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COMPARABLE WORTH
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STATE GOVERNMENT

A Report to the Fifty-Second Legislature

By


**State Personnel Division
Department of Administration**

January 1991

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This report on the status of the standard of Comparable Worth in Montana State Government is being submitted to the Fifty-second Legislature in compliance with 2-18-209, MCA. The report was developed by the staff of the State Personnel Division, Department of Administration, Room 130, Sam W. Mitchell Building in Helena. Staff members may be contacted by phone at 444-3871.

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INTRODUCTION

In 1983, the Montana State Legislature affirmed its commitment to equitable pay practices in state government by enacting the "comparable worth statute." This law requires the Department of Administration, "in its efforts to enhance the current classification plan and pay schedules, [to] work toward the goal of establishing a standard of equal pay for comparable worth" (2-18-208, MCA). In addition, the Department is required to report the status of the study of the comparable worth standard to the Legislature, and to make recommendations to the Legislature "as to what impediments exist to meeting this standard" (2-18-209, MCA). This is the fourth such report.

When Montana's comparable worth law was first passed, the notion of "comparable worth" pay systems was not widely understood. Montana, like other large employers, had a job classification system in place for setting pay. A study of comparable worth subsequently revealed that the statewide classification and pay system essentially already met the standard of comparable worth for 91 percent of the state's employees. Montana's classification method is outdated, by industry standards, since it is not a point factoring method. But in other respects our classification system more nearly achieves comparable worth.

Comparable Worth - A Definition

Comparable worth is defined as equal pay for jobs that are of equivalent overall value to a given employer regardless of the relative salaries such jobs receive in the surrounding labor market. Under this definition, comparable worth assures that the salaries of jobs are not based on the sex or race of employees in those jobs. Instead, they are based on the job characteristics the employing organization considers to be of greatest value. This concept differs from the concept of equal pay for equal work, which requires equal compensation for jobs that are essentially identical.

A primary concern for a comparable worth approach is job evaluation. Job evaluation in its simplest form is the process used by an employer to evaluate and measure jobs to establish relative job worth. To measure comparable worth it is necessary to use a bias-free job evaluation method that measures job content and can be applied consistently to all jobs. A "point factoring" method is the job evaluation method of choice for measuring comparable worth.¹ With point factoring, jobs are given points to reflect

¹ Helen Remick, "Major Issues in A-priori Applications," Comparable Worth and Wage Discrimination, Temple University Press, (Philadelphia: 1984), p. 99.

strength or weaknesses in each of several predefined factors (e.g., skill, effort, responsibility). The points are totaled and a hierarchy of jobs is constructed based on the total points accorded. Pay is then based on these job evaluation points.

Montana's job evaluation method, which is not point factored, has been cited in all previous reports to the legislature as an impediment in measuring and illustrating the success of meeting the comparable worth standard. In 1990, the Department of Administration received approval of its plan for a point-factored job evaluation system. Implementation of that system is expected to begin by May 1, 1991.

Montana's new job evaluation system will attempt to capture the policy established by its existing methodology, which is a factor guided comparison and ranking system. Both systems meet the prerequisite for achieving comparable worth in that they measure the characteristics of the job and not the characteristics of the worker. Montana's point factoring system will be used to rate each job using the same factors now considered. Points will then be assigned to "degrees" of each factor to indicate the extent in which the job possesses the factor. The total evaluation points will then be used to determine the appropriate salary range. In contrast with the state's current job evaluation system, the points will remain constant across all jobs, and thus measuring the state's success in meeting comparable worth standards will be less difficult. (If a male dominant job receives the same point totals as a female dominant job yet is placed in a higher pay grade, this will be an indication of disparate treatment of females.)

Absent a point factored job evaluation system, there are still ways to determine whether disparate practices affect the pay of state employees. One way is to compare the average salaries earned by minorities and/or females to those earned by white males. The difference, if any, in pay is called "the wage gap." A wage gap is acceptable as long as the same objective, consistent pay practices apply to all employees regardless of their race, sex, or any other personal characteristics that are not job related. Any portion of the wage gap that cannot be explained as stemming from the legitimate operation of the pay plan may indicate discriminatory practices.

Based on traditional employment patterns, some wage gap can be expected because of job segregation -- the crowding of females and/or minorities into relatively low-skill jobs. Even in a comparable worth system, if females hold jobs that are less difficult and responsible than those held by males, their average salaries will be lower. Another "legitimate" component of the wage gap is longevity, or differences in earnings that result from one group having spent more years in state government service.

Employees Included in this Comparable Worth Study

Too few members of any racial minority are employed in Montana state government to study how positions they hold are classified or paid. No class is dominated by a racial

minority. For this comparable worth study, only the differences between male and female salaries are considered.

The study group for this report is the 7,934 full-time employees paid under the Statewide Classification and Pay Plan. Data for the report was extracted from the Personnel/Payroll/Position Control data base in November, 1990.

Employees of the legislative and judicial branches of state government, employees who were appointed to exempt personal staff positions, and other exempt officers and employees described in 2-18-203, MCA, are not considered in this report, nor are seasonal, temporary, intermittent, or part-time employees.

Format of the Report

Part 1 of this report provides information about the current gap between what the male and female employees described above earn. It compares this wage gap to those described in the 1985, 1987, and 1989 Comparable Worth Reports by pay plan, and it looks at components of the wage gap under the Statewide Classification and Pay Plan.

