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I. An Overview

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A. Recommendations

B. Observations

Final Report

of the

President's Ad Hoc Committee

which considered

"A Report on the Status of Women

at The University of British Columbia"

with particular reference to

Employed Staff

October 1973

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1. AN OVERVIEW

Your Committee understood its task to be:

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(1) To examine A Report on the Status of Women at the University of British Columbia insofar as it relates to employed staff, in particular, (a) to consider the validity of the assumptions made, the statistical methods employed, and the conclusions reached; (b) to indicate the extent to which discrimination against women, if any, is the result of University policies rather than general policies in society.

(2) To make recommendations based on the study in (1) above.

By way of defining "employed staff" and to lessen overlap with any other committee, this Committee decided to limit itself to looking at all staff hired through the Personnel Office.

2

Since the Report (hereinafter referred to as the Status Report) made no statistical assumptions or tests on the data concerning staff, the Committee felt it appropriate to examine the Status Report's conclusions in a more general way. This may help to explain the wide-ranging nature of some of the observations and recommendations which the Committee feels are important to the well-being of the University community.

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It seems to the Committee that the basic points made in the Status Report concerning non-academic staff revolve around two conclusions:

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(1) Sex-typed female job categories have lower salaries within the University than job categories which are sex-typed male. (Status Report pages 6, 48, 49).

(2) In proportion to their number fewer women occupy supervisory and administrative positions. (Status Report pages 6, 48).

These two conclusions of the Status Report were found to be valid. The Committee then, following its mandate, studied the employment policies and practices within the University to discover in what way this inequality might be the result of University policies and practices as distinct from those policies and practices generally found in society.

The Committee found that The University of British Columbia does not discriminate in any policies which it has articulated but that its practices, which follow those of society in general, at times are discriminatory to women. Some women doing work of apparently equal importance, requiring a similar amount of skill or requiring a similar amount of education, are paid less than men. Men and women are stereotyped into various job categories by society which frequently limits opportunities for women. Thus, the Committee makes recommendations which advocate that the University, as a public institution traditionally regarding itself as an upholder of human rights, take a lead in eliminating society-based discriminatory practices against women.

In response to a questionnaire, the Committee received a strong reaction from Heads of Departments to the effect that certain personnel policies of the University, although not discriminatory to women per se, aggravate the feelings of discrimination in women who are the majority of those affected. Similar impressions were received from contacts with employees. Thus, the Committee makes recommendations which it feels will improve this situation.

2. SUMMARY

A. Recommendations

- ✓ 1. That the University in its leadership role in the community undertake an obligation not only to declare itself publicly against discrimination, but also to work actively to ensure that policies and practices within the University serve to eradicate any vestige of discrimination even though such discriminatory practices may prevail in the larger society. (para. 6)
2. That it be made clear to all sections of the University community that women and men are to have equal opportunity for employment and advancement. (para. 39). In addition, for some time at least when a job opening occurs for which there are both male and female applicants equal as to experience, qualifications, and personality considerations, that the preference be given to a female candidate. (para. 51-52).
- ✓ 3. That the University invoke a policy of openness with its staff on matters affecting their employment and welfare. This should include the publication of a revised and enlarged Staff Handbook and a → Departmental Reference Manual. (para. 62-68).
- ✓ 4. That the University undertake a study to determine a more appropriate and fair weighting scale for financial reward with regard to mental effort as compared to physical effort, and clerical skills as compared to technical skills. (para. 42-45).
5. That a more effective grievance procedure be established, revolving around the concept of an Ombudsperson. (para. 54-57).
- ✓ 6. That a different method be devised to provide a fairer adjustment for merit and length of service in annual salary adjustments. (para. 59-61).
7. That the University take steps to ensure that all advertising literature and hiring practices make it clear that women are wanted in all occupations and professions. (para. 41).

8. That there be no stipulation as to gender in any advertising for jobs in the classified section of newspapers, unless the stipulation is inherent in the job definition. (para. 41)

9. That all display advertising for employment at the University carry a rider that the position is open to both men and women. (para. 41)

✓ 10. That the University clarify and extend policies concerning unpaid leave-of-absence, compassionate leave, and course attendance for job-improvement, for non-academic staff. (para. 72)

✓ 11. That the University consider ways in which equivalent benefits can be extended to regular part-time employees. (para. 69-71)

✓ 12. That the University recognize the need for child care facilities and work in cooperation with government and encourage them to provide the necessary facilities for families living or working within the region of the campus. (para. 74).

13. That the University urge the Government of British Columbia to modify the Factories Act so as to prevent employers from being forced to discriminate against women. (para. 47)

14. The Committee invites Unions on campus to study their policies toward women in order to eradicate any discrimination that may exist and to help the University provide enlightened leadership by ensuring equal job opportunities for men and women. (para. 76)

B. Observations

1. The Committee found that the University does indeed reflect the biases and attitudes of the larger community towards the employment of women. (para. 35-39).

2. The Committee found that the system used by the University for assigning certain pay scales to certain job categories is consistent with community practices. (para. 42)

3. The sex-typing of certain jobs appears to be both a reflection of hiring traditions and a reflection of the aspirations of job applicants. The evidence is quite clear to the Committee that job applicants are, for the most part, self-selecting and give support to society's sex-typing practices. The Committee can only conclude that unless special action is taken, the lower salaries of certain jobs sex-typed female will persist so long as sufficient applicants are forthcoming to fill the lower paid jobs. There are signs that traditions are slowly changing. (para. 41)

4. As might be expected, the Committee confirmed the finding in the Status Report that within identical job categories there is no evidence of salary discrimination between males and females in that category. On the other hand, the Committee found several cases of a pay differential between a sex-typed male job category and a similar, but sex-typed female job category. (para. 33,42,43).

