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Hiring Practices: A Study of the Port of Portland, Portland, Oregon

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HIRING PRACTICES:
A STUDY OF THE PORT OF PORTLAND
Portland, Oregon

by
CAROL WILLIAMS BRYANT

A report submitted in partial fulfillment of
the requirements for the degree of

MASTER OF
SOCIAL WORK

Portland State University
1974

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during 1973 by grants from the

Port of Portland

and

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for
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APPROVED:

Kay Toran, Asst. Professor

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I. INTRODUCTION

In 1973 the Port of Portland expressed its desire to hire on an equal opportunity basis through its Affirmative Action Program and its Employment Policy:

It is the policy of the Port of Portland to provide equal employment opportunity to all employees and applicants for employment and to assure that there be no discrimination against any persons on grounds of race, color, religion, national origin, age or sex, except where age or sex is a bona fide occupational qualification. This policy extends to all areas of employment and to all relations with employees and applicants including recruitment, selection and placement, compensation, promotion and transfer, disciplinary measures, demotions, layoffs and terminations, testing and training, daily working conditions, awards and benefits, and all other terms and conditions of employment.

It is the policy that the Port shall continue to take affirmative action in hiring and in promoting job opportunities for minority individuals. Minority individuals currently employed shall be given opportunities to train for and assume professional and managerial positions. When currently employed individuals are not available for promotion to job vacancies the Port shall actively seek minority applicants and hire a significant number of these applicants.¹

The Port contracted with the Western Interstate Commission on Higher Education (WICHE) to employ an intern whose job would be to evaluate and make recommendations which would help them more effectively channel their efforts toward equal opportunity employment. The hypothesis for studying the hiring practices at the Port was simply that hiring practices have historically discriminated against non-whites through negative racial attitudes that are des-

tructive and inappropriate if equal employment is to be practiced. The objective of this study was to provide the Port with information which could lead to the adjustment of hiring procedures which would be geared toward effective recruitment and hiring of minority individuals.

II. BACKGROUND - THE PORT OF PORTLAND

The Port of Portland was founded in 1891 as a corporation to promote the maritime, shipping, aviation, commercial and industrial interests of Multnomah County. The 1972-73 Oregon legislature in Senate Bill 325 (Tri-County Expansion Bill) expanded the Port of Portland boundaries to include Clackamas and Washington counties.

The Port of Portland Commission, which consist of nine members, controls the operation of the Port's activities. The Port of Portland is a municipal corporation, directed by the state legislature to operate and maintain seaport activities and airports - the Portland International Airport as well as Portland-Hillsboro and Portland-Troutdale aviation airports. The Port also involves itself with activities that enhance the economic well-being of the Portland area. For example, under the direction of the Port, Rivergate, and industrial district in the Portland area and originally a swamp-like area of 3,000 acres, was developed into a blend of industry, transportation and recreation facilities located on the North Portland Peninsula near the confluence of Willamette and Columbia Rivers. Rivergate presently provides employment for many Portland area people and will eventually generate more than 50,000 new jobs. Today total Port-related employment accounts for 22% of all jobs in the Port district. The Port of

Portland will continue to involve people either directly or indirectly in employment with expansion of the Portland International Airport, marine construction and through its involvement in land development.²

III. DEFINITIONS OF TERMS USED

In order to understand equal employment and what this concept means, it is necessary to use certain terms, which will help develop a clearer understanding of equal employment.

Minority

Contemporary sociologists generally define a minority as a group of people - differentiated from others in the same society by race, nationality, religion, or language - who both think of themselves as a differentiated group and are thought of by others as a differentiated group with negative connotations. Further, they are relatively lacking in power and hence are subjected to certain exclusions, discriminations, and other differential treatment. The important elements in this definition are a set of attitudes - those of group identification from within the group and those of prejudice from without - and a set of behaviors - those of self-segregation from within the group and those of discrimination and exclusions from without.³

Federal EEO-1 Information Reports state that minority group identification should be acquired by visual surveys of the work force or from past employment records as to the identity of employees. Due to the fact that the following groups of people:

1. are subordinate segments of the American society,
2. have special physical or cultural traits which are held in low esteem by the dominate segments of the society and
3. are self-conscious units bound by the special disabilities which these bring and because of cultural heritage and background;

minority will be operationally defined in this study as those individuals who belong to the following non-white racial groups:

African-American or black people with African ancestry; Asian-American (also referred to as Orientals) who are of Asian origin; Spanish-speaking Americans of Latin American ancestry (Mexican-Americans, Puerto Ricans, etc.); and American Indians (or native Americans).⁴

The term non-white will be used here synonymously with the word "minority".

Racism

By "racism" we mean the predication of decisions and policies on considerations of race for the purpose of subordinating a racial group and maintaining control over that group.

