

ALASKA LEGISLATURE COMMITTEE FILES 1993-1994 8672

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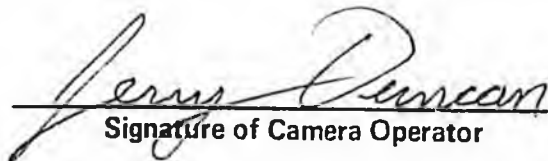
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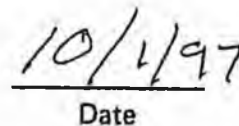


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SB

2

BPWJuneau
P.O. Box 22975
Juneau, Alaska 99802-2975

01/11/94

The Honorable Randy Phillips, Chair
Senate Community & Regional Affairs Committee
Alaska State Legislature

Re: Senate Bill 2

Dear Mr. Chairman,

I am testifying today in favor of Senate Bill 2, which deals with the issue of pay equity in state government. I write as president of the local Juneau Business and Professional Women's Organization (BPW) and as the legislative co-chair of the statewide Business and Professional Women's Organization.

Pay equity is a major concern and goal of our organization from the local level right up to the national level. This past summer BPW/USA passed a resolution that we on the state and local level subscribe wholeheartedly to: "BPW/USA declares economic equity to be it's top priority until women are paid an equitable wage, until the glass ceiling is shattered irrevocably, and until women achieve full participation in the market place."

Thirty years after the passage of the federal Equal Pay Act, the earnings of women across the nation continue to lag by at least 30%. The latest study conducted by the Alaska Department of Labor indicates that Alaskan women earn 38.8% less than men. In fact by 1990 the income "gender gap" *increased* by 0.5% for Alaska's working women.

The expansion of employment opportunities for women have not led to an equivalent expansion of wages or even advancement. Alaska's working women are still disproportionately affected by attitudes and practices devalue their contribution and experience in the work place. You can help alleviate this inequitable situation by passing Senate Bill 2 out of your committee today.

You will not be alone. Several years ago, the state of Minnesota passed and successfully implemented similar legislation. It is in the legislative houses of many other states and expected to pass in several this year. On the other hand, Washington state chose to spend millions of dollars fighting the pay equity issue in the courts and lost.

I have attached information regarding the pay equity issue that may answer some questions for you. If I can provide you with any further information please contact me.

Thank you for the opportunity to testify today; I appreciate your time and concern regarding this important subject. And again, I ask for your full consideration in passing this bill out of your committee today.

Cordially yours,

A handwritten signature in cursive script, appearing to read "J. Pennelope Goforth".

J. Pennelope Goforth
Juneau BPW President

CC: Senator Dave Donley
State BPW President Debbie Halleck
State Legislative Co-Chair Mary Shields

ENC: *Pay Equity: The Minnesota Experience*
Gender Gap: No Progress for Alaskan Women

BILL: SB 2 SHORT TITLE: PAY EQUITY BASED ON VALUE OF WORK
BILL VERSION:
SPONSOR(S): SENATOR(S) DONLEY, ELLIS, SALO, LITTLE, LINCOLN, ZHAROFF, DUNCAN

CURRENT STATUS: (S) CRA STATUS DATE: 01/11/93
THEN L&C, JUD, FIN

HEARING: (S) CRA JAN 11 09:00 AM

TITLE: "AN ACT REQUIRING PAY EQUITY FOR CERTAIN PUBLIC EMPLOYEES AND REQUIRING THE COMPENSATION OF CERTAIN PUBLIC EMPLOYEES BASED ON THE VALUE OF WORK PERFORMED."

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TABLE OF CONTENTS

Introduction.....	1
Questions & Answers on Pay Equity	2
Pay Equity in the United States	
Legislation.....	3
Litigation	3
Collective Bargaining	4
Education	5
History of Pay Equity in Minnesota	6
Minnesota State Government	
Class Structure of State Employment	7
The Hay Job Evaluation System	8
Women in State Government Employment.....	9
Pay Equity Analysis.....	10
State Government Employees Pay Equity Act.....	14
Implementation for State Employees	14
Minnesota Local Governments	
Women in Local Governments	16
Local Government Pay Equity Act.....	17
Technical Assistance.....	18
Local Government Reports.....	18
Evaluation Systems	18
Inequities	19
Implementation Plans.....	19
Current Status.....	19
Appendices	23

CORRECTION

**THIS DOCUMENT
HAS BEEN REPHOTOGRAPHED
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PAY EQUITY: THE MINNESOTA EXPERIENCE

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Commission on the Economic Status of Women

85 State Office Building

St. Paul, MN 55155

(612)296-8590

(800)652-9747

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The Commission gratefully acknowledges the contribution to this report of Bonnie Watkins and Faith Zwemke of the Minnesota Department of Employee Relations.

TABLE OF CONTENTS

Introduction.....	1
Questions & Answers on Pay Equity	2
Pay Equity in the United States	
Legislation.....	3
Litigation	3
Collective Bargaining	4
Education	5
History of Pay Equity in Minnesota	6
Minnesota State Government	
Class Structure of State Employment	7
The Hay Job Evaluation System	8
Women in State Government Employment.....	9
Pay Equity Analysis.....	10
State Government Employees Pay Equity Act	14
Implementation for State Employees	14
Minnesota Local Governments	
Women in Local Governments.....	16
Local Government Pay Equity Act.....	17
Technical Assistance.....	18
Local Government Reports.....	18
Evaluation Systems	18
Inequities.....	19
Implementation Plans.....	19
Current Status.....	19
Appendices	23

INTRODUCTION

Minnesota is in the forefront of pay equity efforts in the nation. This state was the first to implement pay equity legislation for state employees. In addition, Minnesota was the first state to require local governments to establish pay equity. Minnesota's experience shows that pay equity can be implemented smoothly and at a reasonable cost.

Pay equity is also called "equal pay for work of equal value" or "comparable worth." Pay equity efforts usually involve a job evaluation system which allows a comparison of jobs with different duties but similar levels of skill, effort, responsibility and working conditions. Although laws requiring equal pay for equal work have helped many women, most women remain in occupations which cannot be directly compared to jobs performed by men. Eighty percent of employed women perform "women's work," such as teaching, nursing, library science, clerical and service work.

"Women's work" continues to be low paid. In 1987, employed women working full-time year-round had average earnings that amounted to only 65 percent of the average earnings for their male counterparts. Studies have shown that differences in education, work experience and other factors account for only about half of the wage gap.

One consequence of low earnings for women is poverty or near-poverty. Women account for more than 60 percent of adult Minnesotans living in poverty. Over 36 percent of women have incomes below 150 percent of the poverty level. Recent years have seen dramatic increases in the number of female-headed single-parent families and almost one-third of these families in Minnesota are poor.

This printing is based on the following: information from "Pay Equity in Public Employment," a report published by the Council on the Economic Status of Women (now the Commission on the Economic Status of Women) in 1982; previous editions of "Pay Equity: the Minnesota Experience;" and other public information. It includes: a review of pay equity efforts in the United States; an analysis of pay equity in Minnesota state government employment; and information about pay equity in Minnesota's local governments. Data from previous editions are included in this report. An appendix includes technical information and a list of resources.

QUESTIONS & ANSWERS ON PAY EQUITY

Why is pay equity a women's issue? Because an estimated 80 percent of employed women work in "women's jobs" which are undervalued and underpaid.

Why is pay equity a union issue? Because unions have historically fought against exploitation of particular groups of workers. The existence of a cheap labor pool, whether it be immigrants, minorities or women, lowers wages for all workers. Women are becoming a large union constituency.

How does pay equity affect the bargaining process? Under the Minnesota state government pay equity law, funds were earmarked for pay equity adjustments. Bargaining unit members then negotiated the allocation of these funds to eligible classes, just as they have negotiated cost of living increases and other contract provisions.

If women want to earn more, why don't they take "men's jobs"? In order to integrate the labor force, more than 10 million women would have to trade places with more than 10 million men nationally. Most new jobs will be in clerical and service work, not in traditional male fields. And finally, most women enjoy their work in traditional female fields.

How can you compare jobs which are as different as apples and oranges? Job evaluation techniques have been widely used throughout this century. Job evaluation identifies factors common to all jobs (for example skill, effort, responsibility and working conditions) and assigns weights to each factor. Point factor systems assign points to each factor and points are totalled to arrive at a measure of job value.

Aren't wages set according to the laws of supply and demand? Wage-setting is determined by many factors other than supply and demand: collective bargaining; minimum wage laws; and stereotypes about what certain jobs are worth. Despite recent decreases in the supply of clerical workers and nurses, wages did not increase automatically for these jobs.

Won't pay equity destroy the economy? This fear was often expressed when Congress was considering equal housing opportunities for minorities, the Equal Pay Act and many other changes which did not destroy the economy. The cost of implementing pay equity in Minnesota state government was less than four percent of payroll. The estimated average cost of pay equity for Minnesota local governments is less than three percent of payroll.

Won't pay equity require the creation of a new bureaucracy? This has not happened in Minnesota state government. Jobs are evaluated by existing personnel staff and increases are determined by the usual collective bargaining process.

How can the government require all employers to pay the same for various jobs? Pay equity refers to equity within an organization, not across organizational lines. Employers may use any job evaluation system they choose, but they must eliminate sex bias within their workforce.

Does comparable worth eliminate pay based on performance and years of service? Pay comparisons for purposes of comparable worth are based on the maximum of a pay range. Employers may continue to provide for movement within a pay range based on performance and/or seniority.

PAY EQUITY IN THE UNITED STATES

Pay equity is a policy that requires eliminating sex bias from an employer's compensation structure. It is sometimes called "equal pay for work of equal value" or "comparable worth." Nationally, pay equity efforts have included legislation, litigation, collective bargaining and education.

Legislation

In many cases, pay equity is being implemented as a result of legislation at the state level. Such legislation may establish a pay equity policy. In some cases, the legislation requires that a job evaluation study be conducted.

Most legislation addresses pay equity for state government employees, although pay equity studies are now in process or completed in hundreds of public and private organizations across the country. Such studies, whether mandated or voluntary, can be the first step toward implementing pay equity.

In August 1989, the National Committee on Pay Equity surveyed states with respect to pay equity for state government employees. According to that survey, 45 of the 50 states (all but Alaska, Arkansas, Delaware, Georgia and Idaho) and the District of Columbia have taken some action on the issue:

- * 22 states were conducting pay equity studies;
- * 20 states had appropriated funds to begin correcting pay inequities; and
- * 6 states - Minnesota, Iowa, Washington, Oregon, New York and Wisconsin - have achieved broad-based implementation of pay equity.

For more information about pay equity in other states contact the National Commit-

tee on Pay Equity, listed with other resources in Appendix VIII of this report.

At the federal level, Congress asked the General Accounting Office (GAO) to conduct a major pay equity study of federal employees. The GAO preliminary study showed that female federal employees earn an average of 63 cents for each dollar earned by their male counterparts in the federal civil service. Final results of the GAO study are expected in January 1991.

In addition, Congress is now considering a bill which would require the U.S. Department of Labor to provide assistance to employers seeking to implement pay equity. The bill is authored by Congresswoman Mary Rose Oaker and Senator Alan Cranston.

Litigation

The history of pay equity in the United States begins with passage of two 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 the same job. Title VII contains broad prohibitions of discrimination in employment, including sex-based discrimination.

The legal question posed by pay equity has been, "Does Title VII prohibit sex discrimination in pay for jobs performed mostly by women ('female' jobs) even when the jobs are not identical to those performed mostly by men ('male' jobs)?"

There have been a number of significant court decisions on this issue. Among them are two 1981 U.S. Supreme Court cases, *Gunther v. County of Washington* and *International Union of Electrical Workers v. Westinghouse*.

The U. S. Supreme Court cases interpreted Title VII to allow for comparison of dis-

similar jobs, although the courts stopped short of endorsing the concept of comparable worth. In both of these cases, substantial monetary settlements were awarded.

Some employers fear that they will be vulnerable to legal action if a study is done. Therefore, they do not undertake studies. However, in at least one court case, *Taylor v. Charley Brothers*, refusal to conduct a job evaluation study was considered evidence of an intent to discriminate.

In 1974, the State of Washington identified pay inequities very similar to those identified for the State of Minnesota in 1981. The cost of implementing pay equity according to that study was only five percent of payroll. However, the State of Washington did not take action to address the problem. In 1981 AFSCME (American Federation of State, County & Municipal Employees), representing employees in that state, filed sex discrimination charges under Title VII of the Civil Rights Act (see Appendix I).

In 1983, a federal district court found the State of Washington guilty of discrimination against employees in predominantly female jobs. The judge awarded immediate wage corrections and back pay to these employees, at an estimated cost of 25 percent of the state's payroll. The state appealed this decision and the Court of Appeals overturned the lower court's decision. The state and the union then agreed to a financial settlement of \$106 million over a five-year period. The union agreed not to appeal the decision to the U.S. Supreme Court. The settlement represented about five percent of payroll.

Pay equity has been achieved for state employees in the State of Minnesota and the State of Washington. However, in Washington this result was reached only after years of divisive and costly litigation. It appears that voluntary action such as that undertaken in Minnesota is less costly than

litigation. Numerous lawsuits similar to the State of Washington case have been filed against public or private employers in many states in the past several years.

Collective Bargaining

Pay equity has also been an important topic in union negotiations in recent years. A few examples of pay equity contract settlements include:

- In May 1985, AFSCME negotiated comparable worth increases of 10 to 15 percent for employees of the City of Los Angeles.
- The National Union of Hospital and Health Care Employees negotiated a contract with the State of Connecticut that provided a pay equity fund equal to one percent of payroll.
- In 1981, the Service Employees International Union (SEIU) negotiated a 19 percent increase for entry level clerks in Santa Clara County, California.
- SEIU employees in the City of Sacramento School District negotiated a 7.5 percent comparable worth adjustment.
- AFSCME of Thurston County, Washington, negotiated a comparable worth plan based on a study required by a previous contract.

There have also been pay equity settlements as a result of strikes. A case in point was the 1979 strike in the City of San Jose, California. After a nine-day strike the city agreed to provide pay equity adjustments as well as other salary adjustments to city workers.

Most pay equity activity to date has been in the public sector, probably because public employees are more likely to be unionized and because personnel information is more accessible. However, pay equity has been

an issue for a number of large private employers, including Yale University and American Telephone & Telegraph.

A pay equity strike occurred at Yale University in 1984. Members of Local 34 of the Federation of University Employees, mostly clerical and technical workers, were on strike for four months. In January 1985, a settlement was reached that provided average salary increases of 35 percent for these workers.

The Communications Workers of America negotiated a contract with AT&T which established a joint labor management job evaluation committee at each telephone company.

Many unions have negotiated for pay equity studies which are then used in bargaining for increases. Such studies have been negotiated by AFSCME, District 65 of the United Auto Workers, the Maine State Employees Association, the Civil Service Employees Association in New York, the Newspaper Guild and others.

Education

Women's groups and unions have been active in educational efforts to increase public awareness of the pay equity issue.

The AFL-CIO has passed several resolutions in support of pay equity. A 1981 resolution states that "The AFL-CIO urges its affiliates to recognize fully their obligations to treat pay inequities resulting from sex discrimination like all other inequities which must be corrected and to adopt the concept of 'equal pay for comparable work' in contract negotiations; the AFL-CIO will take all other appropriate action to bring about true equality in pay for work of comparable value and to remove all barriers to equal opportunity for women."

The National Committee for Pay Equity conducted a national public attitudes survey in November 1984. Among the respondents, 69 percent said that women are not paid as fairly as men and that discrimination is the primary cause of the wage gap. Four-fifths of respondents said they support equal pay for jobs of equal value.

HISTORY OF PAY EQUITY IN MINNESOTA

- 1975 AFSCME contract includes a provision that the state study jobs and salaries in clerical versus non-clerical classes of state government employees.
- 1976 "The Position of Women as a Disadvantaged Group in Minnesota Government Employment" is published by Twin Cities National Organization for Women.
Council on the Economic Status of Women (CESW) conducts two public hearings on women as state government employees.
- 1977 CESW publishes "Minnesota Women: State Government Employment".
- 1979 Minnesota Department of Finance completes a "Public Employment Study", including evaluation of state and local jobs using the Hay job evaluation system.
- 1981 CESW establishes a Task Force on Pay Equity to examine salary differences between male and female jobs.
- 1982 The CESW task force completes its report, "Pay Equity & Public Employment".
Legislature enacts a state government employees pay equity law which establishes a pay equity policy and establishes a procedure for making pay equity salary increases.
- 1983 Legislature earmarks \$21.7 million for pay equity increases for state employees over a two-year period, an amount equivalent to 1.25 percent of payroll per year.
Minnesota Department of Employee Relations negotiates contracts with the state's 16 bargaining units. Contracts include pay equity increases for female-dominated classes.
- 1984 Legislature enacts a local government pay equity law which requires cities, counties and schools to undertake pay equity efforts.
- 1985 Legislature allocates \$11.7 million to complete pay equity implementation for state government employees by 1987.
- 1986 Final pay equity adjustments are made to eligible state employees in female-dominated job classes. Total cost to the state is 3.7 percent of payroll.
- 1987 Legislature establishes a financial penalty for school districts not in compliance with the reporting requirements of the pay equity law.
Local government pay equity reports become public information and legal protections for local governments expire.
- 1988 Legislature establishes financial penalties for cities and counties not in compliance with reporting requirements. All jurisdictions must complete implementation by December 31, 1991. By October 1, 1988, all local governments had completed reports. Average estimated cost for implementation is 2.6 percent of payroll.

MINNESOTA STATE GOVERNMENT

In 1984, Minnesota state government had about 34,000 full-time employees working in more than 1,800 job classifications. State employees are covered by the Public Employment Labor Relations Act, which defines 16 bargaining units based on occupational groups. Eleven unions represent these units, with six of the units represented by AFSCME. About 86 percent of the employees in state government are covered by collective bargaining contracts.

Contracts are negotiated between the unions and the Department of Employee Relations on a biennial basis. When negotiations are completed, contracts must be approved by the Legislative Commission on Employee Relations and by the full legislature.

The table on this page shows bargaining units as of October 1984. Women represented a majority of employees in four

units: office clerical workers, health care non-professional workers, health care professionals (primarily nurses) and commissioner's plan (personnel) employees. Men accounted for the majority of employees in all other bargaining units.

Class Structure of State Employment

State employees are grouped into job classes according to the kind of work they perform. A "class" means one or more positions sufficiently similar in duties and responsibilities that the same descriptive job title may be used for all positions in the class. A class is based on the characteristics of the job, not on the characteristics of the job-holder.

In October 1984, there were 1,830 job classes in state service, ranging in size from one-person classes to classes with over 1,000 incumbents. The chart on page eight illustrates these classes according to their size and composition.

TOTAL EMPLOYEES OCT. 1984	BARGAINING UNIT	PERCENT FEMALE
505	Health Care Professional	92.5 %
5,715	Office Clerical	91.0 %
3,538	Health Care Non-Prof.	72.1 %
1,990	Commissioner's Plan	63.2 %
214	Prof. Resid. Instructional	43.9 %
445	Other Units	38.0 %
2,715	Service	34.8 %
5,073	General Professional	32.8 %
2,593	Supervisory	27.1 %
2,694	Technical	20.9 %
76	Health Treatment Prof.	18.4 %
769	Managerial	16.0 %
853	Correctional Guards	13.4 %
689	Professional Engineers	5.8 %
669	Law Enforcement	2.2 %
2,250	Craft, Maint., Labor	0.8 %

More than one-third of state job classes had only one incumbent employee. Of these, the large majority were occupied by male employees. Male-dominated classes accounted for about three-fifths of all classes and outnumbered female-dominated classes by 3 to 1. Classes segregated by sex outnumbered integrated classes by 4 to 1.

