

Minorities

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SAN FRANCISCO BAY AREA CHAPTER  
PUBLIC PERSONNEL ASSOCIATION

San Francisco,  
June 30, 1964

To: Chapter Members

From: Study Committee on  
Public Personnel Practices as They Affect Minority Groups...

In September 1963 Theron Nelson, President of the Chapter, appointed a study committee to survey public personnel practices as they affect minority groups and to develop recommendations for a positive personnel program with regard to minority groups.

Members of the committee were named as follows:

Arnold Anderson, Chairman  
Industrial Relations Officer, Alameda Naval Air Station

William F. Danielson  
Director of Personnel, City of Berkeley

Norman Ecklund, Director, Recruitment and Examinations  
San Francisco Civil Service Commission

Theron F. Nelson, Chief Personnel Assistant  
East Bay Municipal Utility District

Harold Rosen, Personnel Director  
Santa Clara County

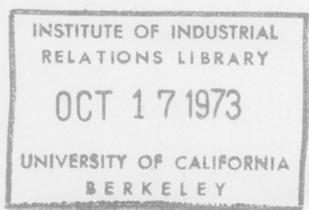
Forrest Routt, Personnel Director  
City of Alameda

Kelvin Sharp, Assistant Executive Officer  
California State Personnel Board

The report of the Committee is comprised of four enclosures:

1--INTRODUCTION.

2--GUIDELINES, a series of statements on seven phases of minority group employment: recruiting, examination and selection, promotion policy, training, disciplinary procedures, attitudes, and community relations. The statements were prepared by individual committee members whose current positions qualify them to write on these matters.



3--A Selected List of References on minority group employment in the public service, compiled in cooperation with the Committee, by the Institute of Governmental Studies, University of California.

4--A pamphlet, "Prejudice Won't Hide--a Guide for Developing a Language of Equality."

The Committee is especially indebted to Mrs. Olive Bowyer, a retired Federal training and personnel research director, and to Miss Barbara Hudson of the University of California's Institute of Governmental Studies. Both attended meetings of our Committee and made significant contributions during our deliberations and discussions. In addition, Mrs. Bowyer recorded Committee proceedings and edited the GUIDELINES. Miss Hudson was responsible for the reference list which is enclosed.

Chapter members are encouraged to make such use of this material as they believe may contribute toward assuring equal opportunities under the merit principle.

Very truly yours,



ARNOLD O. ANDERSON  
Chairman

## INTRODUCTION

The Study Committee on public personnel practices as they affect minority groups held 10 meetings from October 1963 to May 1964. In the approximately 30 hours of discussions and deliberations during which the members sifted through a wealth of ideas, arguments, and approaches, a number of specific steps were ultimately identified. These are covered in the GUIDELINES enclosed with this report.

The Committee recognizes that local, state, and federal agencies differ significantly in size, functions, techniques, and programs. While all agencies have the twin objectives of selecting the best possible person to fill any position and to offer equal opportunity to all citizens to compete for positions in the public service, it is recognized that the policies, programs, and practices of one agency may need to be substantially different from those of another agency in carrying out a positive fair employment personnel program.

The members of the Committee are keenly aware that increasing attention is being given to the employment of members of minority groups in the public service. It is realized that much has been done in this regard and many suggestions included in this report may not be new or original. However, the Committee hopes that Chapter members will find the GUIDELINES useful as a self-audit tool. They are designed to encourage a review of present policies and to suggest possible devices that may not have been previously considered.

It should be added that some of the statements in the report overlap, and no claim is made of complete consistency within its various sections.

June 30, 1964

G U I D E L I N E S

Minority Group Recruiting

Examination and Selection

Promotion Policy

Training

Disciplinary Procedures

Attitudes

Community Relations

Enclosure (2)

## MINORITY GROUP RECRUITING

Print on your applications that examinations are open to all qualified applicants, regardless of race, religion, etc.

This will help make the agency recruiting policy generally known to the applicant.