Racism is both overt and covert. It takes two closely related forms; individual whites acting against individual blacks, and acts by the total white community against the black community. We call these individual racism and institutional racism.⁵

Carmichael and Hamilton⁶ go on to say that institutional racism is less overt, far more subtle and less identifiable in terms of specific individuals committing the acts. For an operational definition of the term racism in this study, institutional racism will be defined as non-white attitudes and practices that permeate the institutions of our society.

Equal Opportunity

The words "Equal Opportunity - Affirmative Action" has generated a great deal of confusion and misunderstanding with respect to the

obligation of government contractors under the Executive Orders.

Those four words "Equal Opportunity - Affirmative Action" seem redundant and repetitious to some people. "Doesn't equal opportunity mean affirmative action?" To others, they may seem in conflict. "How can you have both? How can you have equality of opportunity and yet take affirmative action on behalf of a certain element of society?" Nevertheless; those words are not redundant and they are not in conflict. Equal opportunity is a condition, and affirmative action is the means by which the condition is achieved. In stating this we recognize, of course, that if equality of opportunity does exist, it is not necessary to take affirmative action. If equality of opportunity exists in this country, exists at your plant, at your facility, then there is no need to pursue a further means to achieve it. But if it does not exist, those methods sometimes described as affirmative action must be pursued.

For study purposes equal opportunity employment in this study will simply mean, as stated by Powers⁸, not only opening the door but also extending a helping hand toward equal opportunity for minority groups.

Discrimination

Discrimination in its most contemporary sense, in both ordinary discourse and the social sciences, denotes the unfavorable treatment of categories of persons on arbitrary grounds. In this usage it refers to a process or form of social control (q.v.) which serves to maintain social distance between two or more categories or groups by means of a set of practices more or less institutionalized and rationalized. The practices employed involve the arbitrary attribution of inferiority on grounds which have little to do with the actual behavior of those discriminated against, and are frequently in conflict with accepted ideas of justice and fairness.⁹

Dominant peoples have always resorted to various devices for restricting economically, politically and socially the racial and ethnic groups over whom they have set themselves. The term commonly applied to such practice is discrimination.¹⁰

Gould goes on to say that discriminatory policies make it difficult for the oppressed group to acquire the knowledge, skills and tools with which to improve their status.

Effective

According to Webster "effective" is producing a definite or desired result.¹¹ An operating definition of the term "effective" for purposes in this study will be: the capability to hire minority individuals which result in equal opportunity employment.

Under-Utilization

Under-utilization is the non-use of an employee to his or her fullest capability. Underfilling is hiring individuals who do not meet all bona fide occupational qualifications for the job, but who have the potential to fulfill job requirements.

IV. THINGS AS THEY ARE

a. The Affirmative Action Program.

The Affirmative Action Program was written in January of 1973 as a result of a federal investigation by the Aviation Administration to meet federal requirements which stated that the Port must have written evidence of its equal opportunity employment policy. The Affirmative Action Program was authored by Assistant Manager of Personnel and the Assistant Director of Administration. As stated in the program, a Minority-Women's Employment Committee was set up in June 1973 to facilitate the coordination of the program. The goals of the committee are as follows:

1. To encourage all departments to provide job opportunities for minorities and women.
2. To promote acceptance of the minority and women employment program throughout the organization.
3. To develop awareness of all employees of the needs of minority and female citizens.
4. To motivate minorities and women employees to strive for meaningful employment.
5. To identify minority individuals and women with interest and potential for higher level positions.

The Minority-Female Committee is to work closely with Community Action groups and the National Alliance of Businessmen to assure the Port's program is in keeping with

community objectives.

b. Distribution of Minority Employees

The Port's minority work force is six percent of the total work force. A large percent of these are employed in laborer positions.

Distribution (% based on classification totals)

Officials and Managers	2.8%
Professionals	8.6%
Technicians	6.0%
Sales	0.0%
Office and Clerical	5.5%
Craftsmen (skilled)	3.0%
Operators (semi-skilled)	24.0%
Service Workers	7.5%

Although Afro-Americans make up 2.0% of the Civilian Labor Force and 9.5% of the black labor force in the SMSA area* are unemployed, the Port employs no black officials, managers or professionals.

Spanish-language Americans make up 1.2% of the Civilian Labor Force and 7.4% are unemployed. There are no Spanish-American officials, managers or professionals employed by the Port.

*The SMSA area includes Multnomah, Clackamas and Washington Counties in Oregon and Clark County in the state of Washington.¹²

The Port's base figure for total persons employed is 500. The breakdown by minority classification is as follows:

Blacks	3.80%
Spanish-American	1.20%
American Indian	.20%
Asian-American	.60%

The following is a breakdown of minorities by departments within the organization:

	<u>Minority Employees</u>
Administration	15%
Aviation	7%
Community Services	0%
Development Services	3%
Ship Repair Yard	9%
Terminal Maintenance	7%
Finance	3%
Marine Marketing and Operations	4%
Dredge	3.5%

c. Application Procedures

1. Notification of Job Openings

Presently there is no written hiring procedures used by the Port. This information was gathered from conversations with the Assistant Manager of Personnel and the Personnel Technician.

