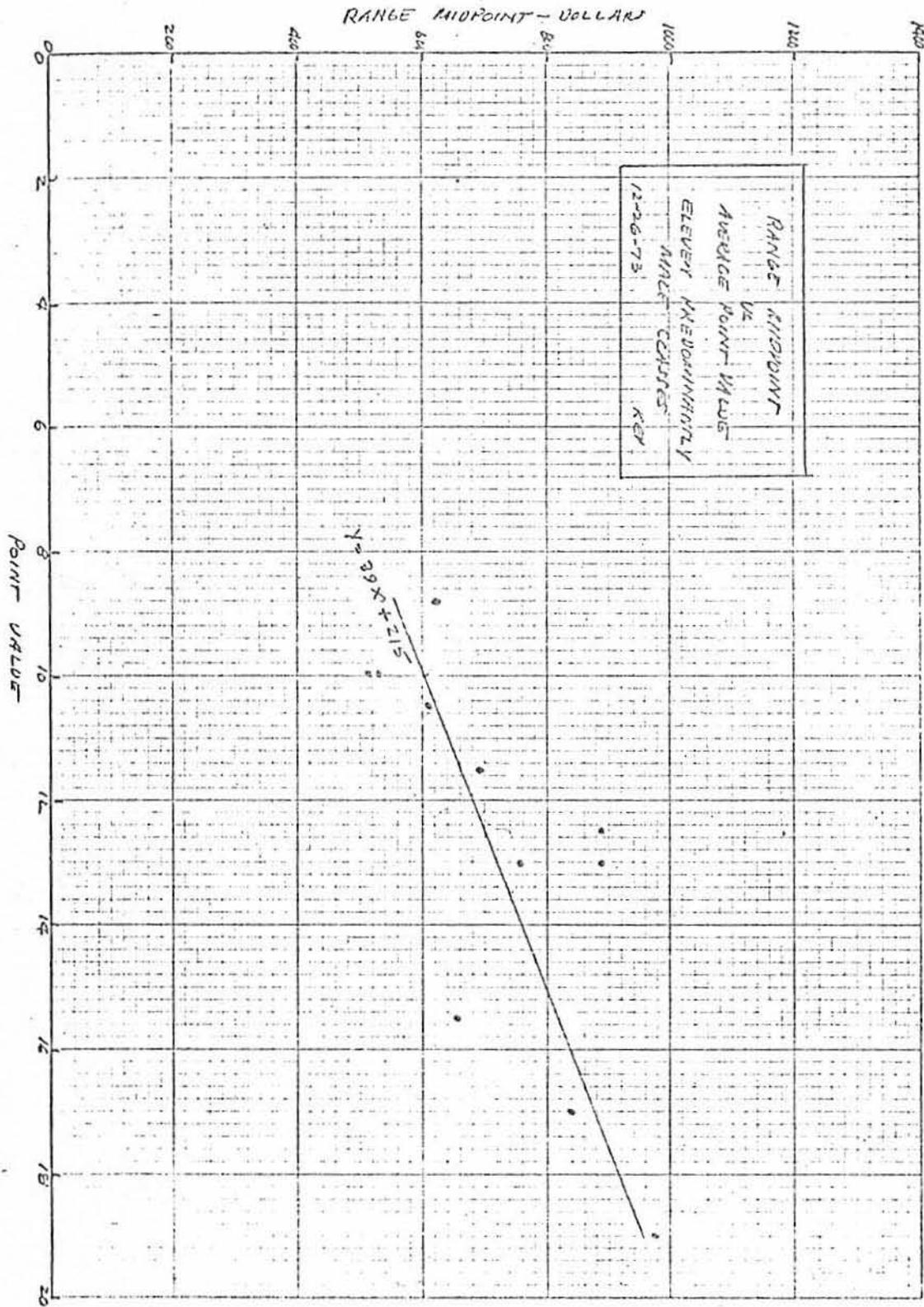


CHART H