5. The Committee concurs with the Status Report in finding that relatively fewer women are found in senior administrative or supervisory job categories. Most of the Heads of Departments who answered our questionnaire or who were interviewed, stated that they are not hesitant or reluctant to consider women for supervisory positions. Some Heads of Departments found difficulty in advancing their employees to senior positions because of what they believed to be resistance on the part of the Personnel Office. (para. 48-50, 53)

6. Some Heads of Departments find men or women more suitable for certain jobs. These preferences are based upon a mixture of occupational requirements and societal stereotypes. In general, however, the Committee found a spirit of sympathy and goodwill towards efforts to ensure equality of treatment between male and female employees.

The Committee concludes that genuine efforts within the University to ensure equality of treatment, as distinct from providing special privileges for one sex or the other, will receive wholehearted support from the University community. (para. 36-39).

7. The Committee found that University Personnel Officers are now making every effort to word job descriptions so that they apply equally to men and women. (para. 35)

8. The Committee recognizes that the Personnel Office will require a significant increase in staff in order to implement the recommendations of the Committee. (para. 53-68).

9. There is much concern about the lowest pay categories at this University. Because women predominate among the incumbents in these categories, there have been suggestions that this situation reflects discrimination against women. The Committee agrees that many women are "heads-of-household" and that there is no justification for lower pay scales for women because they are either single or merely augmenting a husband's income.

10. The Committee concludes that the provision of university housing for staff does not seem to have a relationship to the question of discrimination with respect to the employment of women. (para. 75)

3. DATA USED IN THE STATUS REPORT

The examination of the data included in the Status Report and the associated comments led the Committee to question the accuracy of some of the figures listed. The same basic data on employed staff was made available to the Committee. After some study the Committee concluded that the accuracy of certain tables in the Status Report was affected by the inability to distinguish between part-time and full-time employment and by the inappropriate combining of data.

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To explain the discrepancy between average salaries paid to men and women, generalizations might be made that women do not want to accept responsibility, do not remain in their jobs long enough to qualify for promotion, etc. The Committee, after some investigation, decided that the data available for analysis would not produce any more meaningful evidence of whether equal opportunity had been given to women in the past.

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Recognizing the possibility of discrimination by generalization (that is, that individual opportunity may be restricted by generalizations about the whole sex), the Committee decided to focus on whether the conditions exist on campus for any individual woman to have equal opportunity and pay for similar qualifications, experience, and motivation.

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However, it seems useful to provide some comment and clarification on some specific interpretations made by the Status Report on the basis of the data which the Status Report used. Our examination is not exhaustive.

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It should be noted with regard to the quotations from the Status Report that appear on the next few pages, the statistics and especially the salaries were those that applied to the University in February of 1972.

- (1) "149 of these women, 11 percent, make less than 350 dollars a month and only 9 men, 0.9 percent, make less than 350 dollars a month." P.47

The figures are distorted because of the apparent inclusion of salaries of part-time persons. However, data on full-time staff does show that relatively more women are to be found in the lower pay categories.

- (2) "Women, whether they are unionized or not, and even when figures for professional and supervisory staff are included, earn an average of 1,744 dollars a year less than men." P.48

The Committee accepts this statement as being basically correct.

- (3) "The job categories with the lowest average salaries in the university are Clerks (female 418 dollars), Secretaries (448 dollars), Library Assistants (female 438 dollars), and Food Service Workers (female 451 dollars). 922 of the 1,355 women are in these job categories. There are only 48 men in these categories." P.48

Although the grouping of data in the Tables does not coincide with this observation and although the descriptive labels used here are inclusive of many sub-categories and many pay grades, there is support for the conclusion that more women than men are found in the job categories with the lowest salaries.

- (4) "Also the single classifications in which the largest numbers of women appear are among the lowest paid. 64 women are Clerks I earning 325 dollars a month, 118 women are Clerks II earning 392 dollars, and 216 women are Secretaries II earning 441 dollars." P.49

Several classifications appear to be overlooked. On the basis of the Status Report data, Technicians, Clerks III, Library Assistants, to name a few additional classifications in which the largest

number of women appear, cannot all be defined as among the lowest paid. However, many points about non-academic staff which the Status Report makes are well taken and supportable even though closer examination reveals some imprecision in the marshalling of the data.

(5) "The job categories which have a higher proportion of men than women, or no women, have higher average salaries and higher salary floors. The average salary for Academic Research Assistants (male) is 660 dollars, for Computer Operators (male) 657 dollars, for Physical Plant workers 691 dollars, for Power House workers 850 dollars." P.49

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This statement requires some comment.

(a) Academic Research Assistants - This is a broad category that includes both full-time and part-time employees, both male and female. In computing the average salary for females (\$530) the actual salary paid for a number of part-time females was included rather than their salary rate (i.e., monthly salary if they worked full-time). With the information available on this category it is not appropriate to speak of average salary or salary floor.

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(b) Computer Operators - At the time of the Status Report this was a predominantly male category, but was not always so. In both Data Processing and the Computing Centre, at one time there were as many women as men, if not more. The paucity of women in this category stems from circumstances quite separate from the salary floors or average salaries.

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(c) Physical Plant and Power House workers - This is indeed a male preserve. It includes carpenters, plumbers, and electricians, trades which require years of training and experience and often apprenticeship (which introduces a whole new set of restrictions). The University apparently has never, within memory, had applicants from women for the "trades" positions.

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(6) "Computer Operators and Key punch Operators show the same

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pattern. Higher proportions of women than men in the lower levels (Assistant Programmers, Key punch Operators I); and higher proportions of men than women in the higher levels (Senior Computer Operator, Senior Key punch Operator)." P.50

Some data appears to be missing from these categories and therefore these distinctions are not accurate. Some categories employ no men and some employ no women. Once again, data is being combined or excluded which prevents effective analysis.

(7) "In the Bookstore, men are Section Heads, Senior Bookstore Assistants, and Bookstore Assistants, and women are Clerks and Cashiers." P.50

This statement is not strictly accurate. There are women in senior positions. However, there are more men than women in senior positions in the Bookstore.