The procedure for notifying recruiting agencies of job openings is as follows:

a. The Assistant Manager of Personnel notifies the Administrative Coordinator-Personnel of a job opening. The notification, in written form, contains bona fide occupational qualifications (BFOQ) - according to the manager or supervisor of the department hiring. Also included is a brief description of job duties and salary range of a position.

b. The Administrative Coordinator communicates with recruiting agencies over the phone and gives them a list of the BFOQ, job description, and salary range as indicated to her by the Assistant Manager-Personnel. It is the policy of this personnel division to always contact the State of Oregon Personnel Department to notify them of job openings. Notification to other recruiting agencies is arbitrarily defined. Sometimes there are three and sometimes there are as many as five who are contacted, depending on the job. For positions the personnel division feels it definitely can fill, it usually contacts only the State of Oregon Personnel Department, and attempts to recruit from in-house personnel. All in-house employees are notified of job openings through the Port newspaper before job openings are publicized outside the agency.

2. Importance of Recruiting Agencies

In 1972, a total of sixty-five people were hired by the Port. Out of these sixty-five individuals, eight were non-white. In 1973, as of July 30, a total of 118 employees were hired, five of which were non-white. The influx of employees hired in 1973 is due to the increase of Portland International Airport police hired because of federal security regulations and an increase in summer temporary help.

On a Minority/Female Questionnaire, which was prepared and submitted by this researcher, was given to minority and female employees at the Port, the question "How were you hired?" was asked. Responses to the questions were:

	<u>Minorities</u>	<u>Females</u>
Walk-in, no prior knowledge of agency;	3	6
Word-of-mouth referral by an employee of the Port;	4	12
Referral by private employment agency;	1	15
College or technical school recruitment;	0	2
High school recruitment;	0	1
Newspaper ads;	1	3
Referral from organization specializing in minorities and women;	3	0
Other;	1	18

Specific responses to "other":

1. Recruitment from IBM Corporation.
2. Walk-in - prior knowledge -- minority response.
3. Kelly Girl with the Port prior to employment -- seven responses, all white female.
4. Salesman.
5. Port advertising agency.
6. Recruitment from previous job.
7. Oregon Employment Agency -- three responses.
8. Friend's suggestion.
9. Recruitment by the Port.
10. Needed job - inquired re: my specialty.
Hired.

11. Word from friend who knew there was an opening.

(out of 77 female employees, 54 responded. Out of 33 minority employees, 13 responded).

It is estimated that between one-third and one-half of the employees at the Port were recruited from employment agencies. From the questionnaire we can conclude that many of the female employees are recruited by private employment agencies. Second to the employment agencies is the word-of-mouth referral. It cannot be expected that many minorities will be referred from Kelly Girl, since it is a temporary agency and many minorities cannot afford the luxury (See Table on Minority Income) of temporary employment.

Only one individual who responded to the questionnaire was referred by a private employment agency, and three were referred from organizations specializing in minorities and women.

Recruiting agencies play a major role in the hiring process at the Port.

V. SUMMARY

In examining the Port's hiring practices, the Affirmative Action Program, the distribution of minority employees and the application procedure have been explored earlier in this report.

The Affirmative Action Program contains general goals for the program, however, it does not contain specific and result-oriented procedures for achieving these goals and does not include an evaluation and reporting system in order to measure success or failure of the program. Because the program was developed in total by the Assistant Manager of Personnel and the Assistant Director of Administration -- both white males -- it is therefore questionable as to whether the program meets minority employee needs, since there is no input or representation from minorities.

The notification to employment agencies is arbitrarily defined and left up to the discretion of the personnel assistant. The assistant is in charge of notifying recruitment agencies. Because there is no definite procedure for notification of job openings, many agencies that could refer potential minority employees might not ever be contacted; thus, eliminating minorities who could possibly be hired by the Port. This leads to the conclusion that the application procedure is not effective in hiring minorities.

Minority employees are concentrated for the most part in what is termed by the Port as the Laborer category. This

means that most of these workers are unskilled and because of institutional racism and the fact that they are classified as unskilled, will probably not be promoted up the career ladder to upper and mid-management positions. In-house recruiting subsequently caters to primarily skilled laborers, the majority of which are white.

Distribution categories (e.g. professionals, technicians, officials and managers, etc.) are not defined by the Port. This can be concluded as discriminatory because:

1. Since there are no definitions for categories, a minority employee can be labeled as a laborer, for example, while actually performing in a technical position, and vice versa.
2. In terms of hiring, potential minority employees, not having a concrete definition of what job category the employee is applying for, he can arbitrarily be eliminated for consideration for a job because the hiring authority is not guaranteed to hire in the best interest of minorities.
3. If there are not category descriptions it is difficult to assess whether a person is qualified by bona fide criterion for promotion to higher categories.

The conclusion drawn from this research indicates that, although the Port has expressed a desire to hire on an equal opportunity basis it is evident, through employment practices presented, that the Port of Portland is not carrying out its

equal opportunity policy and is therefore discriminatory in its hiring practices.