The five largest classes were Highway Maintenance Worker Senior, Human Service Technician Senior, Clerk Typist 2, Janitor and Highway Technician Senior.

Although there were 1,830 classes, just 20 classes accounted for more than one-fourth of all state employees (see Appendix II).

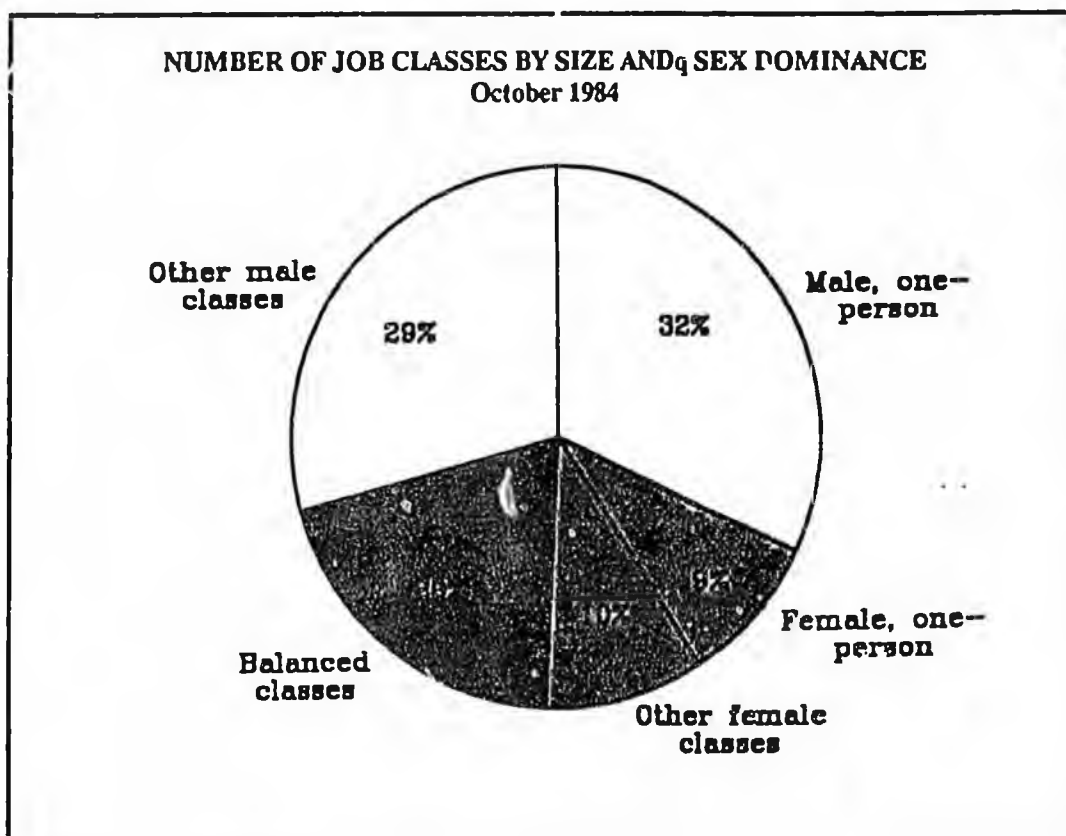
Throughout this report, a "male" class is one in which over 80 percent of the incumbents are men, and a "female" class is one in which over 70 percent of the incumbents are women. All other classes are defined as "balanced." A higher percentage is used for the definition of male classes than for

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.

Another way to examine job segregation in state employment is to calculate how many employees would need to change jobs in order to obtain balance in each occupational group. At a conservative estimate, more than 6,000 women would have to change jobs with an equal number of men, together accounting for 35 percent of the entire state workforce.

The Hay Job Evaluation System

The State of Minnesota uses a system developed by Hay Associates, a management consulting firm, to evaluate jobs. This system is similar to other point factor systems used for most job evaluations nationally.



Most systems consider four factors, though terminology varies widely: skill, effort, responsibility and working conditions. Points are assigned to a particular job for each of the four factors. The points for each factor are totalled to provide a measure of overall job value.

Job evaluation is not the same as performance appraisal. The purpose of job evaluation is to measure job requirements, not the characteristics of a particular jobholder.

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

In 1984, the Hay system was modified by the state in response to charges that the system did not fairly evaluate working conditions typical for women's jobs. Additional points were added to the system for jobs requiring repetitive small muscle movements, such as the motion needed to operate a video display terminal.

A detailed examination of the relationship between Hay points and pay for male-

dominated and female-dominated classes is presented in Appendix III of this report.

Women in State Government Employment

Over the past decade, a number of studies have been conducted to determine the status of women employed by the state. The first report of the Council on the Economic Status of Women, "Minnesota Women: State Government Employment", noted that women were under-represented in most of the higher-aid job classes. Steady improvement has occurred in the intervening years.

In April 1989, women were 27 percent of managers, up from four percent in 1976. Thirty-eight percent of professional employees were women, a significant increase from 25 percent in 1976. These changes have resulted from the state's affirmative action programs.

Despite these improvements, about one-half of the women who work for the state have clerical or health care non-professional or professional jobs. These bargaining units account for 49 percent of female state workers.

FACTORS	SUBFACTORS	SAMPLE RATINGS
Know-How, the sum total of knowledge and skills needed for acceptable performance.	Substantive know-how, managerial know-how and human relations know-how.	Assistant Commissioner - 700 Clerk 1 - 66
Problem-Solving, the amount of original, self-starting thinking required for analyzing, evaluating, creating, reasoning and arriving at conclusions.	Degree of structure, degree of challenge or difficulty of problems.	Medical Director - 264 Food Service Worker - 8
Accountability, answerability for actions and consequences.	Degree of discretion, magnitude measured by dollars affected and directness of impact.	Income Tax Asst. Dir. - 230 Mail Handler - 12
Working Conditions.	Physical effort, disagreeableness of environment and hazards.	Bridge Worker - 29 Accounting Technician - 0

From 1976 to 1983, earnings of female employees increased from 69 percent to 73 percent of earnings for male employees. This improvement can be attributed to progress in the state's affirmative action program, including increases in the number of women in traditionally male occupations. However, much larger gains were made in the period from July 1983 to July 1986, when pay equity was implemented and affirmative action efforts continued. Women employed by the state now average 83 percent of the earnings of their male counterparts. The gap which remains after full implementation of pay equity is due to continued under-representation of women in higher-rated, higher-paid jobs.

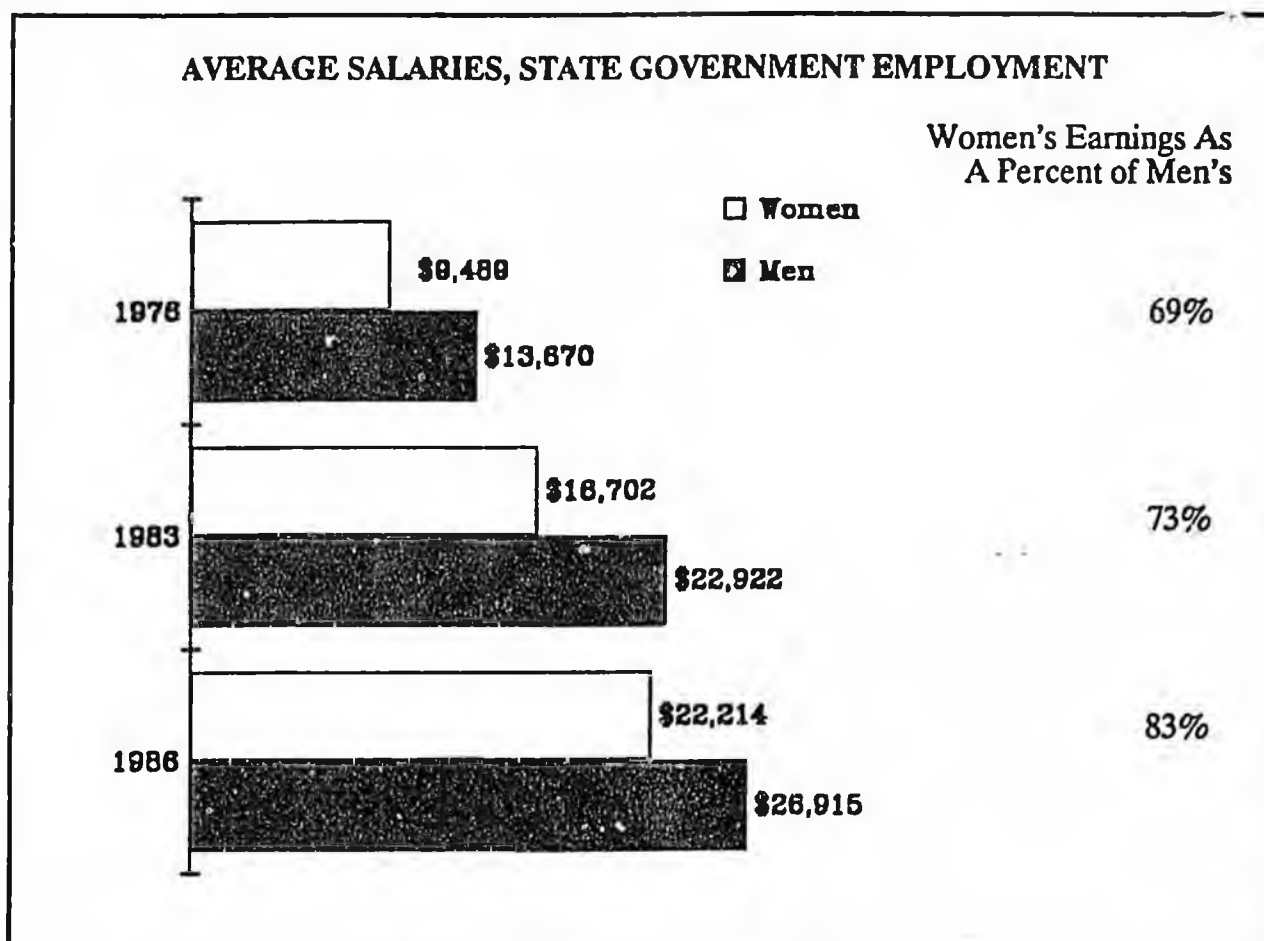
When the Council on the Economic Status of Women established a Pay Equity Task Force in 1981, the original earnings gap was examined.

Task force members questioned why there was a persistent pattern of salary differences, since the Equal Pay Act requires equal pay for equal work. The gap was largely explained by occupational segregation in state employment. In other words, there were relatively few cases where men and women were doing the same ("equal") work.

The task force then analyzed pay for work of equal value, by comparing pay with points assigned to state jobs under the Hay job evaluation system.

Pay Equity Analysis

Using the Hay points assigned to state jobs, the Council's task force compared points and pay for male-dominated and female-dominated jobs in state service. The "before" scattergram on page 12 shows the results of that analysis.



Each asterisk on the scattergram represents one male job class, while each "F" represents one female job class. The salary figures used to plot the scattergram represent the maximum monthly salary for each job class. This refers to the maximum of the pay range, not the pay for individual employees. This means that the pattern is not affected by individual pay differences caused by factors such as seniority, which affect the actual pay within the pay range.

For the system as a whole, there is a positive correlation between evaluation points and pay -- that is, jobs with higher point values generally receive higher pay than jobs with lower point values.

However, the scattergram shows a consistent pattern of lower pay for female-dominated jobs than for male-dominated

jobs -- even when the two jobs are at the same point level.

The list below provides some examples of this pattern as it affected individual state jobs in 1981.

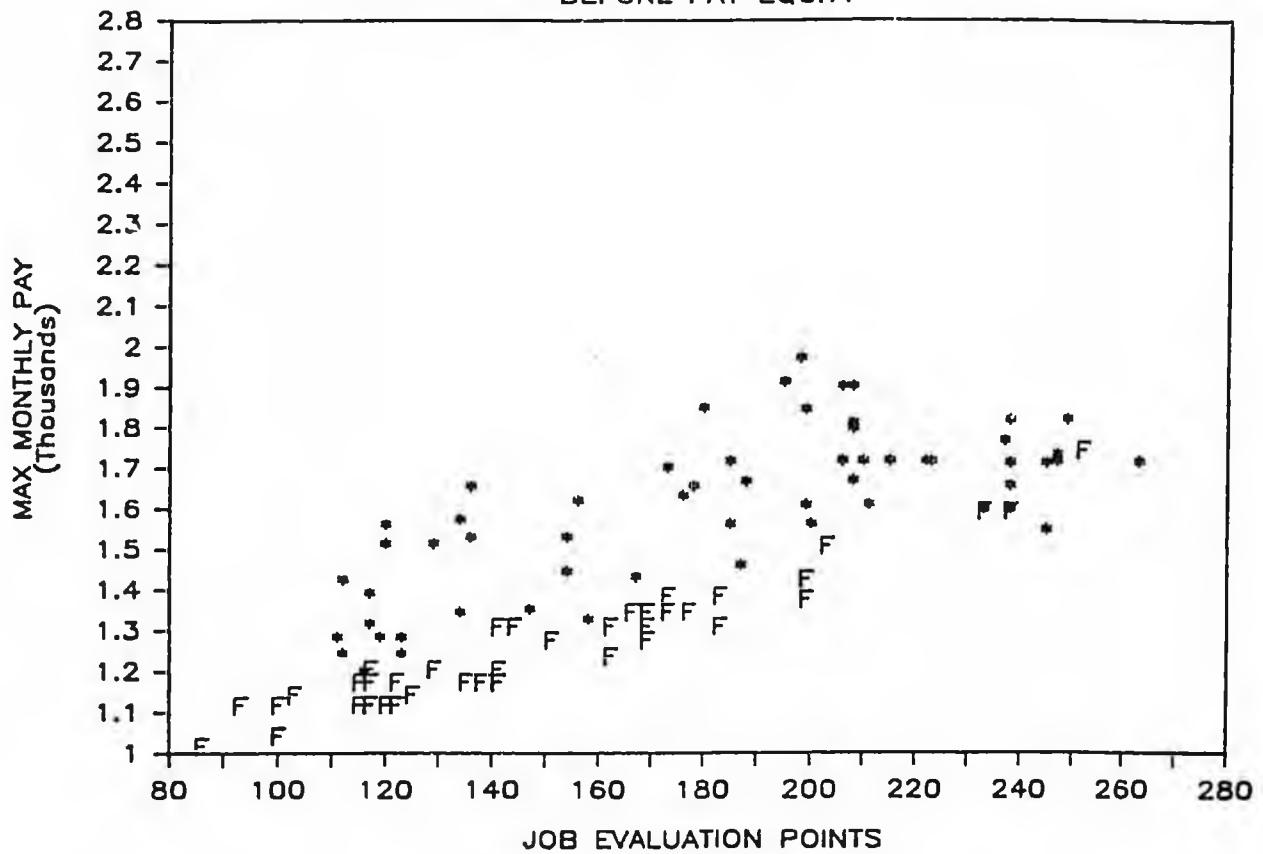
In each of these examples, the pay for female jobs is consistently lower than the pay for male jobs at the same point value. Appendix II of this report includes a list of the ten largest male classes and the ten largest female classes in state government in 1981, with point ratings and pay rates for each class. Appendix III is a listing of all state job classes which were either male-dominated or female-dominated at that time, with point ratings and pay rates.

Pay inequities can also be analyzed using a series of schematic scattergrams.

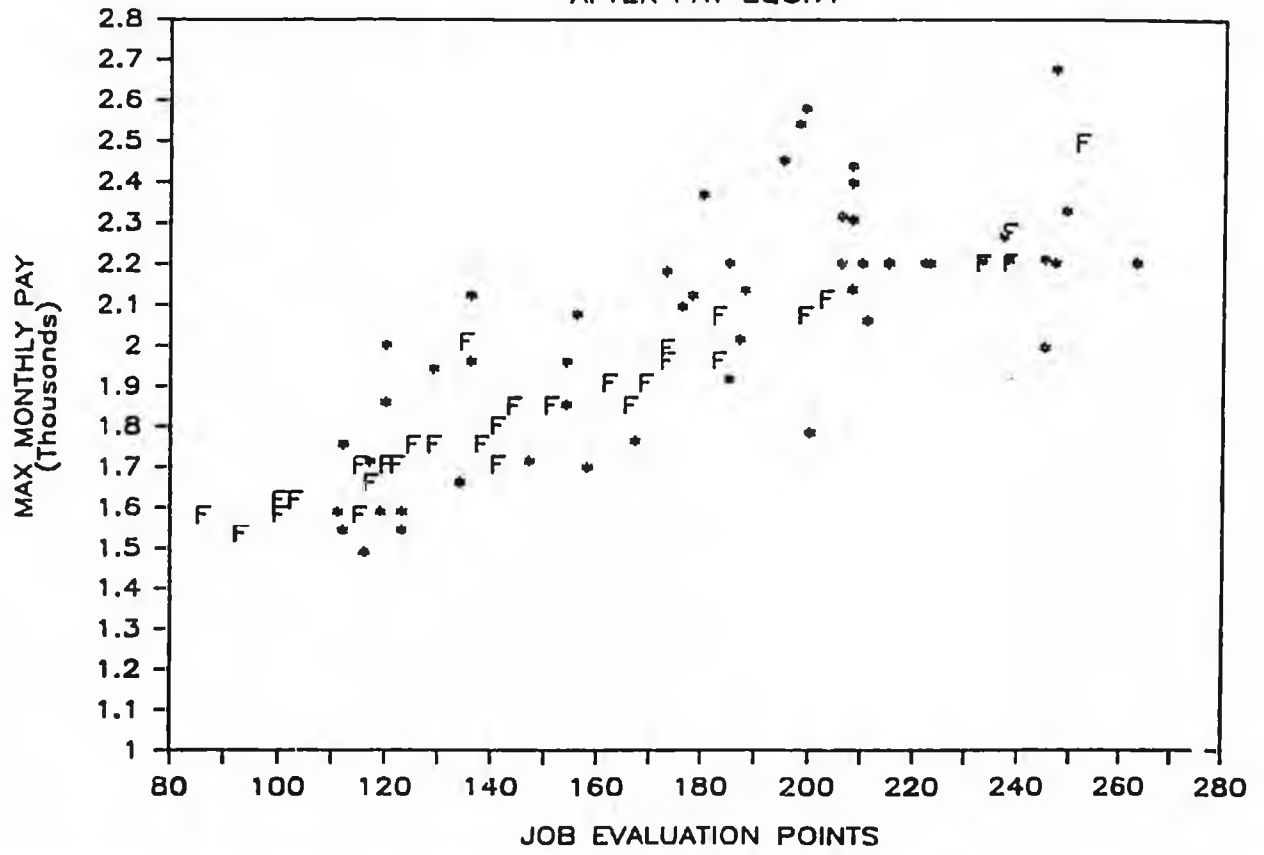
Hay Point Ranking of State Government Jobs, 1981

Class Type	Class Title	Hay Points	Maximum Monthly Salary	
			"Male" Jobs	"Female" Jobs
M	Delivery Van Driver	117	\$ 1,382	
F	Clerk Typist 2	117		\$ 1,115
M	Grain Sampler 1	120	\$ 1,552	
F	Microfilmer	120		\$ 1,115
M	Automotive Parts Technician	129	\$ 1,505	
F	Dining Hall Coordinator	129		\$ 1,202
M	Grain Inspector 2	173	\$ 1,693	
F	Administrative Secretary	173		\$ 1,343
M	Radio Communication Supervisor	199	\$ 1,834	
F	Typing Pool Supervisor	199		\$ 1,373

MINNESOTA STATE GOVERNMENT BEFORE PAY EQUITY



MINNESOTA STATE GOVERNMENT AFTER PAY EQUITY



In the first scattergram on this page, male-dominated jobs are plotted using the letter "M". This forms a "line of central tendency" which shows the average pay for male jobs at any given point level. This average male pay line is shown in the second scattergram.