Part 2 of the report discusses some actions that have served to reduce the difference in male and female salaries, and identifies impediments to meeting the standard of comparable worth among all employees.

Part 3 provides conclusions and recommendations.

PART 1

THE WAGE GAP

The average salary for females under the statewide pay schedule is \$19,290 while the average male salary is \$24,336 -- for a raw wage gap of 21 percent. This figure has decreased by approximately five percent since the first comparable worth report was reported to the Legislature in 1985. Table I on the following page provides the average male and female salary differences for the study group as well as other permanent, full-time positions under the blue collar, retail clerk, physician, and teacher pay plans.

In FY85 the average grade for females under the statewide pay schedule was 9.6. In FY91, the average is 10.1. In FY85 the average grade for males was 12.7. In FY91, it is 12.3. These changes, along with the decreasing wage gap, are the result of changes in employee demographics.

Nationwide, figures for female earnings as a percent of male earnings average 69.5 percent². Montana state government appears to be in a better position with regard to this female/male pay disparity trend, but to determine whether gender bias affects state employees' pay the components of the wage gap must be examined.

Components of the Wage Gap

Employees covered by the statewide classification and pay schedule receive compensation for "responsibilities assumed" and "complexity of work" performed (or job content) as authorized in 2-18-202, MCA. They receive compensation for length of service (longevity) as authorized in 2-18-304, MCA, as well as in the pay matrices. While there is a provision that allows the Department of Administration to grant exceptions to the general pay schedule to mitigate recruitment and retention problems, the overall compensation plan doesn't include any external labor market component.

Under the statewide schedule, which covers 91 percent of classified executive branch employees, just two components -- job content and longevity -- determine the pay an employee receives. Any difference in earnings between male and female employees should stem from differences in the responsibilities and complexities of their jobs, or differences in length of service.

² Employment and Earnings, U.S. Department of Labor, Bureau of Labor Statistics, January, 1990

TABLE 1

Average Male/Female Salary Differences by Pay Plan
Permanent, Full-Time Positions - Excluding the University System

	Male			Female		
	FY85	FY87	FY89	FY85	FY87	FY89
<u>Statewide Plan:</u>						
No. of Employees	4,163	4,147	4,127	3,740	3,669	3,668
Average Grade	12.7	12.7	12.8	9.6	9.9	10.2
Average Salary	\$22,494	\$23,235	\$23,160	\$16,750	\$17,771	\$17,593
	Female salary as % of male salary: FY85 - 74% FY87 - 77% FY89 - 77%			FY85 - 77% FY87 - 79% FY89 - 79%		
<u>ALL Employees:</u>						
No. of Employees	4,953	4,812	4,782	3,869	3,747	3,735
Average Salary	\$22,300	\$23,088	\$23,026	\$16,797	\$17,810	\$17,989
	Female salary as % of male salary: FY85 - 75% FY87 - 77% FY89 - 78%			FY85 - 78% FY87 - 80% FY89 - 80%		
<u>Blue Collar:</u>						
No. of Employees	704	613	606	13	13	16
Average Salary	\$20,998	\$21,734	\$21,822	\$18,952	\$20,345	\$20,095
	Female salary as % of male salary: FY85 - 90% FY87 - 94% FY89 - 92%			FY85 - 92% FY87 - 92% FY89 - 92%		
<u>Retail Clerks:</u>						
No. of Employees	44	13	13	74	27	17
Average Salary	\$16,644	\$18,597	\$18,018	\$16,510	\$17,682	\$18,189
	Female salary as % of male salary: FY85 - 99% FY87 - 95% FY89 - 101%			FY85 - 99% FY87 - 99% FY89 - 99%		
<u>Physicians:</u>						
No. of Employees	9	7	7	2	2	1
Average Salary	\$59,446	\$64,447	\$64,293	\$61,723	\$62,818	\$76,209
	Female salary as % of male salary: FY85 - 104% FY87 - 96% FY89 - 119%			FY85 - 104% FY87 - 96% FY89 - 119%		
	Female salary as % of male salary: FY85 - 104% FY87 - 96% FY89 - 119% No Females Shown					
<u>Teachers:</u>						
No. of Employees	33	32	29	38	36	33
Average Salary	\$21,700	\$22,948	\$21,382	\$20,741	\$20,941	\$19,103
	Female salary as % of male salary: FY85 - 96% FY87 - 91% FY89 - 89%			FY85 - 89% FY87 - 90% FY89 - 90%		

a. Male/Female Differences in Length of Service

Among employees covered by the statewide classification and pay plan, males receive more longevity pay than females. This is consistent with nationwide data which indicates that females are more likely to have breaks in service for childrearing or to follow husbands who transfer work locations.³ The matrix for the statewide schedule consists of 25 grades, or pay ranges, which are based on job content and 13 steps, or incremental advancements within the pay range, which are based on length of service. If differences in length of service are taken out (all employees paid at the Step 5 rate for their grade), the average female salary is \$18,993, and the average male salary \$22,999. When corrected for the effects of longevity pay, the wage gap is reduced from 21 to 18 percent. Stated differently, the difference in longevity accounts for about 3 percent of the raw wage gap for employees covered under the statewide classification and pay plan. The fact that steps have been frozen for five of the past six years, coupled with turnover at the higher steps, may account for some narrowing of the wage gap since 1985.