VI. RECOMMENDATIONS

1. The Application Procedure

Evidence that the notification to recruiting agencies procedure eliminates minorities is in the fact that only three minority employees at the Port were referred by employment agencies. This procedure eliminates minority applicants in the following ways:

- A. Since there is not a large number of minority individuals employed by the Port of Portland many minorities cannot be referred for job openings. Based on observation it is evident that the majority of minority employees work in what is termed "the outlying areas" - the docks, the dredge, and the Portland International Airport and not within the Port's business offices. Consequently, in talking with minority employees, (although job openings are advertised in the employee newspaper) many do not hear of jobs that become available through the Personnel Department and thus they are unavailable for consideration for many of the positions that do open. A better method of notifying minority employees of job openings may prove helpful.
- B. Because notification of recruiting agencies is so loosely defined, many of the employment agencies that can refer minorities are sometimes never contacted. (See Recruiting Agencies Chart - Appendix)
- C. There is no set opening and closing date for job

openings, and this also eliminates minorities because by the time an agency refers a minority applicant, the job for which the person is applying may be closed. Changes in the application procedure that would include opening and closing dates for all positions will be useful in effective hiring of minorities.

Probably the most significant improvement to increase the effectiveness of the Personnel Department's application procedure with regard to hiring minorities would be a re-organization of the Personnel Department. As noted in the Appendix, the Personnel Department has no manager.

Since personnel is considered a non-money-making service department, it has not status within the organization. The Personnel Department should be moved at least to directorship level within the Port and taken much more seriously within the organization.

Personnel is the only department within the Port that does not have a manager. One way to increase the Port's effectiveness in hiring would be to create a position of Manager, Personnel, whose responsibilities would be:

1. Total monitoring and evaluation responsibility for employment (hiring, firing, transfer, etc.).
2. Total responsibility for recommendation of compensation, wage, salaries, and benefits.
3. Responsibility for developing personnel policy and procedures.

4. Responsibility for employee development (education programs, career development, supervisory training, etc.).

5. Provide input into organizational problem-solving (department organization, employee and supervisory counseling, etc.).

6. Responsibility for employee services (credit union, Port morale, employee communication, etc.).

The following suggestions are being made to improve the application procedure, to make it more effective in hiring minorities:

1. Composition Of Applicant Flow By Minority Group Is Needed.

This can best be accomplished by including race and sex on the employment applications. Names can generally indicate what sex a person is but there is no way to tell what racial group a person belongs to without it being stated on the application. It should be made clear in the affirmative action policy that information such as sex and racial group will be used to assist in equal opportunity employment and will not be used as a deterrent.

2. Skills Bank

A job skills bank should be developed to aid in recruiting minority individuals. When positions for which minorities are applying for are not currently open, it should be the policy of the Port to maintain these applications in

a separate file according to skill and job application. When said positons become available it sould be the Personnel Department's policy to inform these applicants that positions for which they applied are now open.

3. Job Descriptions

The Personnel Department should maintain current job descriptions for all positions within the organization. Currently there are not job descriptions for contract positions (union), many are outdated and most were written by employees who held or are now holding the position and therefore the qualifications for many positions are not bona fide occupational qualifications (BFOQ), rather they are qualifications which suit the individual holding the job.

The job descriptions should include:

- a. Job title.
- b. Current salary range.
- c. Bona fide occupational qualifications:
 - (1) Experience and knowledge needed.
 - (2) Education requirements.
- d. Job objectives.
- e. Job duties and responsibilities.
- f. Opening and closing date for filing application.

These job descriptions can then be given to employment agencies who will be referring minority applicants (as opposed to the present procedure, where the job opening is telephoned into employment agencies).

4. Monthly Reports.

Monthly reports should include all deficiencies and/or problem areas within the organization that require corrective action. Also included should be the methods for improving such deficiencies.

In regard to minority recruitment, analysis of minority individuals considered for positions open within the organization should be maintained showing: (1) what position they were hired for, (2) all other persons considered for the same position and qualifications for both, (3) who was hired and if minority individuals were not hired, explanations for why they were not. This procedure would insure that the Port is making every effort to hire on an equal opportunity basis and would build in an auditing mechanism in its personnel practices that could measure success or failure of its hiring practices with regard to equal opportunity employment.

2. The Affirmative Action Program

A. The Affirmative Action Program should include ways to measure the success of the program in recruiting and upgrading of women and minorities. One way to achieve this is to include goals and timetables which would be used to measure progress in the elimination of under-utilization of minorities. In Exhibit 3 of the Affirmative Action Program (See Appendix) the majority of the 1972-73 goals are, for the most part, the same percentages that have already been achieved by the organization. It can be concluded that goals have not realistically been set by this organization and that these goals do not provide for the elimination of under-utilization and therefore contribute to discrimination in hiring.