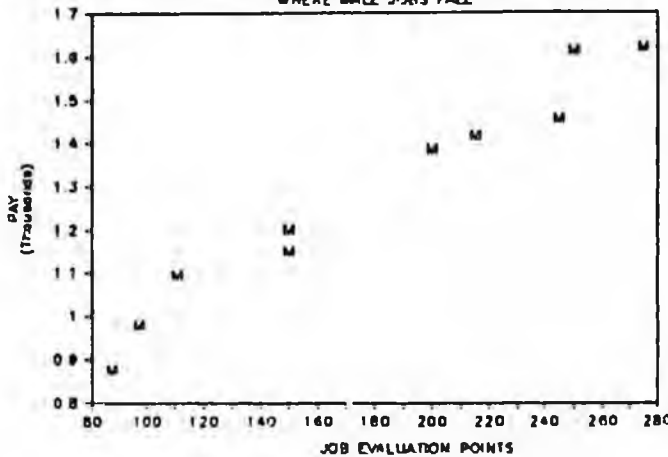
The third scattergram shows the typical pattern of pay for female jobs in comparison to this average pay line. In the analysis of state employees conducted in 1981, there were no female jobs above the average male salary line.

The goal of pay equity is to eliminate the

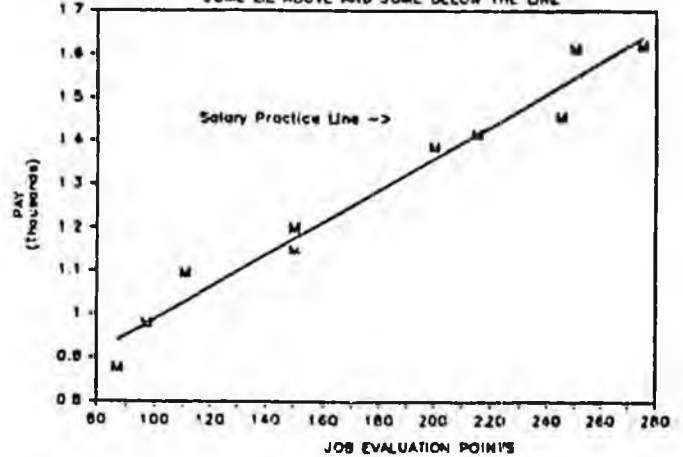
dual wage structure. This would mean that both male and female jobs are scattered around the line. This theory is shown in the fourth scattergram. The second scattergram on page 12 shows this achieved with the implementation of pay equity in state government.

Pay equity does not require that all jobs be paid according to a formula based on points. Jobs may be above or below the line because of factors such as recruitment, collective bargaining or for other reasons. However, when pay equity is fully implemented there will no longer be a pattern of consistently lower pay for female jobs.

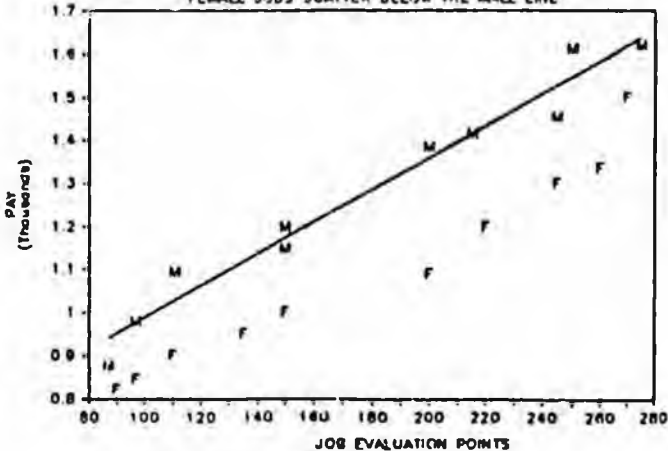
SCATTERGRAM OF MALE JOBS
WHERE MALE JOBS FALL



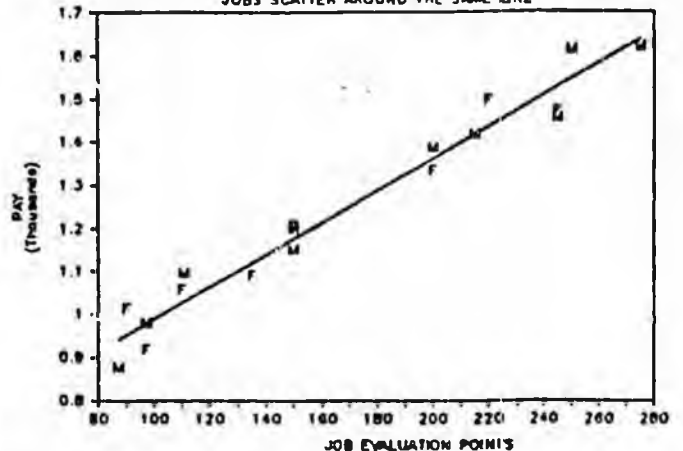
LINE OF CENTRAL TENDENCY FOR MALE JOB
SOME LIE ABOVE AND SOME BELOW THE LINE



MALE, FEMALE AND MALE SALARY LINE
FEMALE JOBS SCATTER BELOW THE MALE LINE



IDEAL SITUATION: ONE PAY PRACTICE
JOBS SCATTER AROUND THE SAME LINE



State Government Employees Pay Equity Act

As a result of this analysis the Council on the Economic Status of Women recommended legislative action. Legislators from both parties supported the pay equity bill and no testimony was offered in opposition. The initial legislation was supported by Republican Governor Albert Quie. Subsequent implementation was supported by Democratic Governor Rudy Perpich.

In 1982, the legislature passed the State Employees Pay Equity Act (see Appendix IV) in the form of amendments to the state personnel law, Minnesota Statutes Chapter 43A. The bill was authored by Senator Linda Berglin, then Chair of the Council on the Economic Status of Women, and by Representative Wayne Simoneau.

The new law included a policy and a procedure to provide pay equity for state government employees. The policy statement made "comparability of the value of the work" the primary consideration in state salary-setting:

"It is the policy of this state to attempt to establish equitable compensation relationships between female-dominated, male-dominated and balanced classes of employees in the executive branch. Compensation relationships are equitable within the meaning of this subdivision when the primary consideration in negotiating, establishing, recommending and approving total compensation is comparability of the value of the work in relationship to other positions in the executive branch."

The law also established the following procedure for implementation:

- By January 1 of odd-numbered years, the Commissioner of Employee Relations submits a list of female-dominated classes which are paid less than other classes of comparable value.

Also submitted is an estimate of the cost of full salary equalization.

- The Legislative Commission on Employee Relations recommends to the House Appropriations Committee and the Senate Finance Committee an amount to be appropriated for comparability adjustments.
- Funds are appropriated through the usual legislative process. These funds are part of the salary supplement which also includes funds for other increases. However, the pay equity funds are earmarked for salary equalization for the job classes on the list submitted by the commissioner. Pay equity funds not used for this purpose revert to the state treasury.
- Appropriated funds are assigned to the different bargaining units in proportion to the total cost of implementing pay equity for the persons in the job classes represented by that unit. The actual distribution of salary increases to eligible classes is negotiated through the usual collective bargaining process.

Implementation for State Employees

The procedure outlined in the 1982 legislation went into effect for the first time in 1983. (The Minnesota legislature appropriates funds on a biennial basis, with major appropriations made in odd-numbered years.)

In 1983, the Commissioner of Employee Relations submitted the required list of underpaid female-dominated classes and estimated overall implementation costs at \$26 million. This represented four percent of the total annual state payroll.

The legislature approved the list of eligible classes and appropriated 1.25 percent of payroll per year for the first biennium of pay equity implementation. This represented an appropriation of \$21.7 million.

The money was allocated to bargaining units based on the cost for each unit to achieve pay equity.

The \$21.7 million was enough to eliminate about \$14 million of the total inequity of \$26 million, as follows:

- \$7 million spent to reduce inequities in the first year of the biennium;
- \$7 million spent to maintain this level of funding in the second year of the biennium; and
- \$7 million spent to further reduce inequities in the second year of the biennium.

Union contracts were negotiated with each bargaining unit. These contracts included the distribution of pay equity funds as well as general wage adjustments. The contracts were for the period beginning July 1, 1983, and ending June 30, 1985.

- In the first biennium of implementation, 8,225 employees in 151 female-dominated job classes received pay equity increases.
- About 90 percent of these employees were women, while ten percent were men in female-dominated classes.
- The major beneficiaries were: clerical workers, all of whom received pay equity increases; and health care employees, about half of whom received pay equity increases.

In the 1985 legislative session the procedure continued. The Department of Employee Relations submitted the revised list of underpaid female-dominated classes and a revised cost estimate. The legislature earmarked pay equity funds of \$11.7

million. This amount allowed for full implementation of pay equity for Minnesota state employees by the end of the biennium (June 30, 1987).

With the signing of collective bargaining agreements in 1985, the state and its unions ensured full implementation. Some of the overall results of the program include:

- The total cost of pay equity was 3.7 percent of payroll.
- Approximately 8,500 employees in 200 female-dominated classes received pay equity increases.
- The major groups affected were clerical workers and health care workers; about 10 percent of those receiving increases were men.
- The estimated average pay equity increase was \$2,200.
- No state employees had wages cut as a result of pay equity and there were no employee layoffs.

The program is strongly supported by state employees. Minnesota has achieved a national reputation as a state where pay equity works.

It has sometimes been suggested that pay equity might discourage women from seeking jobs in traditionally male fields, since pay equity leads to higher pay for traditionally female fields. The Minnesota experience shows that this fear is unfounded. During the period the state implemented pay equity, the numbers of women working for the state increased by 6 percent. In the same period, the numbers of women in non-traditional jobs increased by 19 percent.

MINNESOTA LOCAL GOVERNMENTS

There are an estimated 163,000 employees in the 1,600 local governments in Minnesota, primarily cities, counties and school districts. Local government employees in the state outnumber state government employees by about 3 to 1. About half of the employees in local government jurisdictions are women, although women's representation varies widely by jurisdiction.

Women in Local Governments

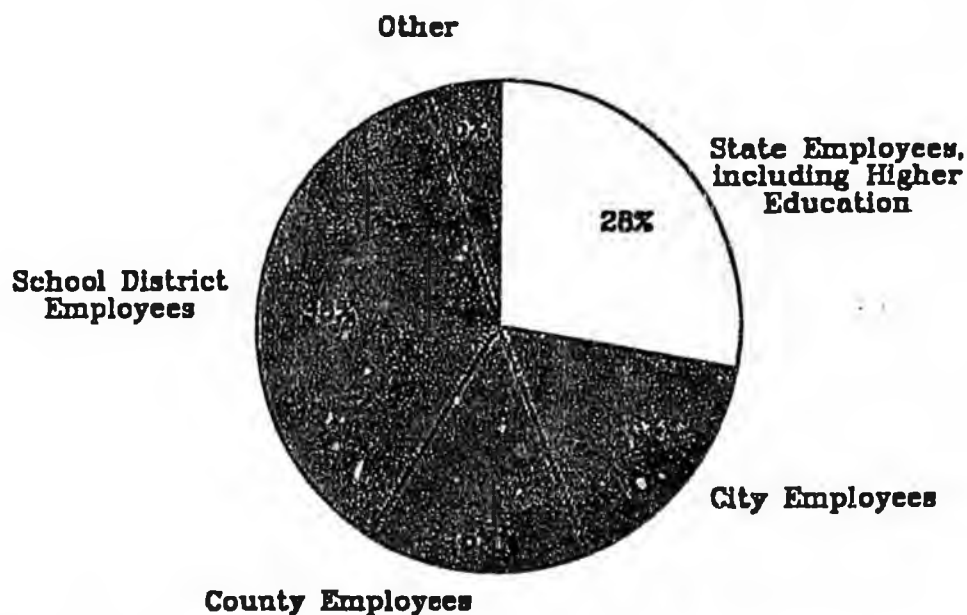
The state has 855 cities. However, only 677 cities are covered by the pay equity law because the others have only one employee and therefore no pay equity comparisons are possible. Cities provide police and fire protection, street maintenance, sewer and water services. In addition, cities may choose to provide utility services, operate municipal liquor stores, operate hospitals and maintain airports. Probably because most of these functions have historically

been performed by men, the large majority of city employees are men. Women represent only about one-fifth of city employees.

Minnesota has 87 counties. Each has authority for a wide range of social service activities, as well as property assessment, maintenance of roads and bridges and other functions. Perhaps because of their role in public welfare programs, counties employ many more women than do cities. Overall, about half of county employees are women.

There are 435 school districts in Minnesota. About 60 percent of school district employees are women. Overall, about three-fourths of school district payrolls are made up of certified staff (teachers and administrators), while one-fourth of school district payrolls are made up of non-certified staff. Women account for more than three-fourths of elementary school teachers, although they are only about one-third of secondary teachers. Most school

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1980**



administrators are men, but women account for the majority of food service workers, office and clerical workers and teacher aides.

Local Government Pay Equity Act

In 1984, the Minnesota legislature passed a bill requiring local governments to undertake pay equity activities (see Appendix V). The bill was authored by Senator Linda Berglin and Representative Phil Riveness.

Two factors were important in passage of the new law: (1) the ease of pay equity implementation at the state level; and (2) the court decision in the State of Washington lawsuit.

The Local Government Pay Equity Act is now codified in Minnesota Statutes 471.991 - 471.999. Like the state government pay equity law, the local government law includes a basic policy statement as well as a procedure for implementation. The policy statement is:

"Every political subdivision of this state shall establish equitable compensation relationships between female-dominated, male-dominated, and balanced classes of employees." (471.992) "Equitable compensation relationship' means that a primary consideration in negotiating, establishing, recommending, and approving total compensation is comparable work value in relationship to other employee positions within the political subdivision." (471.991)

The law required each local government jurisdiction to use a job evaluation system to determine comparable work value. Local governments were required to meet and confer with exclusive representatives of their employees on the development or selection of a job evaluation system. Jurisdictions could design their own system, hire a consultant and use the consultant's system or borrow a system used by some other public employer in the state.

Local governments were required to submit a pay equity report to the Department of Employee Relations by October 1, 1985. Each report was to include the following information:

- (1) The title of each job class in the jurisdiction;
- (2) for each job class, the following information as of July 1, 1984:
 - (a) the number of incumbents;
 - (b) the percentage of the incumbents who were female;
 - (c) the comparable work value of the class, as defined by the job evaluation; and
 - (d) the minimum and maximum monthly salary for the class;
- (3) a description of the job evaluation system used;
- (4) a plan for establishing equitable compensation relationships between female-dominated and male-dominated classes, including:
 - (a) identification of classes for which compensation inequity existed based on the comparable work value;
 - (b) a timetable for implementation of pay equity; and
 - (c) the estimated cost of implementation.

The law provided local governments with limited legal protections while the process of implementing pay equity was underway. The results of the job evaluation could not be used as evidence in state courts or in administrative actions before the state Human Rights Department. This protection expired on August 1, 1987. In addition, the law prohibited any cause of action before August 1, 1987, for failure to comply with the requirements.

In 1987, the legislature approved an amendment to the Omnibus Education Act which established a financial penalty for schools which did not submit pay equity reports by October 1, 1987 (see Appendix VI). For those school districts, a freeze would be imposed on administrative costs for the 1987-88 school year and a five percent

reduction would be made in the district's state funding for the 1988-89 school year. All state school districts submitted pay equity reports by the deadline, so no financial penalties were imposed. In 1988 the legislature required schools to achieve full pay equity implementation by December 31, 1991, or sooner, or face the five percent aid reduction penalty. This amendment also clarified that no market studies are required.

In 1988, the legislature imposed similar penalties for cities and counties. A limit on the amount of taxes which could be levied would have applied to jurisdictions which failed to report by October 1, 1988. However, all jurisdictions reported by that date so no penalties were imposed. The law also established a five percent aid reduction for those jurisdictions which failed to complete implementation of pay equity by December 31, 1991 - more than seven years after passage of the original local government law. All of the penalty provisions are limited to jurisdictions with ten or more employees.

Technical Assistance

The Department of Employee Relations was required to provide technical assistance to local governments to help them in complying with the law. The department published a series of booklets for this purpose. "A Guide to Implementing Pay Equity in Local Government," published in August 1984, contained basic information about the law and options for local governments in conducting a job evaluation study. Other publications included supplements for counties, schools, cities, hospitals and a special supplement for very small cities with ten or fewer employees. Each supplement contained the reporting form and instructions for completing the report.

Each of these supplements also included a "job match list" appropriate for the type of jurisdiction, with a list of state jobs and evaluation points which the jurisdiction

could match with local jobs. This allowed local governments to "piggy-back" on the existing state job evaluation system without incurring the costs of hiring consultants.

The Department of Employee Relations also developed computer software for pay analysis and conducted training seminars for local governments across the state.

Finally, the department prepared a report to the legislature in January of 1986, as required by the law. The report included information gathered from local governments, including a list of local governments which did not comply with the law's reporting requirements.

All of the materials listed in this section are available on request from the Department of Employee Relations.

Local Government Reports

The Department of Employee Relations has now received 1,522 pay equity reports from local governments. This represents 100 percent of the jurisdictions with 10 or more employees and a large proportion of the smaller jurisdictions.

All 435 school districts have at least 10 employees and all have filed complete pay equity reports. All 87 counties also have at least 10 employees and all have reported. Of the cities and townships, 645 have reported - a figure which includes 26 cities and townships with fewer than 10 employees. The remaining cities and townships have fewer than 10 employees and did not report. Finally, 355 other jurisdictions have reported - hospitals, libraries, utilities, housing authorities, soil and water districts and others.

Evaluation Systems

- * About 40 percent of all reporting jurisdictions used the state job match system to evaluate jobs.

- An estimated 45 percent used a consulting system.
- Five percent designed their own job evaluation system or borrowed another employer's system.
- About 10 percent did not use a system because they had only one employee or all employees were of the same sex.
- All of the evaluation systems showed similar results and the cost of correcting inequities was similar regardless of the system used.

Inequities

- Fifty-eight percent of those reporting identified inequities in their workforce. Most of those without inequities were small employers.
- An estimated 30,000 employees are eligible for pay equity increases. The average amount of pay equity increase is estimated at \$200 per eligible employee per month.
- Occupational groups with the largest numbers of employees eligible for pay equity increases are clerical workers, food service workers and school aides.