Use a phrase similar to "an equal opportunity employer" in all advertising.

Aside from encouraging minority group applicants, this informs the general public of the agency policy.

Advertise in minority group newspapers and radio stations.

This is one of the most important means available to inform the minority community that the agency attitude is not only one of accepting minority group applicants, but of actively encouraging their application.

Supply speakers for minority group meetings and for meetings on minority problems.

This will serve the twofold function of acquainting the minority groups of agency policy, and acquainting the agency with the feelings of the minority groups regarding the agency. There is frequently a major difference between published policy and understood policy.

Hold meetings with representatives from ethnic, racial, and religious groups, as well as with representatives of groups interested in minority problems, to hear their viewpoints and to explain your own.

Will have the same effect as the above, but the smaller group will allow a freer interchange.

If you were located in a community where there are substantial concentrations of Spanish-speaking citizens (or other foreign language groups), be prepared to bridge this language barrier by having at least one person in your office who can speak, read, and write the language.

This is the only way a public agency in California can supply full service to the public.

Make use of present employees who are members of minority groups in recruiting and interviewing.

One of the most visual ways possible of stating agency policy.

Devise a method of keeping track of minority group applicants through the total examination and certification process.

The FEPC states that this type of "head count" is legal and it will allow the agency to determine if the examination and interview procedures are presenting an equal opportunity for all.

Determine by means of a survey, or sample study, the racial composition of the local work force. At the same time, a determination of the skills possessed by the minority members of the community may be obtained.

This information can be a means of comparing the racial composition of the agency with that of the community. It will also serve as a valuable source of recruitment when special skills are needed.

## EXAMINATION AND SELECTION

Establish recruiting standards consistent with duties and responsibilities of the job and admit to competition all who meet these standards.

Published job related recruiting standards establish the level of qualifications used in evaluating applicants for a position. The education, experience, knowledge, skills, abilities and other qualifications serve as a foundation for tests of fitness and a guide to candidates of what factors will be considered in assessing their suitability for the position.

Notify all who file an application of its disposition.

Each applicant is entitled to a prompt response with ample notice to appear for examination or interview; or a statement why his application could not be accepted, with an invitation to submit additional qualifying information. Delayed response implies that an application is being ignored.

Assign minority group employees to proctor examinations and invite representatives of such groups to serve as raters for oral or performance tests.

Participation of minority groups in the selection process establishes the intent of the organization to provide a fair and objective climate for competition. It also aids in orienting the proctors and raters in the merit principles and processes.

Prior to interviewing candidates, identify factors to be considered and prepare rating scales.

Establish in advance those elements of personal qualifications which are necessary for effective performance in the job. Select those that can be readily observed and rated. Secure a written rating on these elements and a recommendation for overall suitability, preferably with comments of specific facts which prompted the rating.

Inform applicants of the weighting to be applied to the various portions of the selection process.

This advises candidates of the relative values being placed on their qualifications and competitive performance.

Establish criteria of acceptance for a candidate's reference check, education verification, arrest and driving record, financial stability, loyalty, health condition, etc.

Application of these suitability factors on a fair and consistent basis is necessary to avoid prejudicial actions.

Notify all passing and non-passing participants of test results.

Prompt notification keeps candidates informed of their progress in the selection process.

If candidates have doubts about the accuracy or fairness of the scoring, they should have the privilege of requesting a review of their examination papers.

Confidence in the examining procedure is increased if the tests are objective and subject to review and appeal.

Certified eligibles should be notified they are being considered for a position.

Advising the eligible of certification puts the organization and the eligible on notice that he is to be given serious consideration in the final selection process.

Conduct face-to-face interviews with all certified eligibles before making a selection, then promptly notify each when a choice has been made.

Line supervisors should be encouraged to give careful consideration to all certified eligibles, to answer questions about the nature of the job, and to be prepared to discuss objectively their selection.

Secure adequate justification before making a selective certification, passing over an eligible, or terminating a register before the end of its statutory life.