b. Male/Female Differences in Job Content

The relationship between what a job requires in terms of skill, effort, responsibility, and working conditions and what it pays should be the same for all employees, regardless of their gender. If it can be shown that differences in male/female salaries stem from objectively measured differences in the jobs they hold, then a wage gap is legitimate. As referred to in the introduction, comparable worth should be measured by "the application of a single, bias-free point factor job evaluation system within a given establishment, across job families, both to rank-order jobs and to set salaries."⁴

As mentioned in the introduction, Montana currently lacks the sophisticated kind of job evaluation system that can compare individual positions to each other in quantified terms. In a point-factoring system such as the one currently being developed, it would be possible to compare an Administrative Assistant II (a female dominant class) to a Correctional Officer (a male dominant class) in terms of how many points each received for each job content factor (such as skill, effort, responsibility, and working conditions). Total point

³ Single, never-married males and females exhibit the smallest lifetime earnings differential and have the most similar lifetime labor force participation. The widest differential in lifetime earnings and lifetime labor force participation exists between married, spouse-present males and females. (Source cited below.)

Beller, Andrea H., "Occupational Segregation and the Earnings Gap," Comparable Worth: Issue for the 80's, A Consultation of the U.S. Commission on Civil Rights, Volume I, (Washington, D. C.: 1984) p.42.

⁴ Remick, op. cit.

scores would convert to grades, or pay ranges. The relationship between job content and pay would be readily apparent, and it could be shown that the same standards were applied without regard to gender. Lacking a quantified evaluation tool at this point, Montana state government must take another approach which focuses first on job segregation.

Certain occupations, such as nursing and civil engineering, are gender-dominant. Men tend to dominate occupations that pay better than those dominated by women. This may be the result of (1) males having exerted their historically greater power to negotiate higher wages, (2) societal conditioning that values "men's" work more than "women's" work, (3) women having been channeled into narrower occupational choices which forced wages down by creating a surplus of workers in those occupations, or (4) any combination of the above, as well as other complex factors, all of which are beyond the scope of this report. Job segregation exists in Montana state government, and it affects the wage gap. The reasons for its existence are often discussed in conjunction with the "comparable worth issue," but for this report, the issue is narrowed to what the law requires -- that (1) judgments and factors that contain inherent biases based on sex be eliminated in the classification of positions, and that (2) factors for determining job worth be compared across occupational groups when either is gender-dominant.⁵

Analysis of Occupational Categories

Occupations can be grouped into categories according to the type of work that is performed and the knowledge and skills that are required. These categories are "Administrators/Officials," "Professionals," "Technicians," "Protective Services," "Skilled Crafts," "Paraprofessionals," "Clerical," and "Service/Maintenance."

If only preliminary job analysis had been conducted -- that required to determine which occupational category a job belonged with -- a 13 percent wage gap would exist. As shown on Table 2 of the following page, the only occupational categories that are predominantly female are "Paraprofessionals" and "Clerical."

A hypothetical "test" for the amount of wage gap that is truly job content-caused was devised in 1985 and used for all subsequent reports. In this "test," all classes were combined into the eight occupational groups addressed above. A total salary for the occupational group was obtained from November, 1990, payroll data. This total salary figure mitigates the effects of classes that are undergraded or overgraded by combining the salaries they produce with that of all other classes in the occupational group.

⁵ 2-18-209, M.C.A.

TABLE 2

Hypothetical Wage Gap*

Occupational Group	MALE		FEMALE		Portions of Total Salary	
	Number	%	Number	%	Male	Female
	1990	1990	1990	1990		
Officials/Administrators	537	77%	159	23%	16,799,321	5,017,979
Professionals	1,693	61%	1,091	39%	40,486,862	25,885,042
Technicians	811	46%	971	54%	15,757,392	18,497,808
Protective Service	548	90%	64	10%	11,044,503	1,227,167
Para-Professional	248	39%	390	61%	3,976,716	6,219,991
Clerical	74	7%	967	93%	1,131,090	15,024,003
Craft	49	71%	20	29%	947,694	387,086
Service	192	62%	120	38%	3,049,917	1,869,304
	4,152		3,782		93,193,495	74,128,380
					AVERAGE SALARY:	\$22,445 \$19,600
					AVERAGE FEMALE SALARY AS % OF MALE SALARY:	87%
					HYPOTHETICAL WAGE GAP:	13%

* Produced by grouping classes into occupational categories and portioning available salary dollars according to the percentage of jobs in category held by male/female.

Each occupational group includes a number of classes and a range of grades. In the "Clerical" occupational group, for example, are receptionist, word processing operator, administrative assistant, office clerk, accounting clerk, and many other classes. Grades assigned to these classes range from 5 to 12. The total salary for that group combines the salaries paid for each position in each class.

It is reasonable to assume that most of the positions and classes in each group are properly classified, given that their titles and grades resulted from evaluation of the content of the jobs.