Implementation Plans

- The average cost of pay equity for the 1,090 local governments reporting as of January 1986, was 2.6 percent of payroll -- 1.7 percent of payroll for schools, 4.1 percent of payroll for cities and 3.8 percent of payroll for counties. This means the costs are generally similar to the cost in state government, at 3.7 percent of payroll.
- Local governments planned to implement pay equity over an average of 2.3 years. Again, the local government process is similar to that used in state government, with increases phased in at

a rate of about one percent of payroll per year.

These data are based on the estimates submitted by local governments. No detailed analysis has been made of costs for those reporting later, but the Department of Employee Relations believes these averages are generally accurate for late reporters as well. Actual implementation will be achieved through the collective bargaining process for those jurisdictions where employees are represented by a union.

Local government pay equity reports for each jurisdiction are public information and available to anyone who requests it. To request a copy, contact the local government directly or the Department of Employee Relations. There may be a fee to cover the cost of copying the report.

Current Status

Minnesota has made enormous progress toward achieving pay equity. Information has been gathered, plans have been made and in many cases implementation has been achieved or is underway. However, some issues have not yet been fully resolved.

Some jurisdictions have misinterpreted pay equity to require wage adjustments for reasons other than sex bias. This can confuse the issue and lead to inappropriately high cost estimates. Others have failed to make a comparison between female jobs and male jobs. In these cases an averaging or discounting process has been used. This method establishes a lower average pay rate for female jobs than the average pay rate for male jobs - thereby institutionalizing pay inequities.

In 1989, Senator Linda Berglin and Representative Wayne Simoneau introduced legislation to clarify the definition of pay equity and strengthen enforcement. This bill includes:

- A statement identifying the purpose of pay equity: to eliminate sex-based wage discrimination.
- A definition which can be used to determine whether equity has been achieved. The original law includes a procedural definition: that pay equity must be a primary consideration in establishing pay. Now that implementation has begun and penalties may be assessed for non-compliance, a results-oriented definition is needed.
- A process for determining compliance after the deadline date of December 31, 1991. The process includes: (1) a brief implementation report to be prepared by each jurisdiction and submitted to the Department of Employee Relations; (2) a review by the depart-

ment, including notice and consultation with any jurisdiction not in compliance; and (3) an appeals process for any jurisdiction which is determined to be out of compliance.

The legislature did not act on the bill during the 1989 session. However, several hearings were conducted during the interim and action is expected in the 1990 session.

While some clarification is needed, most local government employers appear to be making a good faith effort to comply with both the letter and the spirit of the Local Government Pay Equity Act. With continued cooperative efforts on the part of all those concerned, pay equity will soon be a reality for all public sector employees in Minnesota.



APPENDICES

APPENDIX I	24
Comparison of Pay Equity Activities in the State of Washington and the State of Minnesota	
APPENDIX II	26
Ten Largest Male & Female Jobs, 1981	
APPENDIX III	27
Hay Point Ranking of Job Classes, 1981	
APPENDIX IV	33
Minnesota Pay Equity Law for State Employees	
APPENDIX V	35
Local Government Pay Equity Act, As Amended	
APPENDIX VI	39
Law Establishing a Financial Penalty for Non-reporting by Schools	
APPENDIX VII	40
Law Establishing a Financial Penalty for Non-compliance of Schools	
APPENDIX VIII	41
Resources	
APPENDIX IX	42
Technical Notes	

APPENDIX I. COMPARISON OF PAY EQUITY ACTIVITIES IN THE STATE OF WASHINGTON & THE STATE OF MINNESOTA

The following information is excerpted from "Fair Pay - What's the Real Cost?" published by the National Committee on Pay Equity.

WASHINGTON: INACTION/ LITIGATION

Study Shows Pay Gap

In 1974, the State of Washington, with a total workforce of 30,000, performed a job evaluation study. The study showed that jobs held mostly by women were underpaid.

State Does Not Act

No steps were taken to correct the gap.

Inaction Prompts Lawsuit

AFSCME filed charges under Title VII of the Civil Rights Act. Only after the lawsuit was filed did the legislature begin correction. In 1983, nine years after the original study, the state passed legislation committing the state to pay equity by 1993.

Cost Would Have Been 5% of Payroll

The cost of correcting the gap was estimated at 5% of payroll.

Court Rules State Discriminated

In late 1983, a U.S. district court found the state guilty of discrimination.

Back Pay Awarded, Cost Rises

The judge awarded immediate wage corrections to employees in female jobs and back pay going back 5 years. The back pay award resulting from the state's refusal to make corrections voluntarily would have increased the cost for Washington State to over 25% of state payroll.

MINNESOTA: VOLUNTARY ACTION

Study Shows Pay Gap

In 1979, the State of Minnesota, with a total workforce of 30,000, performed a job evaluation study. The study showed that jobs held mostly by women were underpaid.

State Acts

The Minnesota Legislature responded by requiring pay equity in the state workforce.

Cooperative Process Established

In 1981, the Council on the Economic Status of Women established a Task Force on Pay Equity.

The Task Force issued a report showing the undervaluation of female jobs.

Cost is 4% of Payroll

The total cost of the correction was identified to be 4% of the state's payroll.

Legislature Phases In Correction

In March 1982, a bill passed which provided for a 4-year phased-in correction of inequities.

Increases Bargained

The first installment of the appropriation for wage increases was made in January 1983: \$21.7 million to cover the first two years of the phase-in. The actual distribution of this amount was negotiated through the usual collective bargaining process.

WASHINGTON: INACTION/ LITIGATION

Litigation Continues

The state appealed the court decision and the U.S. Circuit Court of Appeals overturned the lower court's decision.

Settlement Reached

AFSCME and the State of Washington agreed to a financial settlement of \$106 million over a five-year period, rather than continuing litigation with an AFSCME appeal to the U.S. Supreme Court.

MINNESOTA: VOLUNTARY ACTION

Final Implementation

The final installment of the appropriation for pay equity adjustments was made in the spring of 1985: \$11.7 million to complete pay equity implementation. These were negotiated and adjustments were made to eligible employees in July 1986.

The total cost of pay equity was 3.7 percent of payroll.

A University of Minnesota study of pay equity implementation found that more than 80 percent of the state employees surveyed strongly supported the pay equity program.

APPENDIX II. TEN LARGEST MALE & FEMALE JOBS, 1981

Listed below are the largest male and female job classes in Minnesota state government as of 1981, when the initial pay equity study was done. These jobs accounted for about one-fourth of state government employees. The list showed a consistent pattern of lower pay for female jobs, even when these jobs required the same or higher levels of skill, effort and responsibility than male jobs, according to the Hay evaluation points.

CLASS TYPE	JOB CLASS	HAY PTS	1981 SALARY (MONTHLY MAXIMUM)	
			MALE	FEMALE
F	Clerk Typist 1	100		1,039
F	Clerk 2	117		1,115
F	Clerk Typist 2	117		1,115
M	General Repair Worker	134	1,564	
F	Clerk Stenographer 2	135		1,171
F	Clerk Typist 3	141		1,171
F	Human Services Technician Senior	151		1,274
M	Highway Maintenance Worker Senior	154	1,521	
F	Clerk Stenographer 4	162		1,307
F	Clerk Typist 4	169		1,274
F	Human Services Specialist	177		1,343
M	Highway Technician Intermediate	178	1,646	
F	Licensed Practical Nurse 2	183		1,382
M	Correctional Counselor 2	188	1,656	
M	Highway Technician Senior	206	1,891	
M	Heavy Equipment Mechanic	237	1,757	
M	Natural Resources Spec-Conservation	238	1,808	
M	Principal Engineering Specialist	298	2,347	
M	Engineer Senior	382	2,619	
M	Engineer Principal	479	2,923	

APPENDIX III. HAY POINT RANKING OF JOB CLASSES, 1981

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

NO. OF INCUM BENTS	PERCENT WOMEN	JOB CLASS OR TITLE	HAY PTS	1981 SALARY (MONTHLY MAXIMUM)	
				MALE	FEMALE
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 Sr	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%	Building 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	

NO.OF INCUM- BENTS	PERCENT WOMEN	JOB CLASS OR TITLE	1981 SALARY (MONTHLY MAXIMUM)		
			HAY PTS	MALE	FEMALE
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 Service 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	
1335	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 Mech. 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	

NO. OF INCUM BENTS	PERCENT WOMEN	JOB CLASS OR TITLE	HAY PTS	1981 SALARY (MONTHLY MAXIMUM)	
				MALE	FEMALE
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	195	1,902	
12	8.3%	Buyer 2	198	1,061	
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	
31	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	233		1,590
128	0.0%	Heavy Equipment Mechanic	237	1,757	

NO. OF INCUM BENTS	PERCENT WOMEN	JOB CLASS OR TITLE	HAY PTS	1981 SALARY (MONTHLY MAXIMUM)	
				MALE	FEMALE
18	16.7%	Pollution Control Specialist	238	1,590	
132	0.8%	Natural Resources Spec 2-Conser	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 Super	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	
17	17.6%	Graduate Engineer 1	275	1,768	
11	9.1%	Corrections Agent	275	1,590	
51	17.6%	Pollution Control Spec Intermed	275	1,891	
23	8.7%	Chemist Intermediate	275	1,891	
12	0.0%	Land Supervisor	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 Instr	275	2,260	
38	18.4%	Corrections Agent Senior	275	1,961	
11	9.1%	Hydrologist	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 Sr	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-Conserv	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	

NO. OF INCUM BENTS	PERCENT WOMEN	JOB CLASS OR TITLE	HAY PTS	1981 SALARY (MONTHLY MAXIMUM)	
				MALE	FEMALE
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	532		2,050
22	0.0%	Pollution Control Specialist Sr	342	2,104	
37	5.4%	Crime Investigator 2	352	2,533	
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		1,911
12	8.3%	Correctional Supervisor	406	2,116	
33	12.1%	Rehabilitation Counselor Super	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	

NO. OF INCUM BENTS	PERCENT WOMEN	JOB CLASS OR TITLE	HAY PTS	1981 SALARY (MONTHLY MAXIMUM)	
				MALE	FEMALE
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	3,010	
15	13.3%	Mediator	654	3,010**	
13	15.4%	Chief of Service	864	3,473	

* Salary set by statute.

**Salary is part of the Commissioner's Plan for unrepresented employees.

APPENDIX IV. MINNESOTA PAY EQUITY LAW FOR STATE EMPLOYEES

Chapter 43A

Department of Employee Relations

43A.01 Policies.

Subd. 3. **Equitable compensation relationships.** It is the policy of this state to attempt to establish equitable compensation relationships between female-dominated, male-dominated, and balanced classes of employees in the executive branch. Compensation relationships are equitable within the meaning of this subdivision when the primary consideration in negotiating, establishing, recommending, and approving total compensation is comparability of the value of the work in relationship to other positions in the executive branch.

43A.02 Definitions.

Subd. 6a. **Balanced class.** "Balanced class" means any class in which no more than 80 percent of the incumbents are male and no more than 70 percent of the incumbents are female.

Subd. 11. **Class.** "Class" means one or more positions sufficiently similar with respect to duties and responsibilities that the same descriptive title may be used with clarity to designate each position allocated to the class and that the same general qualifications are needed for performance of the duties of the class, that the same tests of fitness may be used to recruit employees, and that the same schedule of pay can be applied with equity to all positions in the class under the same or substantially the same employment conditions.

Subd. 13. **Commissioner.** "Commissioner" means the commissioner of employee relations.

Subd. 14a. **Comparability of the value of the work.** "Comparability of the value of the work" means the value of the work measured by the composite of the skill, effort, responsibility, and working conditions normally required in the performance of the work.

Subd. 22a. **Female-dominated class.** "Female-dominated class" means any class in which more than 70 percent of the incumbents are female.

Subd. 27a. **Male-dominated class.** "Male-dominated class" means any class in which more than 80 percent of the incumbents are male.

43A.05 Policies and Responsibilities Through the Personnel Bureau.

Subd. 5. **Comparability adjustments.** The commissioner shall compile, subject to availability of funds and personnel, and submit to the legislative commission on employee relations by January 1 of each odd-numbered year a list showing, by bargaining unit, and by plan for executive branch employees covered by a plan established pursuant to section 43A.18, those female-dominated classes and those male-dominated classes in state civil service for which a compensation inequity exists based on comparability of the value of the work. The commissioner shall also submit to the legislative commission on employee relations, along with the list, an estimate of the appropriation necessary for providing comparability adjustments for classes on the list. The commission shall review and approve, disapprove, or modify, the list and proposed appropriation. The commission's action shall be submitted to the full legislature in the same manner as provided in sections 3.855 and 43A.18 or 179A.22, subdivision 4, provided that the full legislature may approve, reject, or modify the commission's action. The commission shall show the distribution of the proposed appropriation among the bargaining units and among the plans established under 43A.18. Each bargaining unit and each plan shall be allocated that proportion of the total proposed appropriation which equals the cost of providing adjustments for the positions in the unit or plan approved by the commission for comparability adjustments divided by the total cost of providing adjustments for all positions on the list approved by the commission for comparability adjustments. Distribution of any appropriated funds within each bargaining unit or plan shall be determined by collective bargaining agreements or by plans.

Subd. 6. Allocation. The amount recommended by the legislative commission on employee relations pursuant to subdivision 5 to make comparability adjustments shall be submitted to the full legislature by March 1 or each odd-numbered year. The legislature may accept, reject, or modify the amount recommended. The commissioner of finance, in consultation with the commissioner of employee relations, shall allocate the amount appropriated by the legislature, on a pro-rata basis, if necessary, to the proper accounts for distribution to incumbents of classes which have been approved for comparability adjustments.

Funds appropriated for purposes of comparability adjustments for state employees shall be drawn exclusively from and shall not be in addition to the funds appropriated for salary supplements or other employee compensation. Funds not used for purposes of comparability adjustments shall revert to the appropriate fund.

Subd 7. Human Rights. The commissioner of human rights or any state court may use as evidence the results of any job evaluation system established under subdivision 5 and the reports compiled under subdivision 5 in any proceeding or action alleging discrimination.

43A.18 Total Compensation; Collective Bargaining Agreements; Plans

Subd. 8. Compensation relationships of positions. In preparing management negotiating positions for compensation which is established pursuant to subdivision 1, and in establishing, recommending and approving total compensation for any position within the plans covered in subdivisions 2, 3 and 4, the commissioner shall assure that;

- (a) Compensation for positions in the classified and the unclassified service compare reasonably to one another;
- (b) Compensation for state positions bears reasonable relationship to compensation for similar positions outside state service;
- (c) Compensation for management positions bears reasonable relationship to compensation of represented employees managed;
- (d) Compensation for positions within the classified service bears reasonable relationships among related job classes and among various levels within the same occupations; and
- (e) Compensations bear reasonable relationships to one another within the meaning of this subdivision if compensation for positions which require comparable, skill, effort, responsibility, and working conditions is comparable and if compensation for positions which require differing skill, effort, responsibility, and working condition is proportional to the skill, effort, responsibility, and working conditions required.

Laws 1982, Chapter 634, sections 1-8

APPENDIX V. LOCAL GOVERNMENT PAY EQUITY ACT

Chapter 471

Rights, Powers, Duties: Several Political Subdivisions

71.991 Definitions.

Subdivision 1. **Terms.** For the purposes of Laws 1984, chapter 651, the following terms have the meanings given them.

Subd. 2. **Balanced class.** "Balanced class" means any class in which no more than 80 percent of the members are male and no more than 70 percent of the members are female.

Subd. 3. **Comparable work value.** "Comparable work value" means the value of work measured by the skill, effort, responsibility, and working conditions normally required in the performance of the work.

Subd. 4. **Class.** "Class" means one or more positions that have similar duties, responsibilities, and general qualifications necessary to perform the duties, with comparable selection procedures used to recruit employees, and use of the same compensation schedule.

Subd. 5. **Equitable compensation relationship.** "Equitable compensation relationship" means that a primary consideration in negotiating, establishing, recommending, and approving total compensation is comparable work value in relationship to other employee positions within the political subdivision.

Subd. 6. **Female-dominated class.** "Female-dominated class" means any class in which 70 percent or more of the members are female.

Subd. 7. **Male-dominated class.** "Male-dominated class" means any class in which 80 percent or more of the members are male.

Subd. 8. **Position.** "Position" means a group of current duties and responsibilities assigned or delegated by a supervisor to an individual.

471.992 Equitable Compensation Relationships.

Subdivision 1. **Establishment.** Subject to sections 179A.01 to 179A.25 but notwithstanding any other law to the contrary, every political subdivision of this state shall establish equitable compensation relationships between female-dominated, male-dominated, and balanced classes of employees.

Subd. 2. **Arbitration.** In all interest arbitration held pursuant to sections 179A.01 to 179A.25, the arbitrator shall consider the equitable compensation relationship standards established in this section, the standards established under section 471.993 together with other standards appropriate to interest arbitration. The arbitrator shall consider both the results of a job evaluation study and any employee objections to the study.

Subd. 3. **Effective date.** This section will become effective August 1, 1987.

471.993 Compensation Relationships of Positions.

Subdivision 1. **Assurance of reasonable relationship.** In preparing management negotiation positions for compensation established through collective bargaining under chapter 179A and in establishing, recommending, and approving compensation plans for employees of political subdivisions not represented by an exclusive representative under chapter 179A, the respective political subdivision as the public employer, as defined in section 179A.03, subdivision 15, or, where appropriate, the Minnesota merit system, shall assure that:

(1) compensation for positions in the classified civil service, unclassified civil service, and management bear reasonable relationship to one another;

(2) compensation for positions bear reasonable relationship to similar positions outside of that particular political subdivision's employment; and

(3) compensation for positions within the employer's work force bear reasonable relationship among related job classes and among various levels within the same occupational group.

Subd. 2. Reasonable relationship defined. For purposes of subdivision 1, compensation for positions bear "reasonable relationship" to one another if:

(1) the compensation for positions which require comparable skill, effort, responsibility, working conditions, and other relevant work-related criteria is comparable; and

(2) the compensation for positions which require differing skill, effort, responsibility, working conditions, and other relevant work-related criteria is proportional to the skill, effort, responsibility, working conditions, and other relevant work-related criteria required.

471.994 Job Evaluation System.

Every political subdivision shall use a job evaluation system in order to determine the comparable work value. The political subdivision may use the system of some other public employer in the state. Each political subdivision shall meet and confer with the exclusive representatives of their employees on the development or selection of a job evaluation system.

471.995 Report Availability.

Notwithstanding section 13.37, every political subdivision shall submit a report containing the results of the job evaluation system to the exclusive representatives of their employees to be used by both parties in contract negotiations. At a minimum, the report to each exclusive representative shall identify the female-dominated classes in the political subdivision for which compensation inequity exists, based on the comparable work value, and all data not on individuals used to support these findings.

471.996 Private Data.

Except as provided in section 471.995, the results of any job evaluation system established under section 471.994 and the reports compiled under section 471.995 shall be considered personnel data as defined in section 13.43, subdivision 1, and treated as private data under section 13.43, subdivisions 4 and 5, until July 31, 1987. The commissioner of mediation services is authorized to release the job evaluation system results and reports to labor organizations as provided under section 13.43, subdivision 6.

471.9966 Effect on Other Law.

Notwithstanding section 179A.13, subdivision 2, it is not an unfair labor practice for a political subdivision to specify an amount of funds to be used solely to correct inequitable compensation relationships. A political subdivision may specify an amount of funds to be used for general salary increases. The provisions of section 471.991 to 471.999 do not diminish a political subdivision's duty to bargain in good faith under chapter 179A or sections 179.35 to 179.39.