(8) "Small numbers of men appear in the female categories - Clerks, Secretaries, Library Assistants. They appear disproportionately in the highest levels. Eleven men are Clerks, and three of them are Clerks IV. Four men are Secretaries, and three of them are Secretaries IV." P.50

In general we can agree about the small numbers of men. However, there are no male secretaries of any classification. The one apparent Secretary II was due to a coding mistake in the original data: the three apparent Secretaries IV were in fact completely unrelated, being a supervisory stack attendant, a surveyor, and a museum curator. There is also only one male Clerk IV. Again, this points out the inaccuracy inherent in attempting to apply descriptive labels to salary scales. For convenience sake, some pay categories are inclusive of many different job classifications or titles which have very little in common with each other except for salary.

(9) "Miscellaneous is Dangerous." P.50

Indeed it is, and fortunately the Status Report did not attempt to make too much of it. The persons included in "miscellaneous" are essentially all part-time employees working a variety

of hours per month. To compare their monthly salaries rather than, say, their hourly rates, is not useful. Unfortunately, many additional part-time employees were included in the Tables with full-time employees.

The Status Report states that where men and women hold identical job classifications, their salaries are also within an identical range. The Committee found this to be correct. The Committee did not find a single instance of discrimination against women in terms of salary within any specific job classification. The policy and practice of the University concerning equal pay scales irrespective of the sex of the incumbent is quite clear. Heads of Departments appear to understand and concur in this policy. Some union contracts also are clear on this principle.

B. Sex-Typed Female Jobs

The major thrust of the Status Report is that sex-typed female jobs have lower average salaries than job categories which are sex-typed male.

The Committee finds overwhelming evidence that societal customs have classified many jobs into sex-related categories, particularly in the teacher, and in clerical and secretarial areas. In the University job descriptions feminine pronouns (her, she, etc.) appear frequently in the lower job categories, while masculine pronouns (his, etc.) appear frequently in the higher job categories or are used when referring to the Head or Director of the Department. The Committee notes that University Personnel Offices now are making every effort to revise and keep all job descriptions free from references to gender.

Some heads of departments reported that they considered women more suitable for certain jobs. The reasons given included: women's work is more suitable for women; women give better attention to details; women have more patience in dealing with the public; their upbringing makes women more particular about cleanliness and tidiness; women have been trained for certain jobs while men have

4. SOME OBSERVATIONS ABOUT DISCRIMINATION

A. Equal Pay for Equal Work

The Status Report stated that where men and women are in identical job classifications, their salaries are also within an identical range. The Committee found this to be correct. The Committee did not find a single instance of discrimination against women in terms of salary within any specific job classification. The policy and practice of the University concerning equal pay scales irrespective of the sex of the incumbent is quite clear. Heads of Departments appear to understand and concur in this policy. Some union contracts also are clear on this principle.

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35

Some Heads of Departments reported that they considered women more suitable for certain jobs. The reasons given included: repetitive work is more suitable for women; women give better attention to details; women have more patience in dealing with the public; their upbringing makes women more particular about cleanliness and tidiness; women have been trained for certain jobs while men have

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not; women appear to be less disgruntled and outspoken about lower paid jobs that have no opportunity for advancement. (See Appendix C).

Women also are considered to be less interested in a career and to have a higher rate of turnover, and to have a higher rate of absenteeism, particularly if they have children.

Some Heads of Departments considered men more suitable for certain jobs. The reasons given included: men are stronger and some jobs require large outputs of physical strength; men are more self-reliant and can work alone for extended periods of time; men have a lower rate of turnover and are more desirable for key positions where continuity is essential; men and not women are interested and trained in technical skills. At higher administrative levels men find it easier to discuss their work with other men.

The Committee draws attention to the fact that these preferences are based upon a mixture of occupational requirements and questionable generalizations. However, the Personnel Office is giving some leadership by encouraging consideration only of the qualifications of job applicants. Yet the final decision to hire rests with the Department Heads. The Committee recommends that the University make clear to all sections of the University community that women and men are to have equal opportunity for employment.

While it is true that the various departments have responsibility for the actual hiring, the determination of the classification and pay scale for that job remains primarily the function of the Personnel Office. Problems associated with job classification and pay scales are dealt with in other sections of this report.

It is clear that many jobs have been sex-typed over the years by custom and that this is being perpetuated by both employers such as the University and by applicants for jobs. Since the best-paying jobs tend to be stereotyped male, women must challenge these assump-

tions and the University must make clear in its advertising that all jobs are open to both men and women. Classified advertising, although it is no longer categorized by sex, should not stipulate male or female. The only exception to the rule should be where gender is an indispensable part of the nomenclature, such as Actress or Director of Men's Athletics. Appellations such as "draftsmen" should be avoided.

C. Lower Salary Scales for Sex-Typed Female Jobs

The Committee notes that the Personnel Office attempts to apply a consistent system of weights to every job when evaluating it for salary classification. The Committee also notes the influence of community practice and of supply and demand upon these various weights and concludes that the job salary does not necessarily reflect the value of the work performed. There is indeed a significant and questionable difference between salaries of some categories of sex-typed female jobs and some categories of sex-typed male jobs which require comparable educational qualifications and experience. For instance, technicians and secretaries with comparable educational qualifications and years of experience usually do not receive comparable salaries.

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A further illustration might be useful. At this University the category of Service Worker is distinguished from the category of Cleaning Assistant by a sizeable pay differential. The higher paid Service Worker is expected to operate heavy duty commercial equipment, to move furniture and equipment, and to perform overhead exterior work. The rationale for a higher pay grade is that the job requirements for a Service Worker are heavier and more demanding than that required of a Cleaning Assistant. However, the Committee considers that the work of the Cleaning Assistant requires other valuable skills and responsibilities and should be rewarded accordingly. *

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* Since this section of the report was prepared, it has come to the attention of the Committee that a recent union contract eliminates the title of Cleaning Assistant and places both men and women into the category of Service Worker.

There seems little doubt that society rewards muscle more than mental effort in certain occupational categories. The University follows suit by relating its salary scales to community norms.

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The Committee concludes from its investigation that this particular principle of paying a greater premium for physical effort forms the basis for a significant portion of the feelings of discrimination on the part of women employed at this University. Coupled with this issue is the tendency to lump together a broad range of required qualifications under a single narrow classification, such as "secretary". The Committee suggests that the University undertake a study to determine the appropriate and fair balance to be given physical and mental effort in determining salary scales, and to provide additional reward for special abilities required by the job; e.g. additional language requirement or the requirement of a university degree.