Maintain reviewable records to indicate what was done and why and be prepared to provide compelling reasons if the action is questioned.

If an eligible is to be removed from a register, provide him with written notification and the right of appeal.

Keep eligibles posted on actions affecting their standing and offer the privilege of review and appeal.

Notify all remaining eligibles when a register has been terminated.

Eligibles have a right to know when they will no longer be considered for a position.

## PROMOTION POLICY

Distribute or post a clear and concise explanation of the promotion program policy and procedure and provide question and answer orientation sessions.

This permits you to educate all employees concerning the impartiality of promotion procedures and enables you to become aware of specific misunderstandings, as well as of the degree of success you are achieving in communicating policy and procedure.

Publicize promotional opportunities to all employees with a statement indicating that applications will be accepted and considered without regard to national origin, race, color, or creed.

This enables you to inform all employees regularly of the type and frequency of opportunities available; continually re-emphasizes your stand concerning equal employment; and insures that all employees, including any that may be under-utilized, have an opportunity to apply for occupations of higher levels commensurate with their acquired knowledge, skill, and experience.

Examine devices used for making promotion selections and assess the relative merit of using less objective devices (supervisory appraisals, oral interviews, selections by a single supervisor, etc.) as opposed to using more objective devices (written tests, selection boards, performance tests, etc.).

This enables you to determine appropriate equity of the devices used and their relative weight in relation to the position being filled by promotion. It also enables you to determine if the devices used and the weight assigned them result in any bias.

Assign minority group employees to promotion boards or to participation in any other appropriate phase of the promotion procedure whenever possible.

This is an indicator of your good faith and provides minority group employees with direct experience in the operation of the promotion procedure which results in improved understanding.

Counsel employees who do not attain eligibility or who are eliminated from the group finally considered in applying for promotion.

This is an indicator of your interest in assisting in the development of all employees and permits a constructive discussion of an individual's specific strong and weak areas in education, training, and experience in relation to the opportunities available.

Establish a procedure for appealing non-selections.

This insures an impartial channel for prompt consideration of possible procedural errors, misunderstandings, or bias.

Determine the racial composition and job distribution of that portion of the work force which has been promoted or has applied for promotion during a given period as opposed to the racial composition of the group not selected and of the group of "potentials" who did not apply.

This will enable you to identify any desirable or undesirable patterns reflected by promotional advancements and to determine whether there is any need for modification of current practices in your organization.

Establish a periodic, formal review of your promotion procedure.

This enables you to obtain feedback from the organization and to consider the adequacy of the program in relation to data gathered and observations made.

## TRAINING

Include elements of "human relations" in all "phases of" your in-service training curriculum.

Consider arranging workshops or seminars specifically directed to race relations.

Arrange for training programs for supervisors specifically designed to analyze and improve attitudes toward minority groups.

Examine your existing training programs. See that they include opportunities for minority group employees to improve their job status.

Do you have intern training programs? Are opportunities given Negroes, Mexican-Americans, and Orientals to qualify for these programs?

Do you have out-service paid tuition training? Consider including minority group representatives in these programs.

At staff meetings, supervisors' meetings, etc., consider calling in specialists in minority problems to talk about problems in human relations.

## DISCIPLINARY PROCEDURES

Distribute and publicize the agency's disciplinary policy to all civic groups, civil rights organizations, employee associations and employees.

This gives the agency the opportunity to educate all interested and concerned parties on the impartiality of the agency in dealing with disciplinary cases including adequate investigation, review and appeal procedures.

Each employee should receive and understand a "Code of Standards" encompassing the areas of work rules, acceptable levels of work performance and employee conduct.

Employees have the right to know what is expected of them and that the uniform and reasonable standards are established for all of the employees.

Let the corrective action fit the nature of the offense.

The agency should have a number of various forms of corrective measures. Administration of equitable and consistent use of disciplinary action in similar cases is the best method in demonstrating the agency's FAIRNESS.

Final and complete responsibility for authorizing and approving major corrective measures should not rest with immediate supervisor.