471.997 Human Rights Act Evidence.

The commissioner of human rights or any state court may use as evidence the results of any job evaluation system established under section 471.994 and the reports compiled under section 471.995 in any proceeding or action alleging discrimination.

471.9975 Suits Barred.

No cause of action arises before August 1, 1987 for failure to comply with the requirements of Laws 1984, chapter 651.

471.998 Report to Commissioner.

Subdivision 1. Report on implementation plan: contents. Every political subdivision shall report to the commissioner of employee relations by October 1, 1985, on its plan for implementation of sections 471.994 and 471.995. Each report shall include:

(1) the title of each job class which the political subdivision has established;

(2) the following information for each class as of July 1, 1984:

- (a) the number of incumbents;
- (b) the percentage of incumbents who are female;
- (c) the comparable work value of the class, as determined under the system chosen under section 471.994; and
- (d) the minimum and maximum monthly salary for the class;
- (3) a description of the job evaluation system used by the political subdivision; and
- (4) a plan for establishing equitable compensation relationships between female-dominated and male-dominated classes, including:
 - (a) identification of classes for which a compensation inequity exists based on the comparable work value;
 - (b) a timetable for implementation of pay equity; and
 - (c) the estimated cost of implementation.

Subd. 2. **Technical assistance.** The commission of employee relations shall, upon request of a political subdivision, provide technical assistance in completing the required reports.

471.9981 Counties and Cities: Pay Equity Compliance.

Subdivision 1. **1988 report.** A home rule charter or statutory city or county, referred to in this section as a "governmental subdivision," that employs ten or more people and that did not submit a report according to section 471.998, shall submit the report by October 1, 1988, to the commissioner of employee relations.

The plan for implementing equitable compensation for the employees must provide for complete implementation not later than December 31, 1991, unless a later date has been approved by the commissioner. If a report was filed before October 1, 1987, and had an implementation date after December 31, 1991, the date in the report shall be approved by the commissioner. The plan need not contain a market study.

Subd. 2. **Penalty for noncompliance.** Notwithstanding sections 275.50 to 275.56, for taxes levied in 1988, payable in 1989 only, a governmental subdivision that does not submit the report required in subdivision 1 shall be subject to the levy limits provided in subdivisions 3 to 5.

Subd. 3. **Cities.** For a home rule charter or statutory city, the levy limit base for taxes payable in 1989 is the sum of (1) the city's total levy for taxes payable in 1988, excluding the amount levied in that year for debt service and the amount for unfunded accrued pension liabilities under Laws 1987, chapter 268, article 5, section 12, subdivision 4, clause (2); and (2) the amount received in 1988 as described in section 275.51, subdivision 3i. This sum shall be increased by a percentage equal to the greater of the percentage increases in population or in number of households, if any, for the most recent 12-month period for which data is available, using figures derived under section 275.51, subdivision 6. The resulting amount for the home rule charter or statutory city multiplied by 103 percent is the city's levy limit base for taxes payable in 1989. The payable 1989 levy limitation for the city shall be equal to the levy limit base determined under this section reduced by the aids for 1989 enumerated in section 275.51, subdivision 3i.

Subd. 4. **Counties.** For a county, the levy limit base for taxes payable in 1989 is the sum of (1) the county's total levy for taxes payable in 1988, excluding the amount levied in that year for (i) debt service; (ii) levied for unfunded accrued pension liabilities under Laws 1987, chapter 268, article 5, section 12, subdivision 4, clause (2); (iii) income maintenance programs except for the administrative costs associated with those programs; and (iv) social services programs, including the administrative costs associated with those programs, plus (2) the amount received in 1988 as described in section 275.51, subdivision 3i. This sum shall be increased by a percentage equal to the greater of the percentage increases in population or in number of households, if any, for the most recent 12-month period for which data is available, using figures derived under section 275.51, subdivision 6. The resulting amount for the county multiplied by 103 percent is the county's levy limit base for taxes payable in 1989. The

payable 1989 levy limitation for the county shall be equal to the levy limit base determined under this section reduced by the aids for 1989 enumerated in section 275.51, subdivision 3i.

Subd. 5. Exceptions. For taxes payable in 1989, the amounts levied for the following costs are not subject to the limitation under subdivision 3 or 4:

- (1) levies for debt service;
- (2) levies for unfunded accrued pension liabilities as specified in section 275.50, subdivision 5, clause (o);
- (3) levies for income maintenance programs, net of any aid payments received under section 273.1397, and excluding the administrative costs associated with those programs; and
- (4) levies for social service programs including the administrative costs associated with those programs.

The amount levied by the county for taxes payable in 1989 to pay the costs of programs described in clauses (3) and (4) shall be subject to the percentage limitations provided in section 275.50, subdivision 5, clause (d).

Subd. 6. Penalty for failure to implement plan. If the commission of employee relations finds, after notice and consultation with a governmental subdivision, that it has failed to implement its plan for implementing equitable compensation by December 31, 1991, or the later date approved by the commissioner the aid that would otherwise be payable to that governmental subdivision under sections 477A.011 to 477A.014 in calendar year 1992 shall be reduced by five percent; provided that the reduction in aid shall apply to the first calendar year beginning after the date for the implementation of the plan of a governmental subdivision for which the commissioner of employee relations has approved an implementation date later than December 31, 1991. The commissioner may waive the penalty upon making a finding that the failure to implement was attributable to circumstances beyond the control of the governmental subdivision or to severe hardship.

471.999 Report to Legislature.

The commissioner of employee relations shall report to the legislature by January 1, 1986 on the information gathered from political subdivisions. The commissioner's report shall include a list of political subdivisions which did not comply with the reporting requirements of this section.

Laws 1984, Chapter 651, sections 1-11
(Amended) Laws 1986, Chapter 459, sections 1-3
(Amended) Laws 1988, Chapter 702, section 15

APPENDIX VI. Law Establishing a Financial Penalty for Non-reporting by Schools

Laws of Minnesota 1987 Chapter 398 Article I

Sec. 25. Non compliance with Pay Equity.

Subdivision 1. 1987 Report. A school district that employs ten or more people and that did not submit a report according to Minnesota Statutes section 471.998, shall submit a report by October 1, 1987, to the commissioner of employee relations. The report must include:

- (1) a summary of the result of the district's study of its need to establish equitable compensation for its employees;
- (2) the amount of the total annual payroll of the district, and the annual cost of implementing equitable compensation; and
- (3) the plan for implementing equitable compensation for the employees, including a timetable for stages of implementation. The plan must provide for complete implementation not later than December 31, 1991. The plan does not have to contain a market study.

Subd. 2. Total Cost Freeze. Any district that does not comply with subdivision 1, must not expend for the total costs of district administration and supervision more during the 1987-1988 school year than it did during the 1986-1987 school year.

Administration and supervision costs include all costs related to the school board, office of the superintendent, central office, district support services, and administrative and supervisory staff. It includes all costs related to the administration and supervision of elementary education, secondary education, special education, vocational education, community education, food service, transportation services, building operations and maintenance, and other programs.

It does not include principals, assistant principals, direct costs of classroom teaching, and professional support services for pupils such as library, social work, health, and counseling.

The costs shall be determined according to the uniform financial accounting and reporting categories of district and school administration, district support services, and all executive and managerial salaries and their related expenditures. Expenditures related to principals and assistant principals must not be included in any category.

Subd. 3. Aid Reduction for Administration Costs. By October 1, 1987, the commissioner of employee relations shall certify to the commissioner of education the school districts that have not complied with subdivision 1. For each of these school districts, the commissioner of education shall reduce foundation aid for the 1988-1989 school year by an amount equal to five percent of the district's administration costs for the 1986-1987 school year. If the reduction exceeds the district's foundation aid, the reduction shall be made from other aids paid to the district.

APPENDIX VII. Law Establishing a Financial Penalty for Non-compliance of Schools

Chapter 124A

General Education Revenue

124A.31 Equitable Compensation Penalty.

Subdivision 1. Implementation. A school district subject to sections 471.991 to 471.999 shall implement the plan to establish equitable compensation relationships set forth in its report to the commissioner of employee relations. The plan shall be implemented by December 31, 1991, unless a later date is approved by the commissioner. If a report was filed before October 1, 1987, and had an implementation date after December 31, 1991, the date in the report shall be approved by the commissioner.

Subd. 2. Aid reduction for administration costs. By October 1, 1992, the commissioner of employee relations shall certify to the commissioner of education the school districts that have not complied with subdivision 1. For each of these school districts, the commissioner of education shall reduce general education aid for fiscal year 1993 by an amount equal to five percent of the district's administration costs for the 1990-91 school year. If the reduction exceeds the district's general education aid, the reduction shall be made from other aids paid to the district.

Subd. 3. Adjustment of years. The commissioners of employee relations and education shall adjust the years designated in subdivision 2 for school districts with implementation dates after December 31, 1991.

Subd. 4. Extensions. The commissioner of employee relations must extend an implementation date upon a finding that failure to implement was attributable to severe hardship to circumstances beyond the control of the district.

Laws 1988, Chapter 718, Article 7, section 34

APPENDIX VIII. RESOURCES

The following organizations can provide information and assistance on pay equity in Minnesota:

Commission on the Economic Status of Women, 85 State Office Building, St. Paul MN 55155, 612/296-8590 (Twin Cities and other states) or 800-652-9747 (toll-free line for non-metro locations in Minnesota)

Minnesota Department of Employee Relations, 520 Lafayette, St. Paul, MN 55155, 612/296-2653 (Twin Cities and other states) or 800-652-9747 (toll-free line for non-metro locations in Minnesota)

League of Women Voters of Minnesota, 550 Rice, St. Paul, MN 55103, 612/224-5445. "Pay Equity: A Monitoring Guidebook" is available from the League office.

Minnesota Pay Equity Coalition, 550 Rice, St. Paul, MN 55103, 612/228-0338.

The following organization is a clearinghouse of information on pay equity activities nationally:

National Committee on Pay Equity, 1201 Sixteenth Street Northwest, Room 420, Washington, D.C. 20036. (202)822-7304.

APPENDIX IX. TECHNICAL NOTES

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

Page 7. The composition of bargaining units by size and sex is as indicated in a computer printout prepared by the Department of Employee Relations, based on Department of Employee Relations data for October 1984. Bargaining unit names are specified by state law and are not comparable with occupational groups designated by the U. S. Department of Labor.

Page 8. The number of state employee job classes and their composition by size and sex are based on a computer printout prepared by the Department of Employee Relations. Included are full-time unlimited employees in the executive branch, excluding academic employees at the University of Minnesota, state universities and community colleges.

Page 9. 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 HSO9", 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.

Pages 9 & 10. Data about state employees 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. 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 included in the chart on page 10.

Page 12. The scattergrams are computer representations from the listing of male-dominated and female-dominated state employee job classes in Appendix III.

Page 16. Estimates of the numbers of employees of local governments are from 1980 Census data. Estimates of women in local governments are from the Commission's 1980 publication "Minnesota Women: City and County Employment."

Pages 18 and 19. Data from local government pay equity reports are from the Department of Employee Relations report "Pay Equity in Minnesota Local Governments" (January 30, 1986) and from unpublished data from the department.

Appendix I. The information is excerpted from "Fair Pay - What's The Real Cost?" published by the National Committee on Pay Equity.

Appendix II. The top ten male and female jobs are excerpted from the full listing of male-dominated and female-dominated state employee job classes in Appendix III.

Appendix III. 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. The list is limited to classes which had at least 10 incumbents as of October 1981, which had been assigned Hay points and which were either male-dominated or female-dominated.

Information about number of incumbents and percent female is based on the printout described in the note for page 8. Information about number of Hay points assigned is based on the Department of Employee Relations printout described in the note for page 9, and does not account for any positions which have been re-evaluated. Information about salaries is based on bargaining contracts in effect on July 1, 1981, for all bargaining units except those represented by AFSCME, where salaries were in effect as of August 11, 1981.

The COMMISSION ON THE ECONOMIC STATUS OF WOMEN is a legislative advisory commission established by the Minnesota legislature in 1976. Commission members include state senators and representatives. The Commission studies all matters relating to the economic status of women in Minnesota, publishes reports and makes recommendations to the legislature and to the governor. Commission members are:

Senator Linda Berglin
Senator Gary DeCramer
Senator Pat Piper, Chair
Senator James Ramstad
Senator Ember Reichgott

Representative Karen Clark
Representative Connie Morrison
Representative Katy Olson, Vice-Chair
Representative Howard Orenstein
Representative Gloria Segal

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COMMISSION ON THE ECONOMIC STATUS OF WOMEN

Senators debate equal pay for state worker categories

By KRISTEN SEINE
Of The Star Staff

The Senate Community and Regional Affairs Committee of the Alaska State Legislature met last Tuesday in a statewide teleconference to discuss Senate Bill 2, "an act requiring pay equity for certain public employees and requiring the compensation of certain public employees based on the value of work performed."

The bill is sponsored by Senators Donley, Ellis, Salo, Little and Lincoln, and is based, they say, on the policy of "like pay for like work."

The bill declares that "it is the public policy of the state to promote harmonious and cooperative relations between government and its employees, and to protect the public by assuring effective and orderly operations of government." It plans to do that by:

(1) recognizing the right of public employees to organize for the purpose of collective bargaining;

(2) requiring public employers to negotiate with and enter into written agreements with employee organizations on matters of wages, hours, and other terms of conditions of employment;

(3) maintaining merit-system principles and eliminating sex-based wage disparities in public employment.

A copy of a study done by the Alaska State Employees Association, AFSCME, Local 52, AFL-CIO, Women's Issues Committee (Feb. 1993) was included with the information given to those participating in the teleconference. The report found that "a majority of job classifications are sex dominated," as of 957 job classifications studied (from clerk typists to the governor's office), 48 percent were "male dominated," 28 percent were "female dominated," and only 24 percent were "sex balanced."

The study also found that "the pay in female dominated job classifications is significantly less than pay in male dominated and sex balanced job classifications."

Speaking from Valdez, Pat Jones—chair of the Women's Issues Committee that did the survey—testified before the board that, "we are all made weaker by our lack of cohesiveness," and "implored" the committee to put an end to gender-based discrimination.

Sen. Randy Phillips, who hosted the teleconference, noted that the bill will be brought before the legislature

Pay Equity—A Fact Sheet

The Problem

In 1985 full-time women workers earned only 64¢ compared to every \$1.00 earned by men.

This amounted to an \$8,571 gap between men's and women's median annual earnings.

	Annual Earnings		Women's Earnings as % of Men's
	Women's	Men's	
1955	\$2,714	\$4,242	63.9%
1965	3,823	6,375	60.0%
1975	7,504	12,758	58.8%
1980	11,197	18,612	60.2%
1985	15,624	24,195	64.5%

Of all employed women in 1986, 76% were in non-professional occupations: clerical, sales, service, factory, or plant jobs.

According to the Department of Labor, women workers in 1985 were divided into the following occupational categories:

Managerial and Professional	23.6%
Technicians	3.2%
Sales	13.1%
Administrative Support, including Clerical	29.2%
Service	18.2%
Craft	2.3%
Operatives	8.9%
Farm	1.1%

Sex-based wage discrimination results when wage setting is based on the sex of the worker rather than the skills required for the job.

Occupations	1985 Median Annual Earnings*
Secretary (98% female)	\$14,508
Painter (94% male)	15,828
Pre-kindergarten & kindergarten teacher (99% female)	14,352
Mail Carrier (83% male)	24,232
Registered Nurse (98% female)	22,568
Electrical equipment repairer (92% male)	25,740
Bank Teller (93% female)	11,388
Shipping Clerk (75% male)	15,704

*Based on median weekly earnings

1985 Mean Annual Earnings as Percent of White Males'

White Males	\$28,159	100.0%
Black Males	19,949	70.8%
Hispanic Males	19,692	69.9%
White Females	17,253	61.2%
Black Females	15,459	54.8%
Hispanic Females	14,576	51.7%

Glossary

Pay Equity

The goal of a fair wage-setting process which eliminates sex and race discrimination.

Comparable Worth

The principle that jobs can be compared which may be dissimilar in nature but equal or equivalent in terms of skill, effort, responsibility and working conditions.

Job Evaluation

A process by which individual employers arrange jobs into a rank order according to criteria for the purpose of setting salaries.

Occupational Segregation

There is an arbitrary division of the work force into jobs predominately held by men and those predominately held by women. 77% of women workers are in female-intensive occupations which are at the lowest end of the pay scale.

National Committee on Pay Equity

A coalition of over 300 members which provides leadership coordination, information and strategy direction to its members to stimulate advocacy to achieve pay equity. NCWW sits on the board of NCPE.

Pay Equity—A Fact Sheet

Obstacles

Despite the fact that sex-based wage discrimination is illegal and that women's annual wages average only 64% of men's, the goal of achieving pay equity faces many obstacles.

High Cost

Obstacle: Opponents claim that the cost of ending pay discrimination will be prohibitive.

Answer: The courts have ruled that cost may not be a consideration in correcting discriminatory practices. So far, pay equity settlement costs in the public sector have amounted to 2% to 4% of the payroll. In the private sector, wage adjustments have been 2% of the payroll.

Cultural Bias

Obstacle: Women's work both at home and in the work force is undervalued. The predominance of women in any job results in lower pay compared to what the job would be paid if it were done by men.

Answer: Wage-setting must be freed of the burden of sex role stereotyping. Wages for female-dominated jobs such as nurse, teacher, childcare provider, waitress and secretary must reflect skill, effort, respect and working conditions as criteria, not the sex of the worker.

Theory of the Market

Obstacle: Theoreticians claim that wages are set by the free market forces of supply and demand.

Answer: Employers set wages using several factors of which market value is only one. Others include internal equity, pay progression methods and competitive structure. The external market does not exist independently; it is created by wage-setting decisions of employers plus the constraints placed on it by existing law.

Occupational Segregation

Obstacle: Despite equal opportunity laws and affirmative action, the work force remains divided into traditionally male and female jobs. Statistics show that female-dominated jobs pay the lowest wages.

Answer: Where training and acceptance into non-traditional jobs is positive, equal career paths prove to be good business. However, men often refuse to move into female jobs because of low wages. This lack of crossover perpetuates a two-tiered wage system and prevents employers from full and effective use of their human resources.

Fear of Lowered Male Wages

Obstacle: Opponents claim that if women are paid more, men will be paid less.

Answer: It is illegal under the 1963 Equal Pay Act to reduce workers' pay to eliminate illegal salary differences. Pay equity will result in wage increases for all persons in underpaid jobs, benefitting both men and women.

Theory of Apples and Oranges

Obstacle: Opponents say that dissimilar jobs cannot be compared for the purpose of wage setting.

Answer: The wages of two out of three American workers are set by job evaluations which compare dissimilar jobs. The nation's largest employer, the federal government, has set wages by rating different jobs using the same numerical system for nearly 40 years.

Pay Equity—A Fact Sheet

Remedies

Collective Bargaining

Since the early 1980s, successful negotiations have resulted in immediate salary upgrades, implementation of job evaluation systems, and wage increases.

ITEM Iowa: In 1985, AFSCME Council 61 negotiated pay equity upgradings for 8,000 state workers holding jobs in 155 job classifications.

Legislation

Since federal law already prohibits wage discrimination in the public and private sector, new legislation seeks remedies. Laws are diverse and range from simple statements of commitment to wage equity to complex mandates for job evaluation studies and dollar appropriations.