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Related to this issue is the question of what sorts of tasks are women prohibited by legislation from performing. The Committee assumes that the University functions as though it falls within the jurisdiction of the Factories Act, although there is some doubt if by the letter of the law it is required to do so.

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The regulations affecting women are of two types, namely, "Thou shalt not...." and "you need not...." We believe it is important to distinguish between these two as to the effect on discrimination against women. For example, one regulation states that "Women shall be prohibited by the employer from doing types of overhead lifting or stacking." Thus, in any job entailing overhead lifting, the University is forced to discriminate - or break the law. On the other hand, another regulation says, "Women shall not be required by the employer to lift more than 35 pounds in the course of their regular work." This kind of statement, although somewhat discriminatory, seems to us to be significantly different. The onus appears

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to switch from the employer to the employee. Discrimination, if it exists, is in this case self-imposed. Thus, to lessen forced discrimination, we recommend that the University urge the government to make the necessary changes in the legislation.

D. Senior and Supervisory Jobs

The Status Report concludes that women do not occupy senior, supervisory, or administrative positions on the staff in the same proportions as men. Fewer women are found in these positions. The Committee is in general agreement with this statement and attempted to find some explanation for this anomaly. However, in a few areas on campus, certain senior categories contain exclusively women or relatively few men. This appears to result from the fact that few qualified men apply for these particular jobs. The Committee interprets this as another indication of the cultural tendency to sex-type certain jobs and for women and men to perpetuate this sort of sex-typing through their job-seeking habits.

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Some Heads of Departments reported that few women apply for senior jobs (and this fact is borne out by University Personnel Officers), and suggested that the greater number of men hired for senior positions might be accounted for by various factors such as:

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(a) rapid turnover of female staff in lower categories may be reflected in the small number of women who work their way up into higher job classifications;

(b) cultural conditioning may make women generally less confident to seek out and assume senior or supervisory responsibilities;

(c) senior job openings may not have been described or publicized on campus in a manner which encourages existing female staff to apply;

(d) women may be restricted in the opportunities available to them in the community to acquire the requisite skills or experience

demanded for senior job classifications.

(e) Men have more years of total relevant experience.

(f) Greater availability of men with education and experience suitable to departmental requirements.

The Committee found little evidence that Heads of Departments are hesitant or reluctant to consider women for non-academic supervisory positions. A few departments do employ women in supervisory positions and some women supervise male employees. It may be difficult to guard against culturally-conditioned prejudices when the qualifications of male and female applicants are being compared and considered for senior or supervisory jobs. But there is one positive step the University can take. The Committee recommends that job advertising, particularly at senior levels, be specifically clear that these jobs are open to women and men.

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5. POLICIES AND PROCEDURES

A. Deliberate Preference to Women

There was considerable committee discussion concerning the suggestion that for an initial period the University should give preference to hiring and promoting qualified women in certain jobs which have been traditionally sex-typed male in order to break down these stereotypes. Some of the salient arguments pro and con were:

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(a) A crash program is essential to right a long-standing wrong.

(b) The only way to prove that women are capable of successfully filling certain jobs is to force employers to hire them.

(c) A very important principle is that the best available candidate for the job should be hired regardless of gender.

(d) Forcing an employer to hire a candidate not of its choice is unlikely to assist any worthwhile cause.

The Committee agreed that women should be given equal opportunity with men in hiring and advancement. The Committee recommends that for some time at least when a job opening occurs for which there are both male and female applicants equal as to experience, qualifications, and personality considerations, that the preference be given to a female candidate.

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B. Re-classification Procedure

The reclassification procedure has been a contentious issue on campus for a long time. The Committee received a number of complaints that the upgrading of certain positions was affected adversely by the fact that the incumbents were women. Requests have been unreasonably delayed or refused without reasons being given. The Committee agrees that decisions about reclassification should be related to the position rather than to the incumbent and that reasons should be given for refusals to reclassify. It is suggested also that the

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whole reclassification procedure be speeded up. Women should be included on any advisory or appeal committee on reclassification. There should be provision for appeal to the Ombudsperson (see paragraph 57).

C. Grievance Procedure

The Status Report, on page 84, made recommendation about a Women's Office and a grievance procedure. Other individuals made suggestions to the Committee for some machinery of appeal for women who feel they have been denied equal opportunity on the basis of their gender.

Certain departments have internal grievance procedures, and there exists a campus-wide grievance procedure available through the personnel office, but of the latter, few are aware. Nor is it widely known just who is on the Grievance Committee or what their terms of reference are. Thus, for most non-union employed staff there appears to be no effective grievance procedure. There should be one.

The Committee recommends that a grievance procedure for non-union employees should be established separate from the Personnel Office. This machinery also should not be associated with the Dean of Women's Office since grievances and problems are not confined to women.

The Committee recommends strongly that the University officially appoint an Ombudsperson to assist in removing difficulties before more formal procedures are invoked. Such an Ombudsperson should be attached to the Office of the President so as to provide the requisite stature and authority needed to function effectively. Unresolved problems should be referred for formal attention to a representative committee, half of whom are appointed by the President and half elected by non-union staff. This representative

committee should make recommendations to the President on specific grievances and on appropriate policies.

D. Procedure for Annual Salary Increases

It is to be expected that a variety of "grievances" was drawn to the attention of the Committee. There was no evidence that all these "grievances" were concerned about discrimination against women, although they involved women. The Committee exercised care in sorting out issues which had no obvious bearing upon its terms of reference.

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It came to the attention of the Committee that no area of University policy and practice raised quite so many complaints and comments from both employed staff and Heads of Departments as the procedure for maintaining experience and merit differentials while raising salary floors. While this procedure obviously affects both men and women, it has been particularly troublesome in relation to secretarial staff, all of which are women. The following comments are offered in the interest of improving the University's relations with its women staff members.

