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AFFIRMATIVE ACTION IN A GOVERNMENTAL AGENCY:
MICHIGAN'S VOCATIONAL REHABILITATION SERVICE (VRS)

by

Linda Collins Johnson

A Dissertation
Submitted to the
Faculty of The Graduate College
in partial fulfillment
of the
Degree of Doctor of Education

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Linda Collins Johnson

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Chapter 1

INTRODUCTION TO THE PROBLEM

This is a historical study in that one of its intents is to examine the personnel profile of one agency from 1963 to 1973. By 1963, the federal government had established itself as a major funding source of Vocational Rehabilitation Service (VRS). Since 1940 (Stahl, 1971), all states receiving federal grants for vocational rehabilitation have had to ensure that at least this branch of public service operates under the merit system concept of Civil Service employment, employment and advancement by examination as opposed to employment by appointment. Michigan's VRS was not an exception to this rule.

In the late 1960's, Dr. Ralf A. Peckham, Director of Michigan's VRS, demonstrated his awareness of political, economic and social realities by assisting in creating a climate that would accelerate services to individuals previously excluded or only minimally included in the VR client population. Many of the latter clients were female and minorities. The expansion of program services necessitated VRS staff expansion. In the aftermath of The Report of the National Advisory Commission on Civil Disorders (1968), Vocational Rehabilitation's administrators, as well as numerous other public and private administrators, were taking a hard look at the personnel profile of their respective organizations. The primary purpose of the examination was to determine the percentage of minority versus non-minority personnel.

If one had examined a copy of the personnel profile sent to Mr. Donald Lillrose, Personnel Director for the Department of Education, on July 19, 1966, its examination would have revealed twenty-two non-white employees. Fourteen of the non-white employees were classified as professionals. Three of the fourteen had Civil Service status above the 10 classification level. The highest ranking non-white was located at Civil Service level 13. The data presented in Chapter 4 will more graphically display the personnel profile of VRS.

It is a descriptive study in that Chapter 4 concerns itself with "what is," not with "what ought to be," as regards the role and status of minorities and women. Best (1970) defines descriptive research as research which describes and interprets "what is." Best states that this type of research is concerned with conditions or relationships that exist; practices that prevail; beliefs, points of view, or attitudes that are held; processes that are going on; effects that are being felt; or trends that are developing. In this study, descriptive research is concerned with how "what is" or "what exists" is related to some preceding event (Affirmative Action) that has influenced or affected a present practice (recruitment, selection, promotion, etc. of females and minorities). The description is based upon perceptions of managers and employees within the Field Services Section of the State of Michigan, Department of Education, Vocational Rehabilitation Service and hard data obtained from Michigan's Department of Civil Service and VRS personnel records.

This study is prescriptive to the extent that it generates possible alternatives for understanding and dealing effectively with

the concept that is currently called Affirmative Action. Webster (1960) defines prescriptive as that which prescribes, gives direction. The investigator has sought to obtain, analyze and objectively synthesize the prescriptions offered by the sample populations in this study.

Sociologist, Kelly Miller once stated, "We are so anxious to solve the race problem that we don't take the time to understand it." The same might be said as regards the implementation of any new concept which must become interrelated into a traditional system. It is a generally accepted principle that when a change is made in response to external forces, a resistance to the change occurs. The strength and duration of the resistance is partially attributed to the uncertainty associated with the change and the perceived importance of that change to the individuals involved.

Miller's statement, interpreted by the investigator and applied to this study, implies a predisposition with implementing the change, Affirmative Action. It suggests a need for a clear understanding of the factors contributing to or perpetuating the perceived problem, by all parties who will be potentially effected by the change. The identification of factors contributing to or perpetuating the problem precede the plan of action and serve as a basis for that plan of action. Feedback, during the process of implementation, serves as a basis for continued direction and redress. One intent of this study is to serve as an internal feedback mechanism.