ITEM Minnesota: In 1982, the state of Minnesota passed a pay equity plan for 30,000 civil service employees. The cost of implementing the plan was \$33.4 million, which amounted to 4% of the state's annual budget, a percentage which was spread out over four years.

Voluntary Initiatives

Some employers have voluntarily taken actions to remove wage discrimination from their workplace, avoiding the time, expense, and conflict resulting from lack of action.

ITEM New Jersey: The state abolished grades 1-4 for state employees and increased by one grade all employees in grades 5-8. The state legislature passed a bill in 1986 appropriating \$7 million for this purpose.

Litigation

It is important to establish judicial precedent to place more and more cases of unfair wage-setting practices before the courts.

ITEM *County of Washington (Oregon) versus Gunther:* Female prison guards were paid only 70% of the wages of male prison guards, even though the women's jobs had been evaluated by the county at 95% of the men's jobs. The court ruled that the women had a valid sex discrimination case under Title VII even though the jobs were dissimilar.

ITEM *Washington State versus AFSCME:* The court found intentional discrimination against women workers in jobs paying less than men's jobs with equivalent or lesser skill, effort, responsibility and working conditions, as measured by the state's own job evaluation studies. The case was reversed by a three-judge panel in the ninth circuit, but was settled in 1986 while pending review by the full court.

What the Law Says

Currently, three national laws protect working women's wages.

Equal Pay Act of 1963—An employer is required to pay equal wages for men and women who work in the same establishment and whose jobs require equal skill, effort, responsibility and working conditions. Pay differences based on seniority, merit system, or a system that measures earnings by quantity of production, or a factor other than sex, are exempt.

Title VII of Civil Rights Act of 1964—It is unlawful to discriminate on the basis of sex, race, color, religion, or national origin in determining wages. The Act also protects workers from discrimination in hiring and firing, fringe benefits, promotions and training. The Equal Employment Opportunity Commission is responsible for enforcement of Title VII.

The Fair Labor Standards Act—This Act provides for minimum wage and overtime pay for all workers except executive, administrative, and professional employees, who are exempt. The minimum wage stands at \$3.35 per hour for the first 40 hours of work. All workers who are not exempt from the Act must receive 1½ times their regular pay for hours in excess of a 40-hour week.

Pay Equity—A Fact Sheet

National Outlook

FEDERAL

Since 1964 there have been no new federal laws mandating solutions to sex- or race-based wage discrimination. Currently, pay equity proponents are seeking legislation which will study the federal civil service system for discriminatory practices, a task which has not been done since 1918.

■ 99th Congress

The House of Representatives twice passed legislation that called for comprehensive studies of the federal pay system and the appointment of a Commission to formulate recommendations from the study results. Although a similar bill in the Senate had 33 cosponsors, it failed to reach the floor before the close of the session.

■ 100th Congress

Representative Mary Rose Oakar (D-OH) and Patricia Schroeder (D-CO) have pledged to reintroduce the Federal/Equitable Pay Practices Act in early 1987. Senator Daniel Evans (R-WA) has stated his willingness to take the Senate bill to the floor for what he believes will be positive action.

Cites for this fact sheet are from:

Bureau of Labor Statistics
Census Bureau
AFSCME
National Committee on Pay Equity
Bureau of National Affairs
Brennan, Thomsen Associates, Inc.

About the Commission: The National Commission on Working Women was created to focus on the needs and concerns of the approximately 80% of women in the work force who are concentrated in low-paying, low-status jobs in service industries, clerical occupations, retail stores, factories, and plants.

STATE

In 1986, pay equity activities at the state level were at an all-time high, 46 states were participating in some form of pay equity research study or implementation.

40 states have begun to study pay equity through research and data collection.

34 states have created task forces or commissions to oversee their preliminary research actions on pay equity.

24 states have conducted or begun to conduct job evaluation studies of their civil service classifications or compensation systems.

17 states have begun to implement pay equity by appropriating wage increases for those workers in underpaid jobs who are found to be the victims of pay inequities.

Connecticut	Minnesota	Rhode Island
Florida	New Jersey	South Dakota
Idaho	New York	Vermont
Iowa	New Mexico	Washington
Massachusetts	Ohio	Wisconsin
Michigan	Oklahoma	

4 states remain where no formal action has been taken toward achieving pay equity. They are: Arizona, Arkansas, Georgia, and Delaware.



The NCWW encourages broad distribution of this fact sheet. Those interested in reproducing it are simply required to inform our office. Production of this fact sheet was funded by the United Food and Commercial Workers International Union.



Alaska State Legislature

*Delivered
4:37pm*

SENATE COMMUNITY AND REGIONAL AFFAIRS COMMITTEE

Senator Randy Phillips, Chair
Senator Robin Taylor, Vice Chair
Senator Rick Halford
Senator Al Adams
Senator Fred Zharoff

SESSION:
State Capitol
Juneau, Ak 99801-1182
(907) 465-4989

INTERIM:
P. O. Box 142
Eagle River, Ak 99577
(907) 694-4949

MEMORANDUM

TO: Senator Dave Donley

FROM: Senator Randy Phillips, Chair ^{REP}
Community and Regional Affairs Committee

DATE: April 30, 1993

SUBJECT: Committee scheduling of SB 2

My office is in receipt of your request for a hearing on Senate Bill 2, Pay Equity Based On Value Of Work. As you are aware our office did not receive the request dated January 19, 1993. Both your January 19, 1993, and April 26, 1993, hearing requests were received the afternoon of April 27, 1993.

The hearing request package on SB 2 is not complete. A sectional analysis, sponsor statement, department position paper and fiscal note were not included with your hearing request. For your information, I have enclosed a copy of the memorandum that was sent to all Senators regarding the committee procedures for bill hearings in Senate Community and Regional Affairs Committee.

I understand from Mr. John Vezina that your office is having difficulties getting a fiscal note on SB 2. Our office will make request a fiscal note on your behalf in order to help expedite completion of the package.



Alaska State Legislature

SENATE

Official Business

State Capitol
Juneau, AK 99801-1182

January 12, 1992

MEMORANDUM

TO: Members of the Senate

FROM: Senator Randy Phillips, Chair ^{R.E.P.}
Community and Regional Affairs Committee

SUBJECT: Committee Procedures for bill hearings

Bills will be heard by the Community and Regional Affairs Committee upon receipt of a written request for a committee hearing. Your request should include: a current fiscal note, a sectional analysis of the bill, a position of paper by the departments affected, teleconferencing requirements and any background information the sponsor wants to include in the committee file. The prime sponsor of a bill before the committee should be prepared to attend the first hearing.

Amendments by committee members should be provided to the committee 24-hours in advance to allow for distribution and consideration by the sponsor as well as other committee members.

Committee files will be delivered by 3:00 pm prior to the hearing day.

Failure to provide timely information to the committee may cause the affected bill to be held over for additional hearings. If you have any questions, please contact committee staff, Shirley Armstrong, 465-4949.

APR 27 1993

**SENATOR DAVE DONLEY
ANCHORAGE**

MEMORANDUM

**TO: Senator Randy Phillips
Chair, Community and Regional Affairs Committee**

FROM: Senator Dave Donley

DATE: April 26, 1993

RE: Request to schedule SB 2

I am once again writing to respectfully request that a Community and Regional Affairs Committee hearing be scheduled for SB 2, a bill designed to eliminate sex-based wage differences in public employment. Because wage differences based on sex are illegal under federal law, the bill simply provides a mechanism to bring the state into compliance with federal requirements.

Evidence shows that a woman working for state government in Alaska earns, on average, 67 cents for every dollar a man makes. As a result, the failure to adopt SB 2 make the state vulnerable to expensive, time consuming, and divisive legislation. In state like Washington, where pay equity was achieved through litigation, attorneys fees and back way awards made the cost significantly greater than in state like Minnesota, which voluntarily phased in pay equity. SB 2 is based directly on Minnesota's statute.

Thank you for your consideration of this request.

DD/jov



Official Business

Alaska State Legislature

APR 27 1993

SENATE

State Capitol
Juneau, AK 99801-1182

MEMORANDUM

TO: Senator Randy Phillips
Chair, Community and Regional Affairs Committee

FROM: Senator Dave Donley

DATE: January 19, 1993

RE: Scheduling Request for SB 2

I am writing to respectfully request that a Community and Regional Affairs Committee hearing be scheduled for SB 2, a bill designed to eliminate sex-based wage differences in public employment. Because wage differences based on sex are illegal under federal law, the bill simply provides a mechanism to bring the state into compliance with federal requirements.

Evidence shows that a woman working for state government in Alaska earns, on average, 67 cents for every dollar a man makes. As a result, the failure to adopt SB 2 make the state vulnerable to expensive, time consuming, and divisive legislation. In state like Washington, where pay equity was achieved through litigation, attorneys fees and back way awards made the cost significantly greater than in state like Minnesota, which voluntarily phased in pay equity. SB 2 is based directly on Minnesota's statute.

Under SB 2, public employers have until 1996 to develop a plan for achieving pay equity. At the time, the employer must submit the pay equity plan to the legislature for approval and request an appropriation to implement the pay equity plan. If the legislature does not agree with the plan, or does not appropriate the necessary funds, the public employer's obligation is limited to reevaluating the plan and asking the next legislature to consider the issue.

Thank you for your consideration of this request.

DD/jbv

Gender Gap: No Progress for Alaskan Women

by F. Terry Elder

Between 1988 and 1990, the income "gender gap" widened by 0.5% for Alaskan women. The ratio of female-to-male average wage income fell from 61.7% in 1988 to 61.2% in 1990¹. (See Table 1.) Although the sex distribution of employment and total wage income in 1990 was about the same as in 1988, the average wage income of men outpaced that of women.

Comparisons by age group

The sex distribution of employment by age group in 1990 showed the same pattern as in 1988². (See Figure 2.) Women account for a larger share of employment at younger age groups than at older age groups. This is due to the relatively rapid increase of female participation in the labor force in recent decades. Older age groups partially reflect labor force composition prior to the time women began to enter the labor market in ever-increasing numbers.

Note

¹A detailed comparison of male and female wage and salary employment and earnings using 1988 data is found in our August 1990 publication, *The Gender Gap*. The 1988 data base contained information on 244,020 people, and the 1990 data base covered 235,667 people. No conclusion should be drawn from this decline, since the data bases are constructed with data for individuals for whom the relevant information is known. As such, they are subsets of total employment, and increases or decreases do not imply commensurate increases or decreases in total employment. Given the size of the subsets, however, there is no reason to believe that the share of employment and the average annual wage income by sex are not true reflections of actual comparative performance of the sexes. Those are the key aspects dealt with in this article. For the readers' information, the U.S. Department of Commerce, Bureau of Economic Analysis reported 1990 total personal income for Alaska of \$11.96 billion, up 18.3% from 1988

Between 1988 and 1990, the average annual wage income of both men and women rose for every age group except the oldest age groups. (See Figure 2 for 1990 income.) For men aged 65-74 and for men and women aged 75+, average wage income fell. This probably reflected the larger number of workers aged 65-74 in the 1990 data set and possibly some reduction in seasonal and part-time employment. Part-time employment is especially important for the youngest and oldest age groups of both sexes.

The pattern of wage income for age groups did not change from 1988. Peak average wage income for men occurred in the 45-49 year-old age group at \$41,600. The same age group for women earned a peak average of \$23,800. As in 1988, women earned less than men in every age group (See Figure 3.) The female-to-male

Terry Elder is an economist with the Research & Analysis Section, Administrative Services Division, Alaska Department of Labor. He is based in Juneau.

Note

²Compared to the 1988 data set, the 19-24 year-old age group was the only age group in which women's share of employment declined. Their employment share of every other age group rose. The largest share increases, ranging from 1.2 percentage points to 1.5 percentage points, were in the 35-39, 45-49, and 55-59 year-old age groups.

T a b l e • 1

Wage and Salary Employment and Earnings Alaska, 1988-1990

	1988	1990
Employment Distribution By Sex (%)		
Male	53.0	52.7
Female	47.0	47.3
Annual Wage Income Distribution By Sex (%)		
Male	64.6	64.5
Female	35.4	35.5
Average Annual Wage Income (\$)		
Male	24,232	27,655
Female	14,962	16,934
Total	19,877	22,580
Female/Male Wage Ratio (%)	61.7	61.2

Source: Alaska Department of Labor, Research and Analysis Section.

average wage income ratio declined in 8 out of 12 age groups between 1988 and 1990. Within the age groups 40-44, 45-49, 55-59 and 65-74 the gender gap narrowed.

Comparisons by occupation group

As in 1988, most occupation groups in 1990 were dominated by female or male workers (see figure 4)². The average annual wage income of men rose in eight of nine occupation groups between 1988 and 1990 (see figure 5). In contrast, average wage income for women fell in six of nine occupation groups.

Unavailable data for some men and women, however, may have influenced this result. The average income of men for whom occupation data were available was higher (\$28,400) than income for all men. The average wage income of women for whom occupation data were available was lower (\$16,700) than income for all women. Therefore, occupation data were probably not available for more high-income women than for low-income women and for more low-income men than for high-income men.

With that caveat in mind, women earned less than men in every occupation group (see figure 6). The gender gap increased for every occupation group except Service Workers.

Comparisons by occupation

Not only were occupation groups male or female dominated, but individual occupations were, too. In the 100 largest occupations ranked by female employment, women made up 60.9% of employment compared to 47.3% of overall employment. (See Table 2, page 7.) The female-to-male wage income ratio was 73.5% compared to 61.2%. In contrast, in the 100 largest occupations ranked by male employment, women accounted for only 42.5% of employment. The female-to-male wage income ratio was only 54.8%. (See Table 3, page 10.)

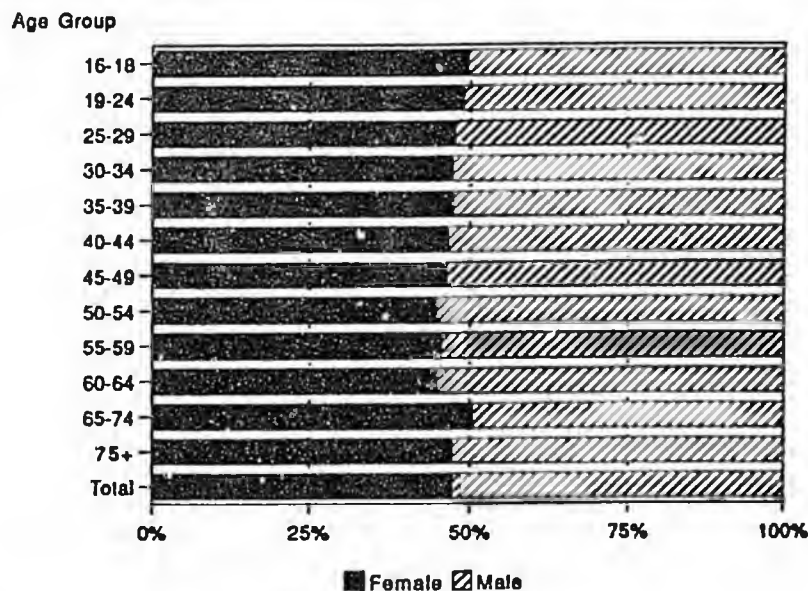
Women's average wage income exceeded men's average wage income in 12 of 100 occupations ranked by female employment, but only in 5 of 100 occupations ranked by male employment. These figures were similar to those in 1988. Little has changed during the two-year period to close the gap in employment and earnings

Figure 1

Sex Distribution of Total Employment by Age Group — Alaska, 1990

Note: Data for 122,030 males and 109,763 females for whom age data are available.

Source: Alaska Department of Labor, Research & Analysis Section.



Note

²Since occupation data are not available for a large portion of female and male workers, conclusions should be tempered since they may be affected in unknown ways by the excluded data.

patterns between men and women.

Comparisons by Industry group

In 1990 as in 1988, women predominated in the finance/insurance/real estate, services, and local government sectors. Mining, oil and gas and construction were male-dominated industries. (See Figure 7.)

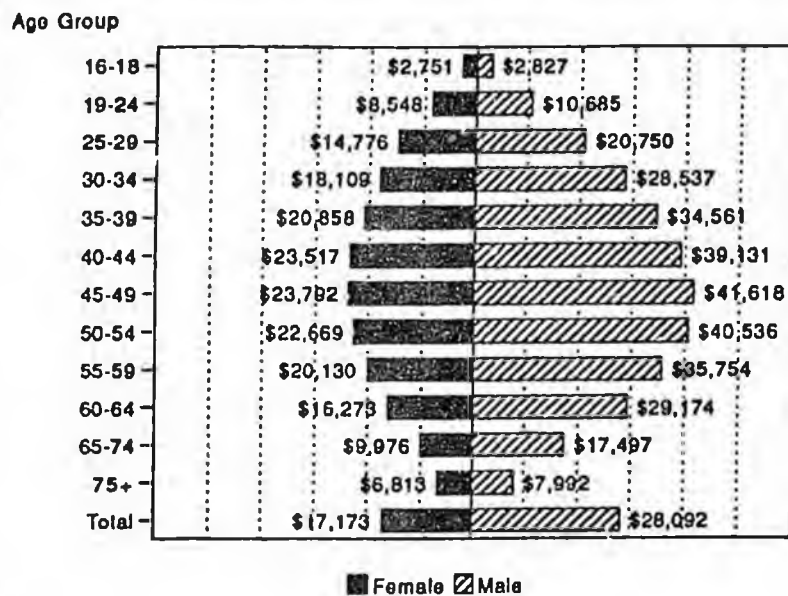
Oil and gas industry workers had the highest average wage income. (See Figure 8.) Other industry sectors with above-average income included mining, state government and transportation/communication/public utilities. Compared to 1988, the average wage income of both men and women rose in every industry sector except one*.

Note

*The exception was for male workers in the Nonclassified sector, which represented less than 1 percent of male employment.

Figure • 2

Male & Female Average Annual Wage Income by Age Group — Alaska, 1990

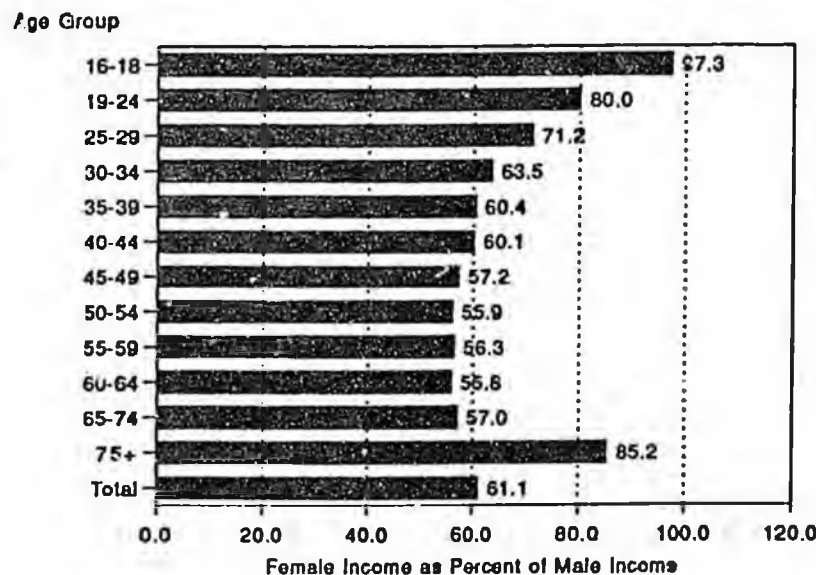


Note: Data for 122,030 males and 109,763 females for whom age data are available.