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In the past few years, the practice has been to raise the salary scale by deleting the bottom step from the scale. This in itself is not particularly serious. However, it has usually been accompanied with a statement to Heads of Departments that the average increase should be one step on the scale. Thus if heads of departments followed instructions, most of their employees would receive exactly the same salary as a new staff member. This has caused great dissatisfaction and resentment among those who have been employed for a year or more.

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The situation must change. The committee offers the following suggestions as a possible approach. There should be a "scale adjustment" equal to the cost of living increase in the past year. In addition there should be a standard increase of a few percent. This could be withheld on the basis of unsatisfactory service, providing

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the employee concerned was so notified. Over and above these two increases there should be a merit award for outstanding service. This merit award might well be a variable amount but should certainly not be restricted to 1% as was done this year for certain categories.

E. Dissemination of Information

The Committee concludes from its study that some allegations of discrimination made by women stem from lack of information or from misinformation. Any policy which limits publicity about salary scales or about the qualifications required for various job classifications, can only reinforce the feeling of discrimination, particularly among female employees who occupy most of the low-pay, low-status jobs. It became obvious to the Committee that lack of information results in rumours, half-truths, suspicions of favouritism, dissatisfaction and unrest. As a principle, the Committee believes that information should be readily available to all employees which would help them improve their situations or help them move into positions commensurate with their capabilities. 62

The Committee recommends that the University provide for completely open communication with employed staff regarding basic job descriptions and qualifications required, salary scales in various classifications, possible avenues for advancement within or across departments, reclassification purpose and procedure, policy and procedure for leaves-of-absence and other benefits. 63

In addition, several other suggestions are made, based upon needs which the Committee identified during its study: 64

(a) There should be public information about the procedure for moving from one pay step to another. This might entail making provision campus-wide for periodic review and discussion between employee and supervisor concerning performance.

(b) It needs to be clear to employees what the distinctions are between part-time and full-time, between permanent and tempor-

ary employment, and what opportunities there are to move from one category to another.

(c) The whole area of employee benefits needs clarification and publicity.

(d) A clear statement about the function of the Personnel Office vis-a-vis Heads of Departments in terms of hiring, advancement, classification, salary increases, etc., is required.

(e) Employees also should have information about the avenues open to them for grievances and appeals.

The Committee suggests a variety of forms for communication to staff:

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(a) The Staff Handbook should be expanded to include all policies and procedures. It needs to be kept up-to-date and distributed to each new employee.

(b) The Committee is aware that much information of interest and concern to non-academic staff never gets to their attention. While the Personnel Office circularizes certain information around the campus, this information frequently gets no further than the office of the Department Head. Consideration should be given to designing and using a readily identifiable bulletin form upon which to distribute information for posting to the attention of staff.

(c) Individual departments should be provided with a loose-leaf type of reference manual, regularly up-dated, which includes all personnel policies and procedures and other information such as basic job description and qualifications, and salary scales for various classifications. Such a personnel manual should be readily available for reference purposes in each department to all staff. Obviously, similar information must be easily available in the Personnel Office.

It is acknowledged that some of these avenues of communication are established already and that some function more effectively than others.

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Even as the Committee was alerted to the need for more open communication on matters affecting staff in their employment, it found the Personnel Office responding by devising ways to make more information available to employed staff. The Committee recommends that the University give support and encouragement to a policy of increased openness and dissemination of information affecting the employment and welfare of its staff. 67

The Committee recognizes that the Personnel Office will require a significant increase in staff in order to implement the recommendations of the Committee. 68

F. Part-time Staff

There is evidence of considerable concern about certain benefits not being available to regular part-time employees, that is, to employees who on a regular basis work only a portion of the day, of the week, or of the year - usually at an hourly rate of pay. Because the majority of these regular part-time employees are women, there is a strong feeling that the denial or restriction of certain benefits is discriminatory. 69

There is little doubt that the use of part-time employees is a beneficial arrangement for the University. For a variety of reasons many employees, both women and men, prefer part-time employment. 70

The Committee recommends that the University should consider ways in which equivalent benefits (such as sick leave, increased vacation benefits after long service, seniority consideration in promotions, unpaid leave-of-absence) can be extended to regular part-time employees. 71

G. Employee Benefits

Several areas of personnel policy were found to be obscure, at least insofar as many female employees are concerned. The 72

Committee is aware of much ill-feeling having arisen from these areas of misunderstanding and recommends the following:

(a) Unpaid leave-of-absence: consideration should be given to granting unpaid leave-of-absence for a specified period upon approval of the Head of Department to regular part-time employees after two years' service, as well as to full-time employees, without loss of seniority. This should apply particularly to women for maternity and for reasons related to child raising, or for periods of educational study.

(b) Compassionate leave: it should be made known that this policy provides for the granting of compassionate leave, upon application, for appropriate periods (e.g. 1 to 3 days plus travel time) without loss of pay or loss of seniority.

The Committee deems it useful to record observations on several other benefits:

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(a) Pension plan: there are, since January of 1972, no differences based upon gender.

(b) Disability insurance: men and women pay the same premiums and receive the same coverage.

(c) Group life plan: there is a difference between the premiums paid by men and women and in the benefits received, and women receive a slightly higher ratio of benefit per dollar contributed. The Committee understands that the Plan is under review and that proposed changes may remove sex differences.

H. Child Care for Staff:

The Status Report recommended that the University provide comprehensive child care facilities open to children of staff. The Committee recognizes the need for adequate child care facilities in all areas, not just in the vicinity of the University, and believes it is the responsibility of the various levels of government to provide such care. Because lack of child care facilities affects the employment of women the Committee recommends that the University recognize this need and encourage the Government to provide the nec-

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essary facilities.

I. Housing for Staff:

The Status Report recommended that inexpensive housing be provided for staff. In our society it is not normally expected that employers be responsible for subsidized housing for their employees. Exceptions do occur, mainly in remote locations where ordinarily accommodation does not exist. The Committee does not believe that the University should be responsible for housing its staff.