Table 2 demonstrates that when the total salaries for each occupational group are portioned out according to the percent male or female employed in the group, the average female salary is 87 percent of the average male salary. This test indicates that at least 13 percent of the wage gap is the result of legitimate differences in job content. This much of the gap, at least, cannot be corrected by a verifiable standard of comparable worth. In fact, it is likely that the 13 percent figure is conservative, as the test above assumes that females do not dominate only the lower-graded classes in each occupational group, and that they are equally represented in the higher-graded classes. This is not the case.

In the "Service" group, for example, males dominate the grade 8 maintenance worker and groundskeeper classes while females dominate the grade 6 laundry worker class. Since

the duties performed and responsibilities assumed by the maintenance workers and groundskeepers are more difficult than those of the laundry worker, using the same "yardstick" to measure all three, the maintenance worker and groundskeeper classes will pay more regardless of whether they are dominated by males or females.

Below is the number of classes in each occupational category along with the approximate range of grades.

<u>Occupational Category</u>	<u>Approximate Grade Range</u>	<u>Number of Classes</u>
Administrators/Officials	16 - 24	160
Professionals	11 - 16	605
Technicians	9 - 12	316
Protective Services	6 - 15	32
Paraprofessional	7 - 12	64
Clerical	4 - 12	97
Skilled Craft	8 - 12	129
Service/Maintenance	4 - 11	93

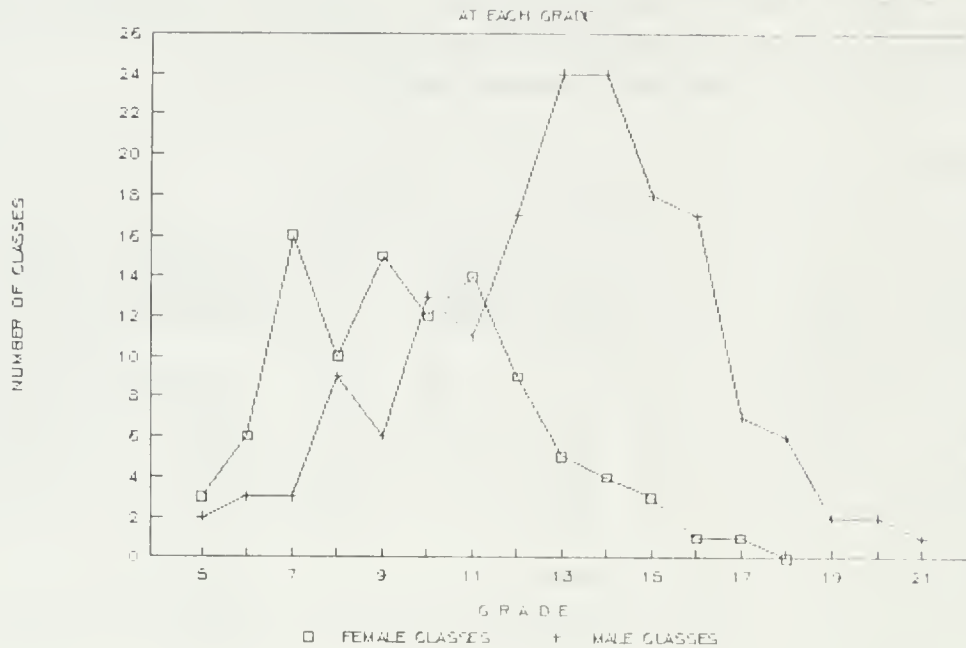
Classes are assigned to pay grades based on comparisons with other classes, so that equal pay for work of comparable difficulty and responsibility does occur. Custodian II (a Service/Maintenance class) might be compared to Accounting Clerk II and III (Clerical classes) and to Baker I and II (Skilled Craft class) to find the most comparable skill level. It should be noted that in the Statewide Classification and Pay Schedule, there are 25 grades, or skill levels, but only 21 of them are in use. Approximately 1,325 classes are distributed across these 21 grades. As shown on the list above, several different occupational groups may be represented in the same grade.

Male/Female Dominant Classes

For this study, a class is determined to be either female dominant or male dominant if it includes at least five positions, and 70 percent of the incumbents are the same sex.

Data indicate that within most occupational groups, except for the "Clerical" group where they dominate all classes, when females are dominant they dominate the lower-graded classes, while males are more apt to dominate the higher-graded classes. The following chart compares the number of female-dominant and male-dominant classes by grade.

NUMBER OF FEMALE/MALE DOMINANT CLASSES



Men and women in Montana state government tend toward traditional roles in employment, with women occupying more "helping" types of positions (secretary, nurse, social worker, home attendant, and counselor) while males occupy more positions involving use of mathematics, manipulation of objects, and/or physical strength (engineer, programmer/analyst, forester, truck driver, maintenance worker, etc.).

Paula England,⁶ in discussing occupational sex segregation, observes that sex role socialization influences the kind of work dominated by either sex. "Female socialization," states England, "encourages (1) nurturant and helping orientations and (2) acceptance of responsibility for house work and child care and discourages (3) assertiveness or aggressiveness, (4) quantitative or mechanical performance, and (5) physical strength."

Appendix A lists some of the classes in each occupational category that are dominated by one gender. This list seems to substantiate the observations made by England. If females accept more responsibility for housework and child care, they may be reluctant to pursue careers that require considerable travel (Reclamation Specialist, Deputy Fire Marshall, Lottery Marketing Representative). If females are discouraged from exhibiting assertiveness or aggressiveness, they may not seek careers in law enforcement (Highway Patrol Officer, Fish and Game Warden, Correctional Officer) and may not compete effectively for managerial positions (Administrators/Officials occupations).