Source: Alaska Department of Labor, Research & Analysis Section.

Figure • 3

Female/Male Ratios of Private & Public Sector Average Annual Wage Income by Age, Alaska, 1990



Note: Data for 122,030 males and 109,763 females for whom age data are available.

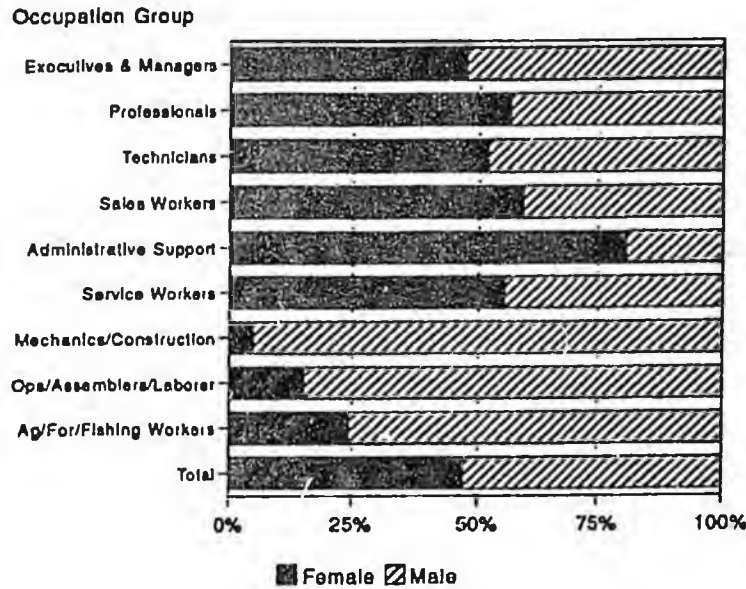
Source: Alaska Department of Labor, Research & Analysis Section.

Figure • 4

Sex Distribution of Total Employment by Occupation Group — Alaska, 1990

Note: Data for 82,134 males and 73,224 females for whom occupation data are available.

Source: Alaska Department of Labor, Research & Analysis Section.



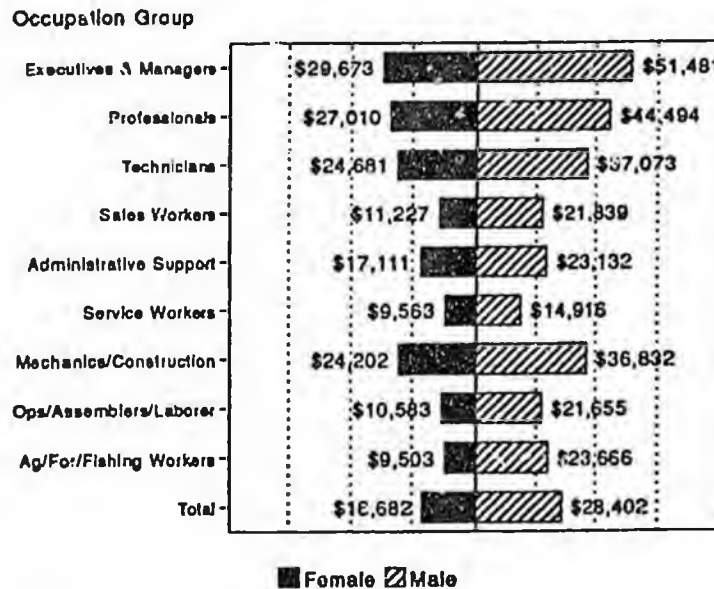
In 1990, as in 1988, women earned less than men in every industry. (See Figure 9.) Overall, they earned 61.2% of male income in 1990 compared to 61.7% in 1988. Working women lost ground over the two-year period in both the private and the public sectors. In the private sector, the gap widened by 0.4% as women earned 55.7% of male income in 1990 compared to 56.1% in 1988. In the public sector, they earned 70.7% compared to 71.4%, an increased gap of 0.7%. The female-to-male wage income ratio fell in 8 of 14 industry groups. Mining, food manufacturing, wholesale trade, finance/insurance/real estate, nonclassified and local government showed an increase.

Figure • 5

Male & Female Average Annual Wage Income by Occupation Group — Alaska, 1990

Note: Data for 82,134 males and 73,224 females for whom occupation data are available.

Source: Alaska Department of Labor, Research & Analysis Section.



Women really haven't come a long way

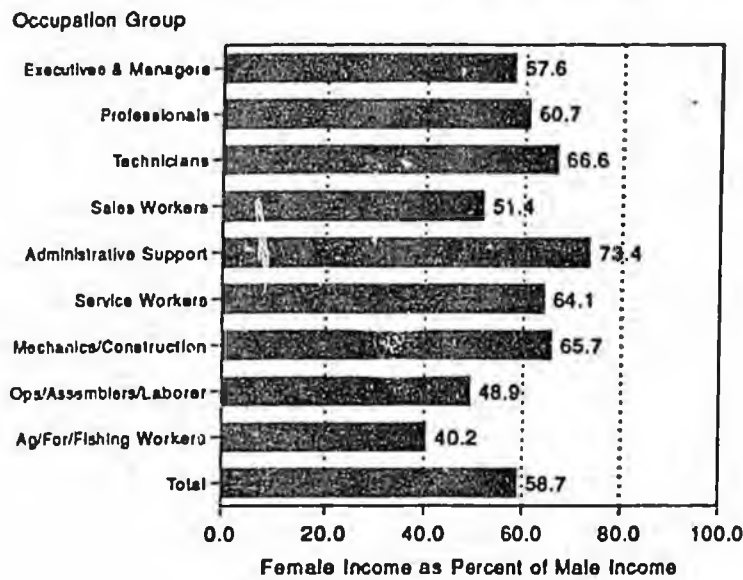
There is no doubt that women increased their share of employment dra-

Figure 6

Female/Male Ratios of Private & Public Sector Average Annual Wage Income by Occupation Group, Alaska, 1990

matically in recent decades. State economic and demographic forecasters predict women will continue to increase their share of the labor market in the foreseeable future. On the other hand, the occupational and industry employment patterns of men and women differ markedly. The most dramatic difference is that women generally earn less than men.

In Alaska between 1988 and 1990, little or no progress is evident in balancing the employment and income patterns of men and women. As a result, occupations and industries continue to be male or female dominated. And the ratio of female-to-male wage income actually has declined.

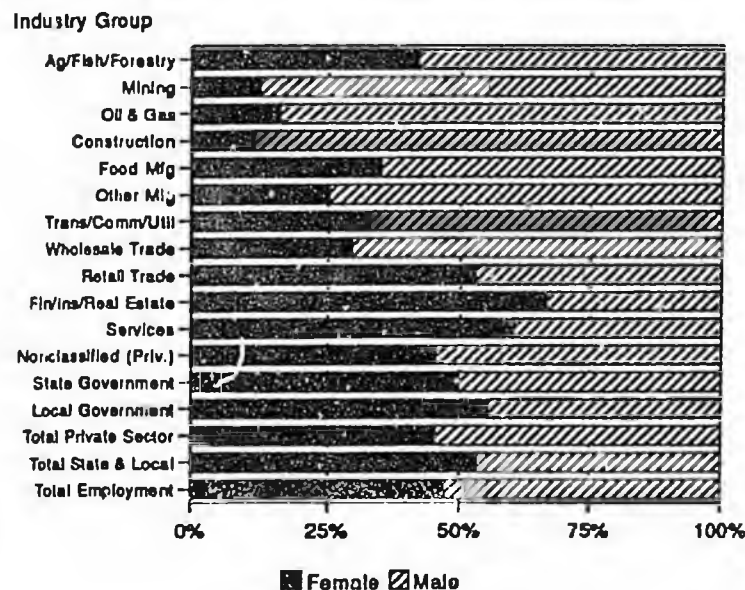


Note: Data for 82,134 males and 73,224 females for whom occupation data are available.

Source: Alaska Department of Labor, Research & Analysis Section.

Figure 7

Sex Distribution of Total Employment by Industry Group — Alaska, 1990



Note: Data for 124,121 males and 111,546 females.

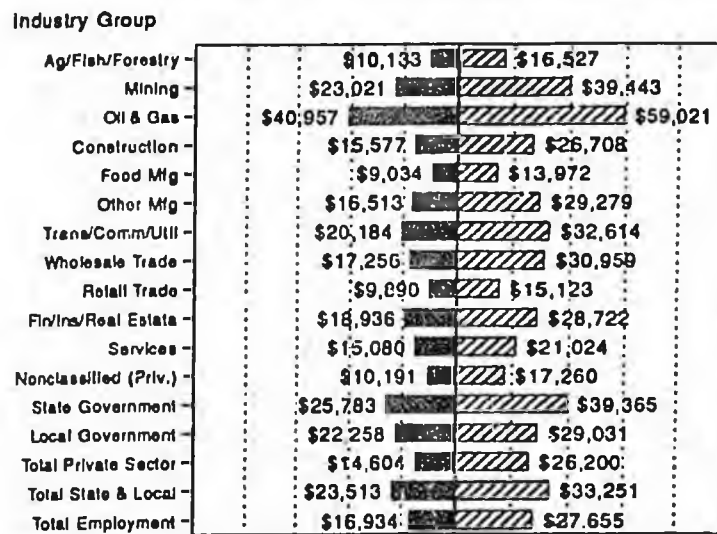
Source: Alaska Department of Labor, Research & Analysis Section.

Figure • 8

Male & Female Average Annual Wage Income by Industry Group — Alaska, 1990

Note: Data for 124,121 males and 111,546 females.

Source: Alaska Department of Labor, Research & Analysis Section.



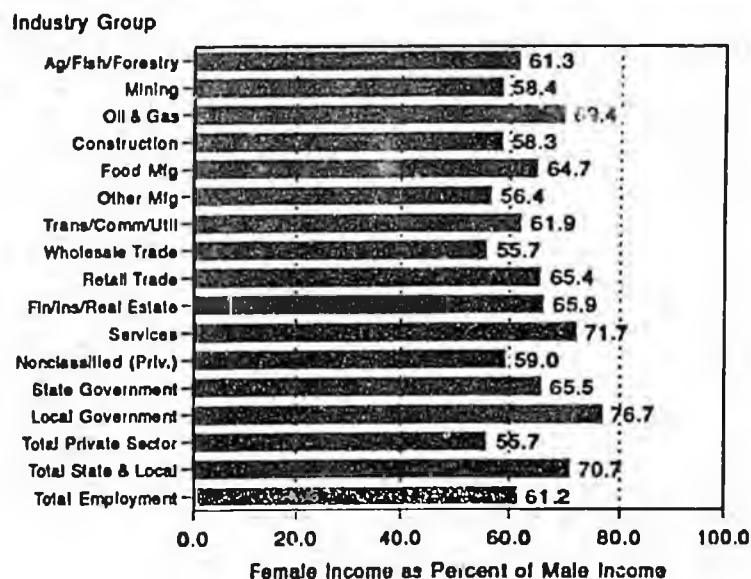
■ Female ▨ Male

Figure • 9

Female/Male Ratios of Private & Public Sector Average Annual Wage Income by Industry Group, Alaska, 1990

Note: Data for 124,121 males and 111,546 females.

Source: Alaska Department of Labor, Research & Analysis Section.



T a b l e 2

**100 Occupations With the Largest Employment Ranked by
Female Employment — Alaska, 1990**

Occupational Title	Employment			Average Annual Wage Income		
	Male	Female	% Female	Male	Female	Female/ Male Ratio
General Office Occupations	1,168	5,319	82.0	17,924	13,429	74.9
Sales Clerks	1,562	3,931	71.6	11,864	8,735	73.6
Secretaries	130	3,858	96.7	20,630	21,202	102.8
Bookkeeping and Accounting and Auditing Clerks	281	2,731	90.7	22,573	19,895	88.1
Waiters and Waitresses	518	2,697	83.9	8,926	7,356	82.4
Teacher Aides	469	2,041	81.3	14,050	11,262	80.2
Receptionists	93	1,725	94.9	10,873	13,096	120.4
Cashiers	504	1,586	75.9	11,329	10,578	93.4
Janitors and Cleaners	2,803	1,521	35.2	13,039	11,550	88.6
Child Care Workers, Except Private Household	196	1,475	88.3	11,739	7,448	63.4
Kitchen Workers, Food Preparation	1,088	1,347	55.3	11,304	9,992	88.4
Miscellaneous Food and Beverage Preparation Occupations	1,565	1,280	45.0	6,817	7,385	108.3
Elementary School Teachers	395	1,260	76.1	36,672	33,352	90.9
Counter Clerks	981	1,252	56.1	12,183	7,854	64.5
Registered Nurses	65	1,251	95.1	34,630	27,165	78.4
Management Related Occupations, NEC	806	1,179	59.4	45,902	26,024	56.7
Maids and Housemen	256	1,150	81.8	11,824	8,300	70.2
Food Counter, Fountain and Related Occupations	524	1,050	66.7	5,142	5,065	98.5
Bartenders	457	888	66.0	12,774	11,135	87.2
Adult Education and Other Teachers, NEC	512	865	62.8	22,120	16,200	73.2
Cooks, Except Short Order	1,223	861	41.3	15,132	10,426	68.9
Administrative Support Occupations, Including Clerical	150	814	84.4	35,688	17,944	50.3
Managers: Administrative Services	482	790	62.1	47,103	28,915	61.4
Miscellaneous Hand Working Occupations	1,043	789	43.1	9,292	6,794	73.1
Manual Occupations, NEC	3,080	753	19.6	12,250	8,458	69.0
Teachers: College, University and Other Postsecondary	992	726	42.3	36,937	24,472	66.3
General Managers and Other Top Executives	1,448	720	33.2	59,176	30,989	52.4
Reservation Agents and Transportation Ticket Clerks	158	673	81.0	22,300	16,810	75.4
Accountants and Auditors	351	617	63.7	48,451	35,407	73.1
Salespersons: Garments and Textile Products	89	602	87.1	12,481	10,292	82.5
Secondary School Teachers	549	593	51.9	41,078	31,744	77.3
Bank Tellers	35	589	94.4	11,939	12,374	103.6
Personal Service Occupations, NEC	315	576	64.6	14,884	11,626	78.1
Short-order Cooks	660	562	46.0	6,525	5,132	78.6
Social Workers	201	535	72.7	23,521	18,801	79.9
Health Aides, Except Nursing	56	526	90.4	18,585	15,987	86.0
Supervisors: General Office Occupations	147	490	76.9	45,310	28,753	63.5
Attendants, Amusement and Recreation Facilities	534	453	45.9	6,708	6,461	96.3
File Clerks	75	424	85.0	11,269	11,121	102.2

Table 2 (cont.)

**100 Occupations With the Largest Employment Ranked by
Female Employment — Alaska, 1990**

Occupational Title	Employment			Average Annual Wage Income		Female/ Male Ratio
	Male	Female	% Female	Male	Female	
Salespersons: NEC	663	409	38.2	33,631	15,455	46.0
Stock and Inventory Clerks	933	408	30.4	22,023	12,636	57.4
Hairdressers and Cosmetologists	29	399	93.2	11,480	10,821	94.3
Inspectors and Compliance Officers, Except Construction	256	382	59.9	31,734	15,708	49.5
Nursing Aides, Orderlies, and Attendants	62	381	86.0	17,544	15,378	87.7
Data Entry Keyers	82	377	82.1	20,426	16,206	79.3
Dental Assistants	11	358	97.0	22,140	16,512	74.6
Health Technologists and Technicians, NEC	155	346	69.1	31,808	19,525	61.4
Telephone Operators	43	340	88.8	21,607	22,051	102.1
Supervisors: Food and Beverage Preparation and Service	232	323	58.2	23,911	15,557	65.1
Typists	20	309	93.9	13,978	15,388	110.1
Bus Drivers	480	298	38.3	17,104	10,176	59.5
Library Clerks	48	292	85.9	9,557	13,789	144.3
Billing Clerks	20	286	93.5	22,628	19,491	86.1
Prekindergarten and Kindergarten Teachers	11	284	96.3	22,901	20,148	88.0
Teachers, Ex Postsecondary	123	283	69.7	42,860	20,745	71.7
Welfare Service Aides	56	281	83.4	3,246	5,486	169.0
Dispatchers	188	280	59.8	31,709	17,927	56.5
Supervisors: Sales Occupations, Retail	377	277	42.4	36,986	21,092	57.0
Teachers: Special Education	83	271	76.6	44,906	40,856	91.0
Stock Handlers and Baggers	956	264	21.6	13,673	7,520	55.0
Recreation Workers	198	264	57.1	12,330	10,044	81.5
Payroll and Timekeeping Clerks	27	262	90.7	29,146	22,949	78.7
Construction Laborers	2,722	261	8.7	19,552	11,245	57.5
Officials and Administrators: Other, NEC	355	252	41.5	47,594	32,849	69.0
Record Clerks, NEC	37	247	87.0	24,199	21,838	90.2
Sales Occupations: Services, NEC	136	236	63.4	17,497	15,085	86.2
Librarians	27	227	89.4	33,528	29,660	88.5
Vocational and Educational Counselors	134	224	62.6	35,815	28,318	79.1
Licensed Practical Nurses	14	222	94.1	23,037	22,103	95.9
Computer Operators	153	221	59.1	29,925	24,444	81.7
Financial Managers	226	218	49.1	66,524	44,535	66.9
Bill and Account Collectors	44	212	82.8	23,113	21,454	92.8
Legal Technicians	58	206	78.0	26,545	29,247	110.2
Order Clerks	64	204	76.1	26,227	20,635	78.7
Waiters/waitresses' Assistants	257	201	43.9	7,305	5,251	71.9
Billing, Posting, and Calculating Machine Operators	19	198	91.2	26,148	20,673	79.1
Managers: Food Serving and Lodging Establishments	200	194	49.2	25,897	17,470	67.5
Public Transportation Attendants	32	178	84.8	22,509	18,173	80.7

Table 2 (cont.)

**100 Occupations With the Largest Employment Ranked by
Female Employment — Alaska, 1990**

Occupational Title	Employment			Average Annual Wage Income		Female/ Male Ratio
	Male	Female	% Female	Male	Female	
Dental Hygienists	8	177	95.7	NA	26,173	NA
Hand Cutting and Trimming Occupations	435	175	28.7	9,292	7,629	82.1
Business Service, Except Advertising, Sales Occupations	170	167	49.6	40,749	23,855	58.5
Personnel, Training, and Labor Relations Specialist	112	159	58.7	47,222	29,955	63.4
Truck Drivers, Light (Including Delivery and Route)	1,343	155	10.3	20,264	11,110	34.8
Supervisors: Financial Record Processing Occupations	26	153	85.5	45,796	31,229	68.2
Managers: Medicine and Health	76	151	66.5	47,807	37,958	79.4
Guards and Police, Except Public Service	934	143	13.3	24,192	16,979	70.2
Advertising and Related Sales Occupations	89	141	61.3	27,180	27,229	100.2
Insurance Adjusters, Examiners, and Investigators	76	138	64.5	49,514	32,061	64.8
Designers	65	136	67.7	37,184	16,283	43.8
Managers: Marketing, Advertising, and Public Relations	244	135	35.6	51,075	33,569	65.7
Technicians, NEC	187	134	41.7	29,447	19,089	64.8
Clinical Laboratory Technologists and Technicians	28	127	81.9	34,891	26,799	76.8
Freight, Stock, and Material Movers, NEC	1,219	125	9.3	20,171	15,367	76.2
Managers: Property and Leasing	94	125	57.1	38,737	20,499	52.9
Science Technologists and Technicians, NEC	114	122	51.7	23,690	20,896	88.2
Education Teachers	100	122	55.0	43,752	41,283	94.4
Lawyers	266	120	31.1	64,618	46,504	72.0
Traffic, Shipping, and Receiving Clerks	297	112	27.4	23,571	20,507	87.0
Officials and Administrators, Public Administration	46	112	70.9	28,318	8,694	30.7
Demonstrators, Promoters, and Models	34	111	76.6	13,059	8,897	68.1
Personnel Clerks, Except Payroll and Timekeeping	7	106	93.8	NA	24,594	NA
Total Top 100	41,462	64,520	60.9	21,609	15,872	73.5
Total	124,121	111,546	47.3	27,655	16,934	61.2

Note: Shaded areas highlight occupations in which female average wage income equals or exceeds male average wage income. These data cover 4-digit Standard Occupational Code (SOC) occupations for people who reported both income and 4-digit occupational codes. Employment is defined as the number of workers who worked in an occupation at any time during the year. Workers, who worked in more than one occupation, are assigned to the occupation in which they earned the majority of their annual wage income. Average wage income is not disclosed for occupations with male or female employment of less than eleven workers. NEC means "not elsewhere classified".