B. The Affirmative Action Program should address itself to the reaffirmation of equal opportunity employment which will insure that all personnel actions such as compensation, benefits, transfers, layoffs, return from layoff, company-sponsored training, education, tuition assistance, social and recreation programs, will be administered without regard to race, color, religion, sex or national origin.

C. The program should also include a comprehensive audit and reporting system which would deal with records of referrals, placement, transfer, promotions, terminations, reports to the EEO Officer and safeguards to insure proper implementation of affirmative action.

D. There are no minority employees on the Minority/Female Committee. There are only three females out of nine members who presently sit on the committee to demonstrate a commitment toward equal opportunity employment. The committee needs a greater representation of minorities and women.

E. The recruiting target area must be defined by the program. The Port recruits throughout the United States and therefore should use U.S. Census figures for the entire country in order to determine goals for minority hiring. Surely the program must clearly state that these goals are minimal efforts and will not be used to limit minorities.

F. Affirmative action must also address itself to the question of underfilling for position in order to recruit minorities. The Port would become more effective if it took a look at the idea of hiring "qualifiable" minorities for some positions rather than "qualified" minorities. For one thing, many of the qualifications eliminate minorities because of historical racial practices and it is a recommendation of this intern that further study be made into the area of qualifications for jobs at the Port and whether or not many of them are necessary for successful performance on the job.

G. Institutional racism may be facilitated by certain policies, as well as by the lack of policies. Many times vague procedural guidelines, rules, regulations, eligibility requirements, etc. can serve to disadvantage minority groups. For example, an agency (or employer) may have no set standards for hiring, promotion or evaluation of staff. Such a lack of

standardization allows a personnel officer to rely on his own discretion. His decisions regarding personnel practices may be on a very subjective basis, thus allowing him to act according to his own biases. These biases could result in the use of double standard procedures, one for minority group members, and one for non-minority group members. These subjective decisions may not even be made at a conscious level; nevertheless, the results may be as adverse as if there had been a conscious intent to discriminate.¹³

Terms used in the Affirmative Action Program should be specifically defined. Statements like:

1. "It is the policy that the Port shall continue to take affirmative action to hire and promote minority individuals,"
2. "Minority individuals currently employed shall be given opportunities to train for and assume professional and managerial positions,"
3. "When currently employed individuals are not available for promotion to job vacancies, the Port shall actively seek minority applicants and hire a significant number of these applicants,"

mean nothing unless terms used in these statements are clearly defined and ways to implement such statements are made plain. Consider the last statement concerning the recruitment of minority applicants for jobs. The statement explains that the Port shall actively recruit minorities, but how this is to be done is unclear. What is "a significant number"? One, two, twenty? Many of the individuals currently employed by the Port are available for promotions, which means that it would be highly unlikely that the organization would recruit from the outside when they can fill positions

from within. The majority of the individuals available for promotion are white. Does this statement mean that the organization will seek minority applicants when current minority employed individuals are not available? If the statement doesn't mean the above, then it is not geared toward employing minorities.

3. Dissemination of the Affirmative Action Program

In a Minority/Female Questionnaire, 40 out of 110 respondents were acquainted with the Port's Affirmative Action Program. Twenty-six were acquainted with the program.

To insure the Port's Affirmative Action Program is communicated to all employees, referral agencies, and applicants, the Port should develop methods of disseminating the policy internally as well as externally.

Copies of the Affirmative Action Program should be distributed to all personnel management, Port officials, Port commissioners, directors of labor unions, all employees (full-time, part-time, summer and temporary help). The Port should also communicate the Affirmative Action Program in writing to all recruiting agencies used by this organization requesting that they refer qualifiable as well as qualified minorities to the Port. Other efforts:

1. Attention should be given to all sources which can refer minority individuals to the Port.
2. The Port should make a point through advertising that the organization extends equal employment opportunity to all employees and applicants for employment.

Federal Guidelines:

According to Federal Guidelines (Title 41 CFR 60-1.40) checklist, the Port of Portland's affirmative action is not complete in the following areas and since the Port of

Portland is a federal contractor, its Affirmative Action Program should include the following in order to meet federal regulations:

1. The Affirmative Action Program must include a table of job classifications showing job titles, principal and auxiliary duties, rates of pay to include increments because of length of time on the job or other factors.
2. Analysis of hiring practices for the past year.
3. Analysis of upgrading, transfer and promotion for the past year.
4. As required by 41CFR 60-3, the plan must provide for validation of employee testing and other selection procedures.
5. As required by 41 CFR 60-2.11, the affirmative action plan must include an analysis of all major job classifications with explanation where under-utilization of minorities or women exist. "Under-utilization" is defined as having fewer minorities or women in a particular job classification than would reasonably be expected by their availability. The required analysis to determine whether minorities are being under-utilized should consider the following:
 - a. Minority population surrounding the institution.

- b. Percent of minority unemployment.
- c. Ratio of minority work force to total work force in immediate area.
- d. General availability of minorities having requisite skills in immediate labor area.
- e. General availability of minorities with requisite skills in a reasonable recruitment area.
- f. Availability of promotable or transferable minorities within contractor's work force.
- g. Existence of training institutions capable of providing and the degree of that training.