⁶ Paula England, "Socioeconomic Explanations of Job Segregation," Comparable Worth and Wage Discrimination, op. cit. p. 29.

From adolescence on, males tend to score higher on tests of quantitative ability and mechanical performance. Whether this is the result of differences between the sexes or the result of differential treatment in education, these abilities manifest themselves in male dominance of classes that require advanced mathematical skills (Environmental Specialist, Programmer/Analyst, Civil Engineer).⁷ Finally, most positions requiring physical strength or manipulation of objects are male dominant (Laborer, Maintenance Worker, Truck Driver).

The challenge of comparable worth is to ensure that those skills that are inherent in male-dominant classes aren't valued higher simply because they are characteristic of males -- and that skills that are inherent in female-dominant classes aren't undervalued simply because they are characteristic of females.

This requires that the "yardstick" (or job evaluation methodology) an organization uses to measure the worth of its jobs be free of gender bias.

Comparable worth also requires that the "yardstick" be applied with equity to all occupational groups.

Table 3 on the next page is a closer analysis of the wage gap which compares what employees would make if they were evenly represented in each grade level in each category (as shown in Table 2), to what they actually earn, based on a more in-depth job analysis.

Females, according to Table 3, should earn 54 percent of the total salaries for Technicians, if all Technician jobs were comparable in the five factors, because they hold 54 percent of the Technicians jobs. In fact, however, they earn 51 percent of the total salary because they hold a disproportionate share of the less difficult, lower-graded positions within that occupational group. For example, the largest female-dominant class (100+ positions) in the Technicians category is "Eligibility Technician II" at grade 11. The largest male dominant class in the category (100+ positions) is "Engineering Technician III" which is two grades higher because the work is more difficult and responsible as measured by the five factor evaluation system.

If all Professional jobs were at the same level of difficulty and responsibility, females would receive 39 percent of the total salaries paid to that occupational group. In fact, they earn 37 percent because, while they dominate some of the lower-graded professional classes, most higher-graded classes are either gender mixed or male-dominant.

⁷ Ibid. p.32.

TABLE 3

Actual Portioning** of Salaries Based on Classification Within Occupational Category as Compared to Hypothetical Portioning* Based Only on Occupation

Statewide Classification and Pay Schedule
(Excluding University System)

Occupational Category	1 Total # Employees	2 Total \$ Paid	3 Percent Female	4 Female Share of \$	5 Percent Male	6 Male Share of \$
Administrators/Officials	696	21,817,300	23% 20%	5,017,979 4,679,820	77% 80%	16,799,321 17,146,480
Professionals	2,784	66,371,904	39% 37%	25,885,042 25,153,037	61% 63%	40,486,862 41,218,868
Technicians	1,782	34,255,200	54% 51%	18,497,808 17,593,348	46% 49%	15,757,392 16,661,852
Protective Service	612	12,271,670	10% 9%	1,227,167 1,210,432	90% 91%	11,044,503 11,061,239
Skilled Craft	69	1,334,780	29% 27%	387,086 353,807	71% 83%	947,694 980,973
Paraprofessionals	638	10,196,702	61% 60%	6,219,991 6,120,129	39% 40%	3,976,716 4,076,578
Clericals	1,041	16,155,093	93% 93%	15,024,003 14,988,781	7% 7%	1,131,090 1,169,654
Service/Maintenance	312	4,919,221	38% 35%	1,869,304 1,742,652	62% 65%	3,049,917 3,176,652
	7,934	\$16,732,821	(# Female) (3,782)	71,832,923	(# Male) (4,152)	95,492,296
			average female salary = 18,993		average male salary = 22,993	

Female salary as % of male salary = 83%
 Wage gap attributable to differences in job content = 17%
 Wage gap attributable to differences in longevity = $\frac{3}{20\%}$

* Hypothetical figures are in normal type.
 ** Actual figures are in bold.

Summary

If all occupations required the same degree of skill and involved the same responsibilities, and a wage gap still existed between male and female salaries, discriminatory pay practices would be obvious. But the fact is, some occupations are more difficult, and thus, are paid more.

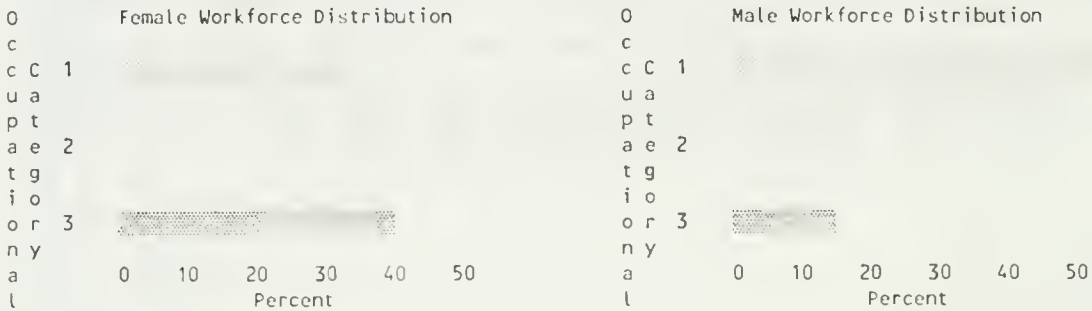
It has been shown that based only on the fact that males and females are unevenly distributed among occupations, a 13 percent wage gap exists. The classification process, which assigns individual positions to pay grades, is based on a much more in-depth analysis of job content. If each of these classification actions is correct, a 17 percent wage gap exists because of differences in the difficulty of jobs held by males and females. The classification system itself is essentially bias-free. However, because of isolated incidents of misclassification and because of past practices which at one time allowed negotiation of grades, some inequities in its application may exist which could affect the wage gap.