Source: Alaska Department of Labor, Research and Analysis Section.

100 Occupations With the Largest Employment Ranked by Male Employment — Alaska, 1990

Occupational Title	Employment			Average Annual Wage Income		Female/ Male Ratio
	Male	Female	% Female	Male	Female	
Manual Occupations, NEC	3,080	753	19.6	12,250	8,458	69.0
Janitors and Cleaners	2,803	1,521	35.2	13,039	11,550	88.6
Construction Laborers	2,722	261	8.7	19,552	11,245	57.5
Carpenters	1,939	53	2.7	21,221	13,887	65.4
Miscellaneous Food and Beverage Preparation Occupations	1,565	1,280	45.0	6,817	7,385	108.3
Sales Clerks	1,562	3,931	71.6	11,864	8,735	73.6
General Managers and Other Top Executives	1,448	720	33.2	59,176	30,989	52.4
Truck Drivers, Light (Including Delivery and Route)	1,343	155	10.3	20,264	11,110	54.8
Mechanics and Repairers, NEC	1,255	66	5.0	36,373	22,958	63.1
Cooks, Except Short Order	1,223	861	41.3	15,132	10,426	68.9
Freight, Stock, and Material Movers, NEC	1,219	125	9.3	20,171	15,367	76.2
General Office Occupations	1,168	5,319	82.0	17,924	13,429	74.9
Kitchen Workers, Food Preparation	1,088	1,347	55.3	11,304	9,992	88.4
Automobile Mechanics	1,084	17	1.5	27,745	22,736	81.9
Electricians	1,069	31	2.8	39,331	24,019	61.1
Miscellaneous Hand Working Occupations	1,043	789	43.1	9,292	6,794	73.1
Truck Drivers, Heavy	1,029	35	3.3	30,043	21,021	70.0
Teachers: College, University and Other Postsecondary	992	726	42.3	36,937	24,472	66.3
Counter Clerks	981	1,252	56.1	12,183	7,854	64.5
Stock Handlers and Baggers	956	264	21.6	13,673	7,520	55.0
Guards and Police, Except Public Service	934	143	13.3	24,192	16,979	70.2
Stock and Inventory Clerks	933	408	30.4	22,023	12,636	57.4
Operating Engineers	839	83	9.0	36,507	30,512	83.6
Airplane Pilots and Navigators	812	18	2.2	40,053	29,728	74.2
Management Related Occupations, NEC	806	1,179	59.4	45,902	26,024	56.7
Heavy Equipment Mechanics	774	7	0.9	42,427	NA	NA
Plumbers, Pipefitters and Steamfitters	751	17	2.2	36,327	28,185	77.6
Stevedores	707	48	6.4	13,751	6,631	48.2
Garage and Service Station Related Occupations	667	62	8.5	12,354	7,211	58.4
Salespersons: NEC	663	409	38.2	33,631	15,455	46.0
Short-order Cooks	660	562	46.0	6,525	5,132	78.6
Machinery Maintenance Occupations	652	18	2.7	38,283	38,350	100.2
Supervisors: Mechanics and Repairers	612	29	4.5	52,609	49,230	93.6
Police and Detectives, Public Service	599	55	8.4	41,744	40,895	98.0
Extractive Occupations, NEC	588	23	3.8	39,144	29,068	74.3
Communications Equipment Repairers	583	67	10.3	53,070	36,711	69.2
Secondary School Teachers	549	593	51.9	41,078	31,744	77.3
Attendants, Amusement and Recreation Facilities	534	453	45.9	6,708	6,461	96.3
Food Counter, Fountain and Related Occupations	524	1,050	66.7	5,142	5,065	98.5
Waiters and Waitresses	518	2,697	83.9	8,926	7,356	82.4
Adult Education and Other Teachers, NEC	512	865	62.8	22,120	16,200	73.2

Table 3 (cont.)

**100 Occupations With the Largest Employment Ranked by
Male Employment — Alaska, 1990**

Occupational Title	Employment			Average Annual Wage Income		
	Male	Female	% Female	Male	Female	Female/ Male Ratio
Cashiers	504	1,586	75.9	11,329	10,578	93.4
Painters (Construction and Maintenance)	492	17	3.3	22,656	8,320	36.7
Welders and Cutters	492	4	0.8	34,996	NA	NA
Managers: Administrative Services	482	790	62.1	47,103	28,915	61.4
Bus Drivers	480	298	38.3	17,104	10,176	59.5
Petroleum Plant Operators	478	25	5.0	76,440	68,032	89.0
Vehicle Washers and Equipment Cleaners	471	67	12.5	12,347	10,385	84.1
Teacher Aides	469	2,041	81.3	14,050	11,262	80.2
Excavating and Loading Machine Operators	460	13	2.7	37,511	27,917	74.4
Bartenders	457	888	66.0	12,774	11,135	87.2
Hand Cutting and Trimming Occupations	435	175	28.7	9,292	7,629	82.1
Salespersons: Parts	411	70	14.6	25,189	15,409	61.2
Elementary School Teachers	395	1,260	76.1	36,672	33,352	90.9
Supervisors: Sales Occupations, Retail	377	277	42.4	36,986	21,092	57.0
Misc Material Moving Equipment Operators	375	8	2.1	31,275	NA	NA
Aircraft Engine Mechanics	368	14	3.7	31,563	27,942	88.2
Truck Drivers, Tractor-trailer	362	5	1.4	29,812	NA	NA
Officials and Administrators: Other, NEC	355	252	41.5	47,594	32,849	69.0
Accountants and Auditors	351	617	63.7	48,451	35,407	73.1
Industrial Machinery Repairers	345	44	11.3	42,873	26,294	61.3
Logging Occupations, NEC	340	29	7.9	29,331	10,460	35.7
Civil Engineers	321	28	8.0	51,224	42,102	82.2
Personal Service Occupations, NEC	315	576	64.6	14,884	11,626	78.1
Baggage Porters and Bellhops	307	53	14.7	17,347	19,405	111.9
Traffic, Shipping, and Receiving Clerks	297	112	27.4	23,571	20,507	87.0
Sailors and Deckhands	288	38	11.7	20,122	12,986	64.5
Bus and Truck Engine, and Diesel Engine Mechanics	284	5	1.7	35,626	NA	NA
Bookkeeping and Accounting and Auditing Clerks	281	2,731	90.7	22,573	19,895	88.1
Supervisors: Overall Construction	273	3	1.1	56,632	NA	NA
Supervisors: Production Occupations	271	45	14.2	57,543	25,090	43.6
Aircraft Mechanics (Except Engine Specialists)	268	6	2.2	31,702	NA	NA
Lawyers	266	120	31.1	64,618	46,504	72.0
Petroleum Engineers	261	30	10.3	94,118	73,644	78.2
Garbage Collectors	258	53	17.0	14,583	9,956	68.3
Waiters/waitresses' Assistants	257	201	43.9	7,305	5,251	71.9
Maids and Housemen	256	1,150	81.8	11,824	8,300	70.2
Inspectors and Compliance Officers, Except Construction	256	382	59.9	31,734	15,708	49.5
Supervisors: Handlers, Equipment Cleaners, Helpers	246	61	19.9	32,221	14,631	45.4
Managers: Marketing, Advertising, and Public Relations	244	135	35.6	51,075	33,569	65.7
Helpers: Miscellaneous Mechanics and Repairers	240	8	3.2	27,874	NA	NA

Table 3 (cont.)

**100 Occupations With the Largest Employment Ranked by
Male Employment — Alaska, 1990**

Occupational Title	Employment			Average Annual Wage Income		
	Male	Female	% Female	Male	Female	Female/ Male Ratio
Electrical Power Installers and Repairers	240	5	2.0	51,880	NA	NA
Hand Packers and Packers	236	50	17.5	11,965	7,891	66.0
Groundskeepers and Gardeners, Except Farm	233	67	22.3	10,702	9,412	87.9
Supervisors: Food and Beverage Preparation and Service	232	323	58.2	23,911	15,557	65.1
Machine Feeders and Offbearers	231	77	25.0	14,130	6,159	43.6
Industrial Truck and Tractor Equipment Operators	231	10	4.1	33,776	NA	NA
Automotive Body and Related Repairers	230	2	0.9	29,929	NA	NA
Financial Managers	226	218	49.1	65,524	44,535	66.9
Heating, Air-conditioning, and Refrigeration Mechanics	224	5	2.2	34,752	NA	NA
Salespersons: Hardware	222	88	28.4	19,858	12,980	65.4
Construction Managers	222	17	7.1	56,761	27,283	46.4
Driver-sales Workers	220	26	10.6	17,018	15,001	88.1
Power Plant and Systems Operators, Exc. Stationary	213	7	3.2	32,841	NA	NA
Expeditors	207	60	22.5	25,233	19,769	78.3
Social Workers	201	535	72.7	23,521	18,801	79.9
Managers: Food Serving and Lodging Establishments	200	194	49.2	25,897	17,470	67.5
Grader, Dozer, and Scraper Operators	199	5	2.5	30,630	NA	NA
Recreation Workers	198	264	57.1	12,330	10,044	81.5
Child Care Workers, Except Private Household	196	1,475	88.3	11,739	7,448	63.4
Engineers, NEC	196	16	7.5	85,990	53,824	68.4
Total Top 100	62,231	45,953	42.5	26,107	14,301	54.8
Total	124,121	111,546	47.3	27,655	16,934	61.2

Note: Shaded areas highlight occupations in which female average wage income equals or exceeds male average wage income. These data cover 4-digit Standard Occupational Code (SOC) occupations for people who reported both income and 4-digit occupational codes. Employment is defined as the number of workers who worked in an occupation at any time during the year. Workers, who worked in more than one occupation, are assigned to the occupation in which they earned the majority of their annual wage income. Average wage income is not disclosed for occupations with male or female employment of less than eleven workers. NEC means "not elsewhere classified".

Source: Alaska Department of Labor, Research and Analysis Section.



Alaska State Legislature

SENATE COMMUNITY AND REGIONAL AFFAIRS COMMITTEE

Senator Randy Phillips, Chair
Senator Robin Taylor, Vice Chair
Senator Loren Leman
Senator Al Adams
Senator Fred Zharoff

SESSION:
State Capitol
Juneau, Ak 99801-1182
(907) 465-4989

INTERIM:
P. O. Box 142
Eagle River, Ak 99577
(907) 694-4949

AGENDA

January 18, 1994
9:00 AM

Butrovich Room
Room 205

1. Call to Order (time and members present)
2. First hearing held on bill November 3, 1994, in Eagle River. Copies of minutes of that meeting on in bill packet.
3. SB 2- Pay Equity Based on Value of Work
Juneau: Senator Dave Donley - Sponsor Statement
Mike McMullen - Dept of Admin - Copies of Dept of Admin draft substitute in bill packet.
4. Teleconference Sites: Anchorage
Fairbanks
Valdez
Sitka
Ketchikan
5. Adjourn

1/11/94

Delta Junction AK 99737 895-4658

NON-CONSTITUENT

BILL#: SB 136 NATIVE LANGUAGE EDUCATION

SUPPORTS

MESSAGE: I TOTALLY SUPPORT THIS BILL WITH ITS EMPHASIS ON
PRESERVATION OF NATIVE LANGUAGES. I AM COMPLETING MY
MASTERS EDUCATION WITH EMPHASIS IN LANGUAGE LITERACY.
THIS BILL IS ESSENTIAL FOR OUR PEOPLE'S WELL-BEING AND
SELF-ESTEEM. I AM FROM MAE HERMAN NINGEOLUK'S FAMILY, A
GRANDDAUGHTER. WE MUST GIVE EQUAL MERIT TO THIS.

DISTRIBUTION 06

1/11/94

Delta Junction AK 99737 895-4658

NON-CONSTITUENT

BILL#: SB 136 NATIVE LANGUAGE EDUCATION
SUPPORTS

MESSAGE: I TOTALLY SUPPORT THIS BILL WITH ITS EMPHASIS ON
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GRANDDAUGHTER. WE MUST GIVE EQUAL MERIT TO THIS.

DISTRIBUTION 06

Joseph A. Wilkey
P.O. Box 770290
Eagle River, AK 99577-0290
696-2786
November 23, 1993

Senator Randy Phillips
P.O. Box 142
Eagle River, AK 99577

Dear Senator Phillips,

I have some comments I would like to offer for your consideration regarding Senate Bill 2 as described in the attached article in the November 10, 1993 issue of the Chugiak-Eagle River Star. I am a retired state employee and for the last eight years I worked for the state, part of my responsibilities was to work hiring registers, interview prospective employees and make hiring decisions. Consequently, I believe I have some qualification to address this issue.

I. The statistics cited in the article appear to be based on the number of employees in each job classification, broken down by gender. If this is so, and is the only basis for concluding that there is "sex-based wage disparities" and "gender-based discrimination," the conclusion could be very faulty. The statistics only indicate a possible problem that needs to be researched more thoroughly. Here's why:

II. As I'm sure you are aware, individuals desiring state employment must submit an application for each job classification for which they are interested in being considered for employment. Then, in order to be placed on the state hiring register, they must meet or exceed established minimum standards, which are not stringent. It is mandatory that all hiring of state employees be made from the state hiring register from those listed in the top five ranks on the register with mandatory provisions to also consider individuals who are determined to be in

under-utilized categories (i.e. under represented by sex, race and/or sex/race). Now, if a comparison of the ratio of male to female applicants on the hiring register for a particular job classification matches the ratio of male to female employees in that particular job classification, there is no gender-based discrimination. Individuals are being hired equitably in proportion to the number in each gender that is eligible for hiring consideration. Example: If the registers for Correctional Officers I, II and III reflects applicants are 80% male and 20% female and the actual ratio of male to female employees in the Correctional Officer job classification is 80% to 20%, this would show that males and females are being hired equitably without regard to gender. Such a comparison must be made for each of the 957 job classifications before any conclusion can be made that there is "gender-based discrimination."

III. For those job classifications in which there is a significant disparity between the ratio of male/female employees and male/female applicants, then a more in-depth study should be made as follows:

A. Determine the relative ranking of males and females on the register. Are they fairly evenly distributed by gender on the register, or is there a preponderance of one gender or the other at the top of the register? As you know, individual's names are placed on the register in descending score order. A person's score is based on

1. a written test, or
2. a written test for a portion of his/her final score, and an evaluation and scoring of his/her educational and experience for the remainder of the final score, or
3. an evaluation and scoring of his/her education and experience.

B. What is the geographic distribution of the job positions within the state compared to where applicants of each gender are willing to work? Sometimes an individual must be

willing to re-locate to accept a job offer. If they are not willing to re-locate, this is a personal choice, not gender based hiring discrimination.

IV. Finally, what efforts, if any, have those people whose ranking on the register places them in a non-competitive position made to improve their ranking on the register, such as

- A. re-taking the written test. This can be done at least twice,
- B. taking additional formal educational courses,
- C. re-working the description of their experience to clarify or strengthen any weak points. Often, the only way to improve experience is to take a job at a lower level and gain the needed experience over a period of employment.

Only after a thorough study of the entire qualification and hiring process is completed, can a determination be made as to whether gender-based discrimination exists or not.

Unless the gender representation on the hiring registers is 50/50, any legislation designed to make the gender representation in the work force equal is ill advised and should not be passed. It would only create discrimination of a different nature and would lower standards and result in mediocrity in the state work force, with the eventual need to hire more people to accomplish the same services.

I do not know whether gender discrimination exists in the state hiring practices or not. My only knowledge of the contention is what is included in the Stat article and this certainly does not make the case for gender discrimination. If a thorough and comprehensive study shows it does exist, it should be corrected. If not, the legislation should be dropped. I believe it is the legislature's responsibility to insure equal opportunity, but not equal outcome.

I do know that in today's society there are those who actively seek out discrimination even where it does not exist and try to support their contention and get corrective action taken based on only a part of the whole story. This does nothing to heal the divisions in our society and is a disservice to all of us regardless of gender, race, etc.

I have enclosed a copy of an article written for the August 30, 1993 Forbes Magazine by Dr. Thomas Sowell regarding the word "equality" which you may find interesting. To me, the fact that Dr. Sowell is an African-American makes his words even more interesting.

I would like to know if you agree that this issue should have a thorough and comprehensive study that gathers all the relevant facts before legislative action that may be ill advised is pursued.

Sincerely,

Joseph A. Wilkey

2 Enclosures

Senators debate equal pay for state worker categories

By KRISTEN SEINE
Of The Star Staff

The Senate Community and Regional Affairs Committee of the Alaska State Legislature met last Tuesday in a statewide teleconference to discuss Senate Bill 2, "an act requiring pay equity for certain public employees and requiring the compensation of certain public employees based on the value of work performed."

The bill is sponsored by Senators Donley, Ellis, Salo, Little and Lincoln, and is based, they say, on the policy of "like pay for like work."

The bill declares that "it is the public policy of the state to promote harmonious and cooperative relations between government and its employees, and to protect the public by assuring effective and orderly operations of government." It plans to do that by:

(1) recognizing the right of public employees to organize for the purpose of collective bargaining;

(2) requiring public employers to negotiate with and enter into written agreements with employee organizations on matters of wages, hours, and other terms of conditions of employment;

(3) maintaining merit-system principles and eliminating sex-based wage disparities in public employment.

A copy of a study done by the Alaska State Employees Association, AFSCME, Local 52, AFL-CIO, Women's Issues Committee (Feb. 1993) was included with the information given to those participating in the teleconference. The report found that "a majority of job classifications are sex dominated," as of 957 job classifications studied (from clerk typists to the governor's office), 48 percent were "male dominated," 28 percent were "female dominated," and only 24 percent were "sex balanced."

The study also found that "the pay in female dominated job classifications is significantly less than pay in male dominated and sex balanced job classifications."

Speaking from Valdez, Pat Jones—chair of the Women's Issues Committee that did the survey—testified before the board that, "we are all made weaker by our lack of cohesiveness," and "implored" the committee to put an end to gender-based discrimination.

Sen. Randy Phillips, who hosted the teleconference, noted that the bill will be brought before the legislature