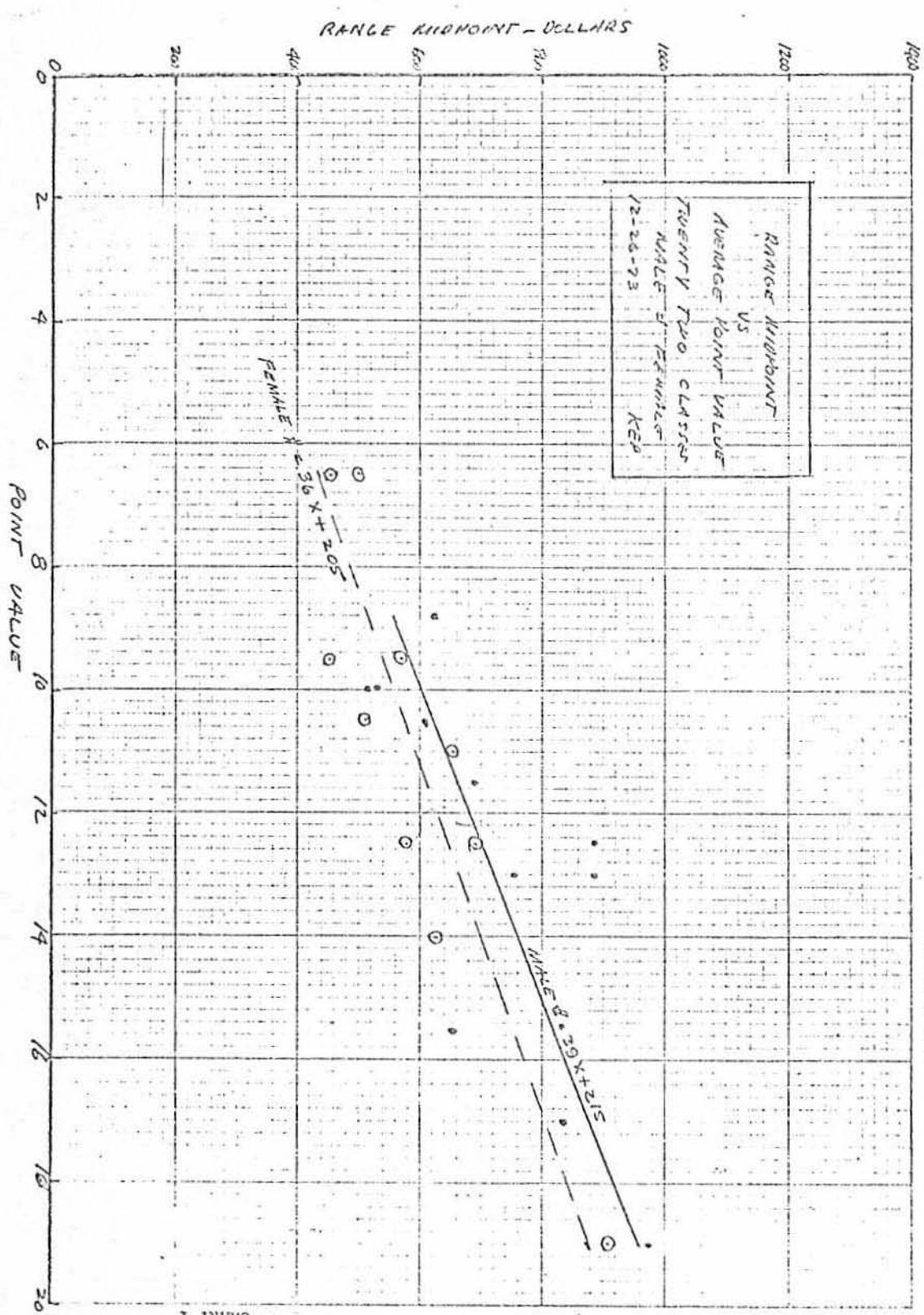


CHART I