PART 2

CLOSING THE WAGE GAP

The Effects of Sex Segregation

A wage gap will exist as long as sex segregation in occupations remains. The graphs below illustrate the fact that females are crowded into comparatively lower-skill occupations while males are more heavily represented in the higher-skill, higher-paying occupations.



KEY:

1. - Professional and Administrators/Officials occupations. A college education is required for entry to most of these occupations. Administrators/Officials may, instead, require extensive work experience.
2. - Protective Service, Craft, and Technician occupations. These require more specialized knowledge and skills, typically acquired through some post-secondary education or apprenticeship, or extensive on-the-job training.
3. - Service/Maintenance, Clerical and Paraprofessional occupations. Education and training required for entry to these occupations is available in the public schools at the high school level or below.

To remove the effects of sex segregation, 1,380 employees would have to change occupations. Females are, in fact, steadily gaining representation in some of the higher-skill, higher-pay occupations. Table 4 on the following page lists total numbers of employees in each occupational group for FY85, FY87, FY89, and FY91. It shows that females have increased in percentage of population in the following categories: Administrators/Officials, Professionals, Skilled Craft, Protective Services, and Service/Maintenance.

The Effects of Differences in Education and Training

The previous bar graphs illustrate that 39 percent of female employees are in occupations that require no formal education beyond the high school level, while only 12 percent of male employees are in such occupations.

TABLE 4

Employee Distribution* By Occupational Category
Comparing FY85 through FY91

Occupational Category	M A L E				F E M A L E									
	Number of Employees		Percent of Jobs Held in Category		Number of Employees		Percent of Jobs Held in Category							
	FY85	FY89	FY87	FY91	FY85	FY89	FY87	FY91						
Administrators/Officials	388	523	537	84%	82%	77%	72	79	116	159	16%	17%	18%	23%
Professionals	1,799	1,637	1,693	67%	62%	61%	893	997	1,109	1,091	33%	36%	38%	39%
Technicians	872	840	811	49%	47%	46%	898	904	920	971	51%	52%	53%	54%
Protective Service	476	513	548	93%	90%	90%	36	43	60	64	7%	8%	10%	10%
Skilled Craft	50	42	56	86%	78%	71%	8	7	16	20	14%	14%	22%	29%
Paraprofessionals	289	293	248	36%	39%	39%	511	468	379	390	64%	61%	60%	61%
Clerical	94	90	91	7%	8%	7%	1,259	1,204	1,031	962	93%	92%	92%	93%
Service/Maintenance	195	183	224	76%	64%	62%	63	67	127	120	24%	27%	36%	38%
TOTALS	4,163	4,147	4,127	4,152	3,740	3,669	3,668	3,782						

* Statewide Classification Pay Schedule Permanent Full-Time Employees (Excluding University System).

According to a publication by the Department of Labor and Industry, the 1980 census indicated that among persons aged 25 and over, more of Montana's females (75.9 percent) than males (72.8 percent) have completed high school. More males (20.1 percent) than females (14.9 percent) have completed four or more years of college. The report did not include information regarding other post-secondary training completed by either sex, but such data would likely explain the relatively greater numbers of males in Skilled Craft and Protective Service occupations. If there are no differences in education and experience to explain why females are concentrated into lower-skill, lower-pay jobs, the question becomes whether or not this results from discrimination or choice. Thus, a portion of the wage gap could be caused by inequities in the quality of jobs which are made available to women.

A discussion of discrimination in hiring, promoting, and other placement actions is beyond the scope of the comparable worth report, however. The existence of sex segregation in state government is more appropriately addressed through Equal Employment Opportunity studies and Affirmative Action Plans. The State Personnel Division does operate an affirmative action program with the goal of eliminating deliberate and/or unintentional discrimination in recruitment, selection, training, performance appraisal, and employee assistance. A complete discussion of this program is found in the annual EEO/AA reports to the Governor. The most recent information available covers the period July 1, 1989, to June 30, 1990.

Comparable worth requires equal pay for work of equal value. The gender of the employees who perform the work is not at issue, except where it can be shown that the work performed by one gender is valued differently than the work performed by the other.

Classification System Enhancements

In the two years following the 1989 Report to the Legislature on Comparable Worth, maintenance of the Statewide Classification and Pay Schedule required re-evaluation of some female-dominant classes.

Among the major class reviews concluded in 1989 - 1990 were social workers. This review resulted in a new class at a higher grade level, recognizing an increased difficulty of protective services casework. Approximately 170 positions in a female dominant class were upgraded as a result of this review.

Class reviews are conducted regularly to maintain a current and adequate classification systems. During class reviews, cross-occupational comparisons are made to ensure that the same criteria are applied to all classes, regardless of the gender of the incumbents. A point factoring method, such as that currently being developed, will enable the state to better illustrate, evaluate and explain these comparisons.