Under-utilization analysis for women should also be included in the plan. According to 60-2.11, the utilization analysis cannot be accepted with the support data used in the analysis. This data shall be compiled and maintained as part of the contractor's Affirmative Action Program. This data should include all availability statistics, progression line charts, seniority rosters, applicant flow data and applicant rejection ratios by minority and female status.

6. As required by 60-2.12, goals and timetables are to be developed as means to measure progress in the elimination of under-utilization. Goals have been set by this organization (see Affirmative

Action Program - Exhibit 3).

7. According to 60-2.20 there must be a development or reaffirmative of the Equal Employment Opportunity Policy. The policy should indicate the chief executive officer's attitude and must provide for a reporting and monitoring procedure.
8. 60-2.21 requires that the plan include both internal and external dissemination. The plan must include the actual or proposed correspondence used for this dissemination.
9. As required by 60-2.23, identification of problem areas by organizational Units and Job Classification - the affirmative action plan must include the following:
 - a. Analysis of composition of applicant flow by minority group status and sex.
 - b. Analysis of composition of all training and/or apprenticeship programs by minority group status and sex.
 - c. Analysis of position descriptions to insure that they accurately reflect position functions.
 - d. Validation of worker specifications by organizational unit and by job category using job performance criteria.
 - e. Sample application form which is in compli-

ance with the regulations.

- f. Safeguards which monitor the interview, referral and final selection process.
- g. Analysis of transfer and promotion practices.
- h. Analysis of seniority provisions and practices of union contracts.

10. As required by 60-2.24, the Affirmative Action Program must specify the development and execution of programs that will eliminate deficiencies:

Under-utilization: Development of recruitment programs and exchange programs. Retention of applications. Development of skills bank of minorities and women. Utilization of referral agencies specifically geared to minorities and women. Hiring a professional recruiter and increased budget for travel to national conventions for the purpose of recruiting.

Disparate lateral and/or vertical movement of protected class members: Better dissemination of opportunity by posting all job vacancies. Informing protected class members of promotional policy. Analysis of job mobility and the development of career ladders where appropriate. Providing upward mobility programs. Revising seniority provisions of union contracts.

Disparate effect in hiring for protected classes due to selection process: Awareness training program required for all interviewers and supervisors. Institution of applicant referral and requiring supervisor to indicate reason for rejection of protected classes. Standardization of selection procedures.

Institution is viewed in an unfavorable light of local minority community: Institution develops a program which would allow community agencies the use of their facilities for meetings. Provides financial and technical support to community agencies in

developing new programs.

High turnover rate among minorities and women: Require exit interviews for these employees to determine the reasons for excessive turnover. Institute formal grievance procedures to allow employees the opportunity to voice their dissatisfaction.

Salary inequity between minority and non-minority and between men and women. Salary analysis by job title and organizational unit and proposed adjustments in pay where an inequity is found to exist.¹⁴

Additional Research

Additional research should be made in the following areas:

1. Placement and promotion.
2. Training.
3. Providing opportunities for social and economic advancement of minority groups.
4. Testing Procedure.
5. Development of career ladders for employees.

APPENDIX

FAMILY INCOME BY RACE FOR MULTNOMAH COUNTY IN 1969

Family Income	Total		White		Black		Other Races		*Spanish Americans	
	Number	%	Number	%	Number	%	Number	%	Number	%
All Families	142,910	100.0	135,730	100.0	4,971	100.0	2,239	100.0	1,898	100.0
Less than \$2,000	5,959	4.2	5,227	3.9	592	12.0	140	6.2	108	5.7
\$2,000 to \$2,999	5,569	3.9	5,139	3.8	325	6.6	105	4.7	84	4.4
\$3,000 to \$3,999	6,279	4.4	5,765	4.2	371	7.5	143	6.4	44	2.3
\$4,000 to \$4,999	6,664	4.7	6,131	4.5	423	8.6	110	4.9	61	3.2
\$5,000 to \$5,999	7,121	5.0	6,597	4.9	401	8.1	123	5.5	148	7.8
\$6,000 to \$6,999	8,011	5.6	7,466	5.5	409	8.3	136	6.1	150	7.9
\$7,000 to \$7,999	9,086	6.3	8,577	6.3	363	7.3	146	6.5	157	8.3
\$8,000 to \$8,999	10,699	7.5	10,163	7.5	357	7.2	179	8.0	156	8.2
\$9,000 to \$9,999	10,663	7.5	10,219	7.5	296	6.0	148	6.6	138	7.3
\$10,000 to \$14,999	42,883	30.0	41,360	30.5	941	19.0	582	26.0	552	29.1
\$15,000 to \$24,999	23,320	16.3	22,575	16.6	396	8.0	349	15.6	231	12.2
\$25,000 and over	6,656	4.6	6,511	4.8	67	1.4	78	3.5	69	3.6
Families below poverty level	10,773	7.5	9,386	6.9	1,099	22.2	288	12.9	233	12.3
Median Family Income	\$10,137		\$10,262		\$6,876		\$9,253		\$9,297	
Mean Family Income	\$11,582		\$11,728		\$8,130		\$10,348		\$10,523	