This is an administrative procedure which reflects the agency's goal of maintaining impartiality in disciplinary action. The legal rights of an employee may be violated if the disciplinary procedure is such that the immediate supervisor performs in the role of judge and jury.

The agency should have a formal review and appeal procedure of disciplinary actions.

A procedure which protects the agency against discriminatory disciplinary policies that may be practiced by agency personnel.

Such a procedure reiterates the agency's policy of impartial and uniform use of corrective action in disciplinary proceedings.

Establish a method in which the agency can maintain records of types of disciplinary actions in order to determine that disciplinary methods are being utilized impartially and uniformly throughout the agency.

This information can be a means of determining if there are areas of possible discriminatory practices related to the application of the agency's disciplinary procedures.

A general guide setting forth some related requirements which might be used as an audit of an agency's disciplinary procedure is set forth below:

Disciplinary action is required when personnel knowingly depart from acceptable standards of conduct.

Intelligent and alert management constantly appraises the agency's disciplinary procedures.

Standards of work rules, work performance and employee conduct should be furnished to all agency personnel.

Consultation and discussion between management and employee representatives should precede any establishment or revision of disciplinary policy.

Investigate all the facts in a disciplinary case before determining the corrective action.

Procedural technique "manuals" relating to types of corrective actions should be available to all supervisors.

Limits of responsibilities of all who are concerned with disciplinary matters should be defined.

Impartial review procedure of all disciplinary actions is necessary so that employees are protected against arbitrary action.

Nature of the offense solely determines the corrective action to be applied.

Efficiency of the public service is impaired by failure to utilize disciplinary measures impartially and consistently.

## ATTITUDES

### Some Suggestions for Promoting Attitudes of Understanding and Acceptance toward the Employment of Members of Minority Groups

Make sure that the policy of the agency on fair employment is unequivocally stated in writing, and made known to all employees.

This will put the agency on record, and provide positive and constructive standards for all to follow.

Hold frequent meetings of staff and department heads for open discussion of problems arising in the implementation of the policy.

Such conferences, conducted in an atmosphere of problem-solving rather than criticism, will help to bring conflicting attitudes to the surface, and will pave the way for better understanding and modification of previously held feelings of resistance and negativism.

Encourage management meetings with representatives of minority groups to obtain feedback on how the policy is working, and to correct misunderstandings arising from lack of accurate information.

Besides giving minority members an opportunity to participate in policy formulation and evaluation, such meetings often serve to prevent serious trouble by identifying the source of the difficulty and taking remedial action in time.

Maintain objective measures to detect and counteract overt or more subtle manifestations of racial prejudice.

This will enable the agency to determine the effectiveness of its minority employment policy.

Encourage the emotional as well as the intellectual acceptance of fair employment practices.

Many persons who accept the principle of fair employment have difficulty in overcoming their emotional prejudices.

Provide a climate of acceptance which will make the minority racial member feel welcome in your agency.

A policy statement of equal opportunity must be implemented by acts of individuals which demonstrate actual acceptance.

## COMMUNITY RELATIONS

Identify the various ethnic groups in the community. If possible, identify their size and location and compute the percentage of population of each individual ethnic group.

Federal census tract data provide factual information for this purpose. Census data may be used to identify the ethnic backgrounds and age groupings of all members of the community, and their educational attainment by census tract. Factual knowledge of which ethnic groups live within or near the community is necessary.

Identify the various organizations of minority groups which exist within the community. Attempt to exchange information with leaders and members of these groups.

Minority group organizations may be given examination announcements, annual reports, statements of employment policy, etc. Some of these groups publish newsletters, newspapers, or bulletins. Meet with leaders and with members of minority group organizations and exchange information. Such person-to-person contacts provide opportunities to publicize agency employment policies and selection procedures, and help to establish confidence in the good faith of public agencies.

Learn to develop and speak a language of equality.

Be aware of the differences in language, words, or phrases which may infer prejudice.