PART 3

CONCLUSIONS AND RECOMMENDATIONS

While it can be demonstrated that the State of Montana has, at least in theory, practiced a policy of "equal pay for jobs of equal value," no systematic review of all jobs has been undertaken to determine whether this has, in fact, been accomplished. There is reason to believe that, for the most part, it has been accomplished for those employees encompassed by the statewide classification and pay schedule.

Available data concerning employee demographics indicates that a 17 percent wage gap results from more males being in higher-ranking, higher-paying jobs, while more females are in lower-ranking, lower-paying jobs. A three percent wage gap is produced by male employees receiving more step advances and longevity increments. Combined, these factors explain a 20 percent wage gap, while the existing wage gap in the statewide schedule is 21 percent. Some conjecture can be made about components of the remaining one percent.

First, the 17 percent figure given for the wage gap produced by job content is only the roughest estimate since the only element of job content considered was the occupational group. As more precise measurements of job value are made, more of the wage gap may be explained by differences in job content.

Second, it has been suggested that classes, grades and salaries negotiated through collective bargaining have favored male-dominant jobs. In addition, male employees have more often filed and won large group appeals before the Board of Personnel Appeals. These actions have probably resulted in pay inequity with respect to female-dominant jobs of comparable skill levels.

Other personnel and pay practices that may affect the wage gap have not been investigated. Among them is the possibility that more career ladders exist in male-dominant occupations than in female-dominant ones. This, like the problem of job segregation, will not be corrected with the achievement of a comparable worth standard.

Impediments to Achieving a Standard of Comparable Worth

Lack of a single standard of measurement that can be applied consistently and objectively impedes the ability of the Department of Administration to determine whether female dominant jobs are paid equitably with respect to male dominant jobs of comparable value. The adoption of a quantified, point factoring method of job evaluation will help refine, articulate and more precisely measure the values of the current system and remove biases that may be present in class specifications or in the application of factors to male

or female dominant jobs. Quantified point factoring systems do not, however, guarantee the elimination of bias. Helen Remick, in one of her earlier comparable worth papers, outlined four potential sources of bias in job evaluation. These included: (1) the dimensions of factors selected for analysis; (2) the relative weights assigned to these factors; (3) the application of the job evaluation system; and finally, (4) the salary setting procedures.⁸ Each step in the implementation process is thus vulnerable to biases which threaten the validity of job evaluation. These issues will continue to challenge the Department's comparable worth efforts.

In addition to the need for a better job evaluation methodology -- one that is technically more efficient, objective, and easily understood -- impediments to achieving a standard of comparable worth continue to be the existence of separate pay plans and the fact that the relationship between job content and pay is not the same for all employees. Employees paid under the Blue Collar Plan and the Retail Clerks Plan generally receive higher pay than those in comparable jobs paid under the statewide schedule.

⁸ Helen Remick, "The Comparable Worth Controversy," *Public Personnel Management* 10 (1981): 371-383.

APPENDIX A

Sample Female/Male Dominant Classes

Female-Dominant Classes:

(1) Administrators/Officials

There are no female-dominant classes in this category.

(2) Professionals

Grade 17 Nurse Exception*

Grade 16 Nurse Exception*

Grade 15 Nurse Exception*
Economic Assistance County Supervisor II

Grade 14 Nurse Exception*
Health Care Facility Surveyor
Economic Assistance County Supervisor I
Community Social Worker II

Grade 13 Microbiologist III
Accounting Specialist III
Administrative Officer I
Family Resource Specialist
Community Social Worker I

Grade 12 Microbiologist II
Accounting Specialist II
Program Specialist I
Social Service Coordinator I

Grade 11 Accounting Specialist I
Compliance Specialist I

* Nurse Exception classes were established during FY89 and FY90 for pay exception purposes. The grades shown represents two-grade differences from original grades.

(3) Technicians

Grade 12 Paralegal Assistant II
Administrative Assistant IV
Licensing/Certification Specialist II
Eligibility Technician Supervisor

Grade 11 Licensed Practical Nurse III
Drivers Services Specialist I
Administrative Assistant III
Licensing/Certification Specialist I
Program Assistant III
Eligibility Technician II

Grade 10 Licensed Practical Nurse II
Audit Technician II
Accounting Technician II
Personnel Technician II
Administrative Assistant II
Program Assistant II
Computer Operator Technician II
Eligibility Technician I
Eligibility Investigator

Grade 9 Statistical Technician
Accounting Technician I
Child Support Enforcement Technician I
Administrative Assistant I
Program Assistant I
Word Processing Technician

Grade 8 Communications Systems Operator I

(4) Protective Services

There are no female dominant classes in this occupational category.