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J. Unions

The Committee did not take a very close look at Unions. It invited representatives of the major unions on campus to meet with it. From subsequent discussions the Committee received the impression that Unions in general have not bargained as much as they might on behalf of their women members. Assuming this to be true, the Committee invites Unions on campus to study their policies towards women in order to eradicate any discrimination that may exist and to help the University provide enlightened leadership by ensuring equal job opportunities and equal pay for men and women.

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APPENDIX A

MODUS OPERANDI OF THE COMMITTEE

The Committee held 31 meetings during an eight month period, February to October 1973.

Six sub-committees were structured to analyze and report on such diverse items as; job sex-typing practices in the community, analysis of University job descriptions, survey of campus practices and attitudes, university personnel policies and procedures, comparative community salaries, analysis of Status Report data on non-union employees.

The Committee decided not to invite formal briefs. It did not consider its function to include the settling of individual grievances. However, the Committee did invite a number of representative individuals to "in camera" meetings to discuss how they perceived practices within the University. These discussions included the Heads of six of the larger non-academic departments, representatives of union employees, representatives of an ad hoc Women's Action Group, and the University job analysts.

In addition, the Committee had access to a number of documents, including: Personnel Office directives and bulletins, over 300 university job descriptions, university non-academic salary scales, Factories Act regulations regarding female employees, Vancouver Board of Trade annual clerical salary survey, Province of Ontario guidelines respecting job advertising, computer data on employed staff.

Finally, the Committee prepared and distributed to the Heads of all Departments, both academic and non-academic, a confidential questionnaire asking for comments about the employment and status of men and women in their particular departments. In addition to providing valuable information about the practices and attitudes of those who share responsibility for hiring and promoting non-academic staff,

the Committee feels that this survey also performed a useful educational function. The Heads of 60 Departments responded in writing.

It seems appropriate here to make special mention of the wholehearted cooperation the Committee received from the University Personnel Office in placing at our disposal any information or data which we required. The Committee accepts responsibility for the interpretation of all information and data, since no sector of the University and no individual beyond the membership of the Committee has had opportunity to concur in or to rebut this Committee Report.

If you would be greatly appreciated if you would answer the following questions. Names of persons or departments will not be revealed and will remain confidential to the Committee.

1. Do you find women more suitable for certain jobs? If so, which jobs and why? Have the salaries any bearing on this?
2. Do you find men more suitable for certain jobs? If so, which jobs and why? Have the salaries any bearing on this?
3. If you have men and women doing the same quality and amount of work, do they receive the same salary? Please comment.
4. The Report states that in almost all categories more men than women relatively speaking, are found in higher levels. Is this true in your department? If so, could you indicate why?
5. Do you have employees in a job category for which you believe the pay grade is low, relative to other pay grades? If persons in this category are mainly female, do you think that sex is the major reason for this low pay? If not, what other reasons would you suggest?
6. Do you have any further comments or recommendations on the Report or more generally on the status of women at the University?

We request your cooperation to please submit your confidential comments by May 15, 1973, to the Chairman of our committee, Mr. Knute Rutschahi, Centre for Continuing Education, Campus Hall. Thank you.

- | | |
|------------------|------------------------|
| Mr. M.V. Smith | Continuing Education |
| Mr. J. Seary | Dean of Women's Office |
| Mr. J. Salice | Chemistry |
| Mr. E. Washie | Education |
| Mr. J. Harris | Library |
| Mr. A.C. Fowler | Computer Centre |
| Mr. R.L. Clark | Personnel |
| Mr. K. Rutschahi | Continuing Education |

APPENDIX B

Private & Confidential

April 26, 1973.

To All Department Heads:

As members of the President's Ad Hoc Committee studying the Report on the Status of Women at the University of British Columbia in regard to employed staff, we are seeking the views of heads of departments who are responsible for hiring non-Academic staff through Personnel. Since it is impossible to canvass personally the views of all the persons concerned we are hoping to do a survey by way of this form letter.

It would be greatly appreciated if you would answer the following questions. Names of persons or departments will not be revealed and will remain confidential to the Committee.

1. Do you find women more suitable for certain jobs? If so which jobs and why? Have the salaries any bearing on this?
2. Do you find men more suitable for certain jobs? If so, which jobs and why? Have the salaries any bearing on this?
3. If you have men and women doing the same quality and amount of work, do they receive the same salary? Please comment.
4. The Report states that in almost all categories, more men than women relatively speaking, are found in higher levels. Is this true in your department? If so, could you indicate why?
5. Do you have employees in a job category for which you believe the pay grade is low, relative to other pay grades? If persons in this category are mainly female, do you think that sex is the major reason for this low pay? If not, what other reasons would you suggest?
6. Do you have any further comments or recommendations on the Report or more generally on the status of women at this University?

We request your cooperation to please submit your confidential comments by May 15, 1973, to the Chairman of our committee: Mr. Knute Buttedahl, Centre for Continuing Education, Campus Mail. Thank you.

Ms. M.V. Smith	Continuing Education
Ms. J. Searcy	Dean of Women's Office
Mr. J. Sallos	Chemistry
Ms. E. Nesbitt	Education
Ms. J. Harries	Library
Mr. A.G. Fowler	Computing Centre
Mr. W.L. Clark	Personnel
Mr. K. Buttedahl	Continuing Education

SUMMARY OF RETURNED QUESTIONNAIRES FROM
HEADS OF DEPARTMENTS

Questionnaires were sent out to all heads of departments with the exception of those who were invited personally to meet with the Committee. Sixty Department Heads returned the Questionnaires with a variety of views concerning the status of non-academic staff, hired through Personnel.

QUESTION 1: (a) Do you find women more suitable for certain jobs?

Yes	: 25	(42%)
No	: 16	(27%)
Non committal	: 8	(13%)
No comment		
Not applicable	: 7	(12%)

APPENDIX C

(b) It is which jobs and why?

Women preferred over men for secretarial and clerical-office positions, glassware washers, switchboard operators, receptionist, laboratory care, nursing, health care, because...