*Included with the white data

Affirmative Action Program - 2

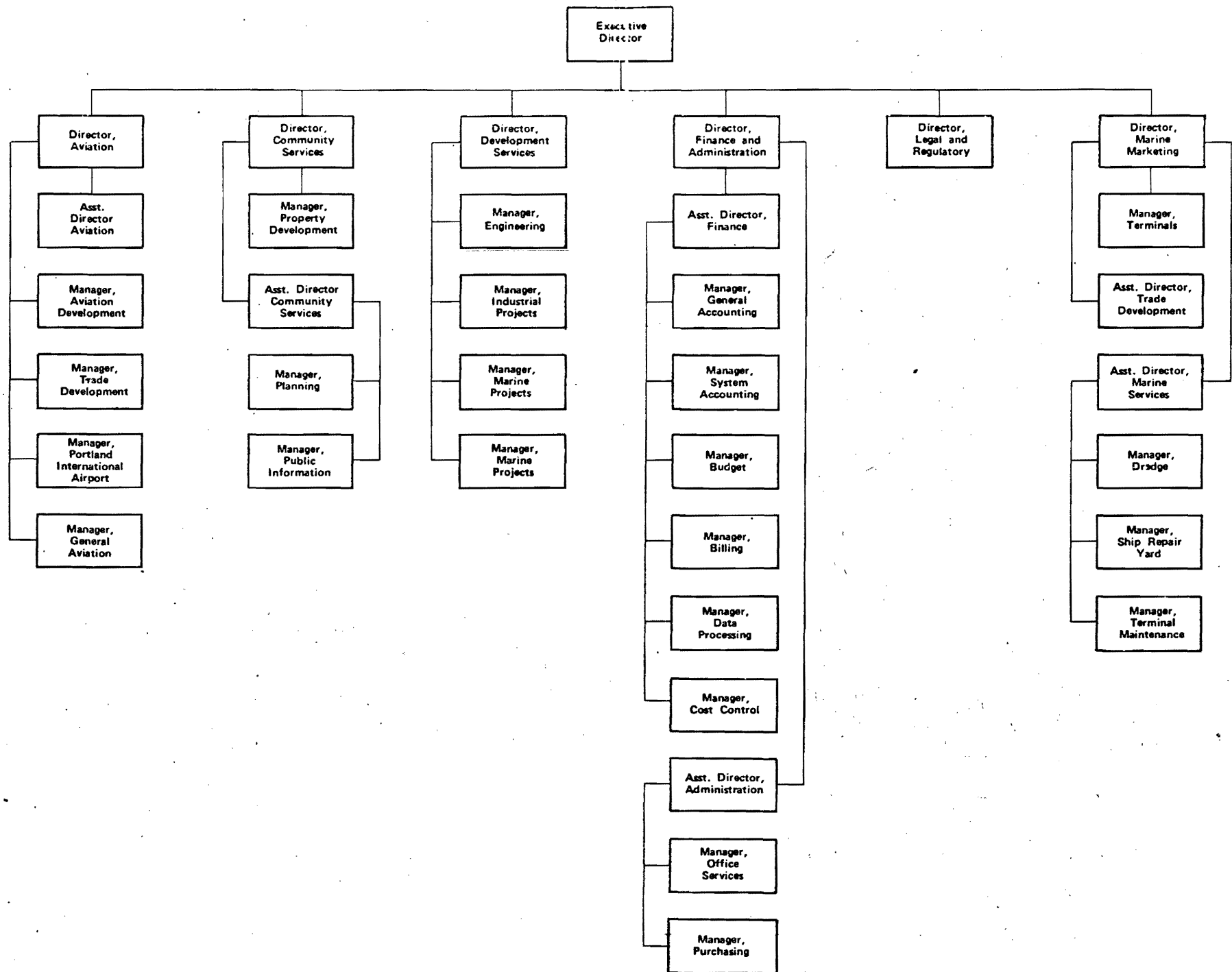
	Dept. Total	Negro	Oriental	Amer. Indian	Span. Amer.	Women	% Negro	% Oriental	% Amer. Indian	% Span. Amer.	% Women	% Minority	1972-73 Goals	
													W%	M%
Marine Marketing	248													
Officials & Managers	27	0	0	0	0	3	0	0	0	0	0	0	0	0
Professionals	1	0	1	0	0	3	0	100	0	0	0	100	0	100
Technicians	35	2	0	0	0	5	5.7	0	0	0	14	5.7	14	5.7
Office/Clerical	8	0	0	0	0	7	0	0	0	0	87	0	87	0
Sales	4	0	0	0	0	0	0	0	0	3	0	3	0	10
Skilled Craftsmen	98	0	0	0	3	0	5	0	0	5	0	10	0	10
Semiskilled	21	1	0	0	1	0	21	0	0	0	0	21	0	21
Laborers	19	4	0	0	0	0	7.7	0	0	0	0	7.7	0	7.7
Service Workers	39	3	0	0	0	0								
Legal & Regulatory	3													
Officials & Managers	2	0	0	0	0	0	0	0	0	0	0	0	0	0
Professionals	1	0	0	0	0	0	0	0	0	0	0	0	0	0