(5) Paraprofessionals

Grade 8 Employment Assistant

Grade 7 Human Services Aide
Home Attendant
Resident Care Aide I

(6) Clerical

Grade 11 Office Supervisor III
Administrative Secretary II

Grade 10 Office Supervisor II
Administrative Secretary I
Clerk Supervisor III

Grade 9 Secretary III
Legal Secretary II

Grade 8 Secretary II
Word Processing Operator III
Administrative Aide II
Property Tax Clerk II
Accounting Clerk III
Administrative Clerk III
Tax Examining Clerk

Grade 7 Secretary I
Word Processing Operator II
Typist III
Administrative Aide I
Data Entry Operator III
Accounting Clerk II
Administrative Clerk II
Switchboard Operator II
Receptionist II
Medical Records Clerk

Grade 6 File Clerk II
 Typist II
 Data Entry Operator II
 Administrative Clerk I
 Receptionist I
 Microfilm Clerk I

Grade 5 Office Clerk II

(7) Skilled Craft

There are no female dominant classes in this occupational category.

(8) Service/Maintenance

Grade 7 Cook I

Grade 5 Food Service Worker I

Male Dominant Classes

(1) Administrators/Officials

Grade 18 - 22 Career Executive Assignment (most division administrator and comparable level positions are classified in this series)

Grade 18 Civil Engineering Manager II
 Fish/Wildlife Parks Regional Manager
 Data Processing Manager IV

Grade 17 Civil Engineering Manager II
 Resource Program Manager II
 Institutions Services Manager II
 Regulatory Program Manager II
 Administrative Officer V
 Data Processing Manager III
 Planning Manager II

Grade 16 Resource Program Manager I
Fish/Wildlife Regional Manager I
Regulatory Program Manager I
Administrative Officer IV
Human Services Manager I

(2) Professionals

Grade 20 Attorney Supervisor IV

Grade 19 Attorney Specialist IV

Grade 18 Attorney Specialist III

Grade 16 Civil Engineering Specialist V
Information Systems Specialist IV - Internals
Information Systems Specialist IV - Applications
Environmental Program Supervisor
Fish/Wildlife Program Officer
Executive Budget Analyst II
Telecommunications System Analyst III
Criminal Investigator
Fish & Game Warden Captain

Grade 15 Civil Engineering Specialist IV
Environmental Engineer III
Water Rights Field Supervisor
Information Systems Specialist III - Applications
Environmental Specialist IV
Forestry Program Officer
Fish/Wildlife Program Specialist
Accountant II
Revenue Agent III
Management Analyst III
Tax Appraisal Specialist III
Research Specialist IV
Highway Patrol Lieutenant
Fish & Game Warden Sergeant

Grade 14 Civil Engineering Specialist III
Traffic Engineer II
Engineering Officer I
Information Systems Specialist II - Implementations
Hydrologist
Environmental Specialist III
Forestry Program Specialist
Reclamation Specialist II
Fish/Wildlife Biologist
Auditor IV
Revenue Agent II
Research Specialist III
Emergency Management Specialist II

Grade 13 Civil Engineering Specialist II
Water Resource Specialist III
Environmental Specialist II
Forester II
Revenue Agent I
Employment Services Supervisor
Safety/Health Specialist II
Probation & Parole Officer

Grade 12 Civil Engineering Specialist I
Forester I
Fish Culturist
Substance Abuse Counselor
Correctional Recreation Specialist
Correctional Treatment Specialist I

Grade 11 Water Resource Specialist I

(3) Technicians

Grade 15 Design Supervisor

Grade 14 Designer III
Utility Agent
Building Codes Inspector
Appraisal Supervisor II

- Grade 13 Designer II
Engineering Technician III
Materials Laboratory Supervisor
Appraiser IV
Appraisal Supervisor I
Fish Hatchery Supervisor I
Communications Technician III
- Grade 12 Designer I
Motor Vehicle Safety Inspector II
Appraiser III
Field Technician III
- Grade 11 Design Technician II
Engineering Technician II
Materials Lab Technician II
Meat Inspector I
- Grade 10 Design Technician I
Engineering Technician I
Materials Lab Technician I
Appraiser I
Research Assistant I
Brand Inspector Supervisor I
Field Technician I
- Grade 9 Drafter II
- Grade 8 Survey Aide II
Brand Inspector II
Fisheries Field Worker I

(4) Protective Services

- Grade 14 Correctional Lieutenant
Highway Patrol Officer II
Fish & Game Warden III
- Grade 13 Livestock Investigator
Highway Patrol Officer I
Fish & Game Warden II

Grade 12 Correctional Sergeant
GVW Compliance Officer

Grade 10 Correctional Officer

Grade 8 Security Guard II

Grade 6 Security Guard I

(5) Paraprofessionals

Grade 10 Specialist Duty Aide II
Cottage Life Attendant III

Grade 9 Specialist Duty Aide I

Grade 8 Research Aide

Grade 6 Grain Sampler I

(6) Clerical

Grade 8 Mail Clerk III

(7) Skilled Craft

Grade 12* Plumber

Grade 11* Field Maintenance Supervisor A

Grade 10* Machinist/Mechanic

Grade 9* Equipment Operator II

* These classes are paid according to the Blue Collar Pay Schedule rather than the Statewide Classification and Pay Plan.

(8) Service/Maintenance

- Grade 14 Maintenance Supervisor III

- Grade 12 Correctional Food Service Supervisor II
Parks Maintenance Supervisor I
Maintenance Supervisor I

- Grade 10 Maintenance Worker III

- Grade 9 Forestry Worker III
Maintenance Worker II

- Grade 8 Groundskeeper II

- Grade 7 Custodian II
Forestry Worker II

- Grade 5 Forestry Worker I
Laborer I

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COVER SHEET



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