Ladies training required, repetitive work more suitable for women, temperament, tradition, patients with public, better attention to details. Training habits and childhood education influences hiring female secretaries. If salaries were higher, more men would be attracted to clerical positions. Few men have the training for secretarial work. Only women apply for secretaries. Women are better in jobs for which they are trained. Most Department Heads stated that there should be no division on the basis of sex.

(c) Have salaries any bearing on this?

Yes	: 5	(8%)
No	: 13	(22%)
No comment	: 45	(75%)

SUMMARY OF RETURNED QUESTIONNAIRES FROM
HEADS OF DEPARTMENTS

Questionnaires were sent out to all Heads of Departments with the exception of those who were invited personally to meet with the Committee. Sixty Department Heads returned the Questionnaires with a variety of views concerning the status of non-Academic staff, hired through Personnel.

QUESTION 1. (a) Do you find women more suitable for certain jobs?

Yes	:	25	(42%)
No	:	16	(27%)
Non committal	:	8	(13%)
No comment	:	4	(7%)
Not applicable:		7	(11%)

(b) If so which jobs and why?

Women preferred over men for secretarial and clerical-office positions, glassware washers, switchboard operators, receptionist, laboratory care, nursing, health care, because ...

Little training required, repetitious work more suitable for women, temperament, tradition, patience with public, better attention to details. Training habit and childhood education influences hiring female secretaries. If salaries were higher, more men would be attracted to clerical positions. Few men have the training for secretarial work. Only women apply for secretaries. Women are better in jobs for which they are trained. Most Department Heads stated that there should be no division on the basis of sex.

(c) Have salaries any bearing on this?

Yes	:	2	(3%)
No	:	13	(22%)
No comment	:	45	(75%)

"The only positions I would find women more suitable would be secretarial but this, in part, might be because only women apply. In addition, salaries provided to secretarial staff at the University are so abysmally low that even if men secretaries were available, they would not apply."

" I cannot answer the first part of these questions definitively since the possibility of obtaining the services of a male secretary/stenographer is nil. However, I do regard my own secretary (female) as just as capable, skillful, intellectually acute, and willing to accept responsibility critical to the operation of the department, as my Senior Technician (male). Yet my technician receives an annual salary of \$11,280.00 per year and my secretary \$5,904.00 per annum, which is manifestly unjust and unjustifiable. Admittedly part of the salary discrepancy stems from the greater age of my technician, and some recognition for age is reasonable. But the extent of the salary discrepancy is not reasonable and stems from:

- (a) tradition that women are worth less.
- (b) the fact the technicians have a union and secretaries do not.
- (c) the usual wearisome male chauvinism in high places, especially the Personnel department. "

QUESTION 2. (a) Do you find men more suitable for certain jobs?

Yes	:	20	(33%)
No	:	23	(38%)
Non-committal	:	7	(12%)
No comment	:	3	(5%)
Not applicable	:	7	(12%)

(b) If so which jobs and why ?

Men preferred over women for stores and shipping rooms where men have to lift and move heavy equipment, instrument maintenance, technicians, managerial positions, mechanics, animal care, senior office administration positions because... men are stronger to cope with jobs involving large outputs of physical strength, more self reliant when work alone for extended periods of time. Traditionally men have interested themselves in technical procedures, seek training for these occupations while women rarely pursue technical careers. Men have a lower turnover rate and are therefore more desirable employees in key positions where continuity is essential.

Women almost never apply for technical jobs. Most Department Heads stated that men only ^{are} better in jobs for which they are trained.

(c) Have salaries any bearing on this ?

Yes	:	1	(1.6%)
No	:	8	(13%)
No comment	:	51	(85%)

(d) Quotes from returns:

" Traditionally, men have interested themselves in technical or laboratory procedures but my experience has been that females can learn these tasks equally well. "

" I do not find men to be more suitable for certain jobs than women although it has been my experience that men have a lower turnover rate and are therefore more desirable employees in key positions where continuity is essential. "

QUESTION 3.

(a) If you have men and women doing the same quality and amount of work, do they receive the same salary ?

Yes	:	36	(60%)
No	:	2	(3%)
Non-committal	:	2	(3%)
No comment	:	4	(7%)
Not applicable	:	16	(27%)

Men and women generally don't do the same quality work, therefore comparison is difficult. Salaries received by men and women are ^{the} same for non-technical stores personnel, technical research assistants, technicians, programmers, laboratory technicians. Employed staff salaries set by Personnel and Union contracts and do not distinguish between men and women. Women generally ask or accept salaries lower than the salaries asked for by men.

(b) Quotes from returns:

" Salaries decided by the Personnel Office. And salaries are apparently decided on the basis of the responsibility, training and competence of the individual on an all campus basis. We certainly have some men and some women who are doing excellent work and are equally devoted to their task. I would doubt, however, whether there is an equivalence of pay. It is my suspicion that men are paid somewhat more than women for the same quality and amount of work. "

" My impression is that women with degrees or other certificates in general compete more equally with men than women who occupy positions for which there are no special paper qualifications."

QUESTION 4. (a) The Report states that in almost all categories, more men than women, relatively speaking, are found in higher levels. Is this true in your Department ?

yes	:	25	(42%)
No	:	12	(20%)
Non-committal	:	2	(3%)
No comment	:	6	(10%)
Not applicable:		15	(25%)

(b) If so, could you indicate why ?

Fewer women apply for positions generally occupied by men. For shops and stores applicants are traditionally male. Men have more years total and departmental experience. More men are trained for certain jobs. Experience, seniority and qualifications are the only criteria for hiring employees, but when a vacancy is advertised, few women candidates apply for professional jobs. The relative availability of appropriately trained people governs the men to women ratio in job categories. In some positions men may remain longer. More men have the necessary qualifications. In some Departments there are more men at higher levels by circumstance.

(c) Quotes from returns:

" The Report states that in almost all categories more men than women, relatively speaking, are found at higher levels. This is true and probably relates to the number of females in our profession. Since this is relatively low in the North American continent, one would expect that higher positions would be filled by males. Obviously, if more females than males entered our profession, the higher positions would then be filled by females, as in some European countries."