TOTAL PORT WIDE

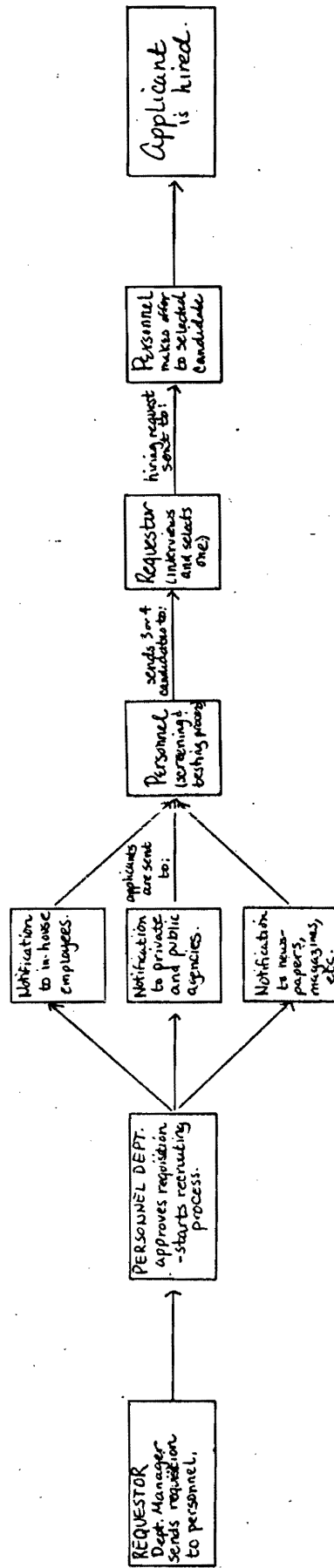
	% Women	% Minority
Officials and Managers	4.0	2.8
Professionals	2.8	8.6
Technicians	25.0	6.0
Sales	0	0
Office/Clerical	83.0	5.5
Craftsmen (skilled)	0	3.0
Operatives (semiskilled)	0	9.5
Laborers (unskilled)	0	24.0
Service Workers	6.25	7.5

Exhibit 3

[illegible]



Notification of Job Openings



RECRUITING AGENCY QUESTIONNAIRE

response:	Regular Employment Agencies		Employment Agencies that specialize in minority recruitment	
	Yes	No	Yes	No
Have you ever had contact with the Port?	8	1	6	1
Can you refer minorities to the Port?	9	0	7	0
Do you reach out to minority individuals? *(4 at agency's request)	8*	1	7	0
Have you made referrals to the Port?	8	1	5	2
Have you made any placements at the Port?	5	3	3	4

When was your last referral to the Port?				
More than 3 months:	1		3	
Over a year ago:	0		1	
Recently (within 3 months):	7		1	

NOTES

1. Source: Affirmative Action Program, Port of Portland, 1973, page 2.
2. Primary Source of Information : Affirmative Action Program, Port of Portland, page 1.
3. English, Horace B. and English, Ava Champney, A Comprehensive Dictionary on Psychological and Psycho-analytical Terms, (David McKay Co., Inc.) New York, 1958, page 167.
4. Wagley, Charles and Harris, Marvin, Minorities In The New World - Six Case Studies (Columbia University Press) New York, 1958, page 10.
5. Carmichael, Stokely and Hamilton, Charles V., Black Power: The Politics of Liberation In America (Random House), New York, 1968, page 1-3.
6. Ibid., page 2.
7. Powers, Thompson, (ed.), Equal Employment Opportunity: Compliance and Affirmative Action (Steptoe and Johnson), Washington, D. C., 1969, page 65-66.
8. Ibid., page 66.
9. Gould, Julius and Kolb, Williams L. (editors), A Dictionary of the Social Sciences (Free Press of Glencoe), New York, 1964, page 203.
10. Op. Cit. Gould.
11. Webster's Seventh New Collegiate Dictionary, (G. and C. Merriam Company), Springfield, Mass., 1972, page 264.
12. Source: State of Oregon Annual Manpower Planning Report, February 1973, page 21.
13. Cromwell, Cheryl D., "Institutional Racism as a Content Area in Social Work Education", presented at the 19th Annual Program Meeting, the Council on Social Work Education, San Francisco, California, 1973.
14. Guidelines - Executive Order 11246, U. S. Department of Health, Education and Welfare, Office of the Secretary, Office for Civil Rights, 1972.

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