" Yes - I think this is true in our department. The causes of it are probably related to:

- a) greater availability of men with education and experience suitable to departmental requirements,
- b) women tend to state sometimes that they only expect to stay in their jobs for a short period of time or that they only wish to work on a part-time basis. Some women are not interested in working for a full 12-month period,
- c) In general, there are a larger number of men seeking career jobs than there are women. "

" . . . Although it is true that more men than women relatively speaking are found in higher levels, this is due to the qualifications of applicants. . . . the lower frequency of women in higher positions is often because of the lack of available women applicants, and not from any intended choice."

QUESTION 5. (a) Do you have employees in a job category for which you believe the pay grade is low relative to other pay grades ?

Yes : 35 (59%)

No : 11 (18%)

Non-committal : 3 (5%)

No comment : 8 (13%)

Not applicable: 3 (5%)

Twenty five Department Heads (42%) think that secretaries, office and clerical workers are very much underpaid in relation to other categories. Other mentioned low paid categories are: glassware washers, keypunch operators, nurse aids.

(b) If persons in this category are mainly female, do you think that sex is the major reason for this low pay ?

Yes : 5 (8%)

No : 19 (32%)

No comment : 36 (60%)

(c) If not, what other reasons would you suggest ?

UBC budget is too low compared with industry. Departments have to stay within pay scales set by the Personnel Department. Inadequate assessment of positions by the Personnel Department's Reclassification group. UBC pay scales are lower for the low paid categories in relation to others (technicians). The importance of some jobs are underrated. Women employees are not militant and they are not organized. Salaries are related to the marketplace for secretaries (low), and technicians (high). Qualified male applicants won't accept positions paying less than \$500 per month. Lack of training is the cause for low salaries paid to women rather than actual discrimination. Social custom dictates that women go to low responsibility, low paid jobs while men seek promotion-guaranteed type of work.

(d) Quotes from returns:

" I believe the pay grade for Stenographers and Secretaries is much too low. Most (if not all) of these positions are filled by women but I don't think the pay is low because they are women. Rather, I think the job has been poorly paid traditionally even when a number of men were also employed in this work. It is probable, however, that the pay has remained inordinately low because the women in this work category have been less militant than their male counterparts working in other skills. At the present time, we pay an Assistant Technician who is often (or always) of very limited skills \$591 per month as a starting wage. At the same time the highly skilled Departmental Secretary is paid \$600 per month after some 15 years of working and advancing in the Department. Other highly skilled secretaries and stenographers in the Departments are paid at lower levels ranging down to \$400 per month. Although this unfair situation has not developed solely because the people doing this work are women, I think it tends to persist because they are women."

" We do have employees (approximately 5 or 6 experienced and excellent departmental secretaries) whose pay grade is low. Since there is no male competition, sex discrimination is not the reason. The rigid classification used by Personnel does not take into consideration the personal qualifications and the various responsibilities of these people, and in the past Personnel has refused to act on the recommendations of departmental heads or deans to make any adjustments."

" ... I honestly believe that, relative to the technicians in our Faculty, secretaries are underpaid. I do not believe sex is the major reason. I believe it is due to the fact that they are not unionised, since we have male and female technicians that are. "

" ... our secretary has significantly lower salaries than our other staff and I think that this is due to their sex. The pay scales for these clerical jobs do not recognize the monotony and lack of advancement in these positions, nor the fact that women are better at certain aspects of these jobs. "

" I think this question is one to which the Committee might well address itself strongly. Clerks, stenographers and secretaries constitute the largest category of employment for females. My impression is that in terms of work performed and responsibility carried the salaries paid for many of these positions are ludicrously low. A detailed comparison between secretaries and technicians, for example, should reveal important discrepancies between the salaries paid to exclusively female and dominantly male populations."

" ... I do not think this is because office and clerical workers are female. I believe this situation exists, in part, because of the economic law of supply and demand, and, in part, because this category of employee is not organized for collective bargaining. "

" University generally attempts to pay at least equal to the prevailing community rates whether male or female. If the prevailing community rate for certain categories of jobs is low, the University rate structure for each job will also be low."

" From time to time I have made it known to our Personnel Department that I regarded some of the salaries paid to women holding highly responsible administrative tasks as undesirably low. So far my protests have had little success, largely because the salaries paid are probably equivalent to those available for the same job in other parts of our society. It is quite possible that this is a general problem in the society rather than one in the university distinctly. However, if it is possible to revise the salaries so that the university is showing the lead, it seems to me that this would be justifiable."

" ... it is my considered view that the rates of pay for secretarial staff are low, both on some absolute scale and relative to people with comparable responsibilities downtown. The latter observation is denied by the Personnel Division, but I am not convinced that our secretaries are as well paid as those in comparable positions elsewhere in the city. "

" In my opinion the pay for good secretaries is low compared to that of technicians. I don't think it is primarily a matter of sex. If a significant number of competent male secretaries became available, they would not be able to command higher salaries. I think the main operator is the old one of supply and demand. As long as good secretaries are available at present rates, the rates won't change. "

SOME SUGGESTIONS FROM HEADS OF DEPARTMENTS:

- (a) More of the administrative positions in the University should be filled by women.
- (b) Opposed to requiring certain proportion of female employment. The only criteria should be merit and suitability not sex.
- (c) UBC pay scales and grading system are not competitive with industry for both men and women, causing turnover and selection problems. An in-depth study should be made of our personnel policies and practices as this is perhaps the weakest area at UBC, yet has the most profound effects on its operations.
- (d) The University's leave of absence policy should be more liberal and reasonable in that it should not force good and competent employees to resign their jobs even though their services are required when they return.
- (e) Personnel should place ads in both Help-Wanted-Male and Help-Wanted-Female sections of newspapers.
- (f) Establishing new job categories should not be delayed and difficult; frequent reviews of particular positions should be encouraged.
- (g) Professional staff salary scales make ^{it} hard or impossible to get ahead. The only route to advancement is to be reclassified to a new job category. Seniority should be rewarded.
- (h) When a pay grade is adjusted the employees should be maintained in the appropriate position in relation to each other instead of dropping off the bottom grade and adding another at the top.