Purpose of the Study

The investigator examined one agency's statewide response to Civil Rights legislation in the area of employment and determined what the implications are for management and other personnel as they respond to that agency's Affirmative Action Program (presented in Appendix A). Hopefully, this study will identify problems and suggest alternative strategies which may be of assistance to other state agencies in the on-going effort of Affirmative Action.

Vocational Rehabilitation Service

VRS is an educational agency that is in the business of educating individuals and groups about the assets of rehabilitating and employing disabled individuals. The target population of VRS is composed of physically and mentally handicapped individuals, who have a substantial handicap to employment but can be expected to be gainfully employed after provision of VR services.

VRS is a statewide agency composed of seven regions and approximately thirty-four districts. The Field Services Section has the hierarchical structure as presented in Figure 1. The number of positions at each Civil Service classification level varies slightly in each region.

VRS employs approximately 1,076 persons in various capacities within the total agency. Approximately 64% of this number are females. Males comprise approximately 36% of total VRS personnel.

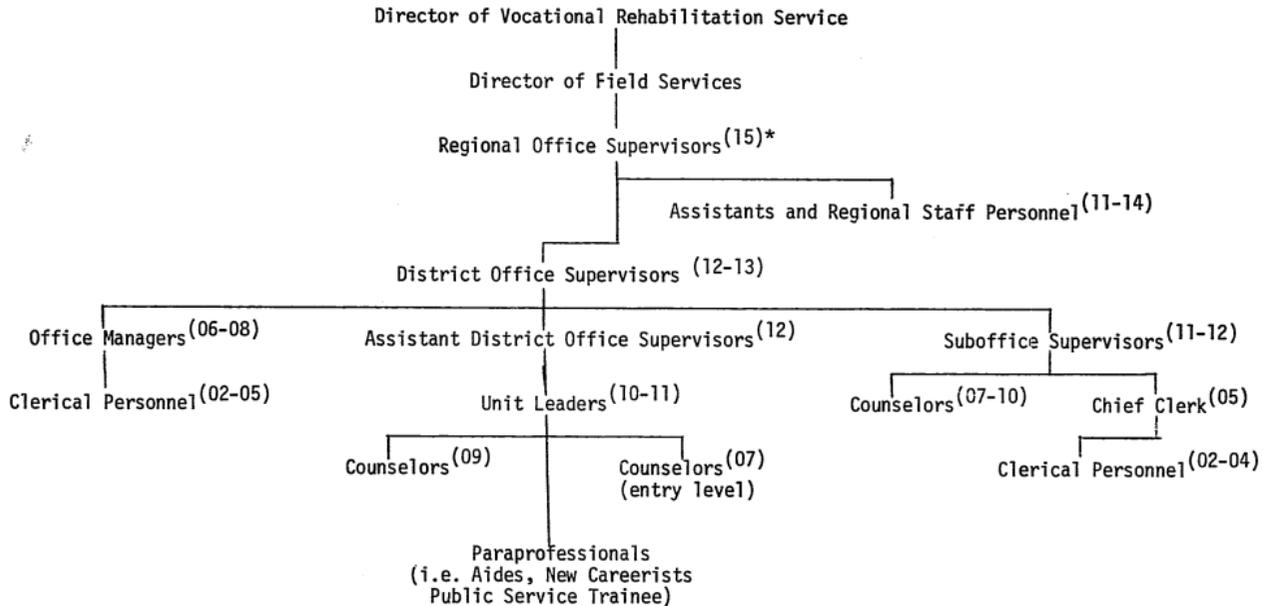


Figure 1. Organizational Chart for Vocational Rehabilitation Services

*Numbers in parenthesis indicate Civil Service Classification Level (CSL) and/or range.

Statement of the Problem

Does the Affirmative Action Plan affect the personnel practices of Managers within the state of Michigan, Department of Education, Vocational Rehabilitation Service?

The following general hypotheses address the problem:

1. The VRS Affirmative Action Program has increased the proportion of minority personnel employed in full time VRS positions.
2. The VRS Affirmative Action Program has increased the proportion of female personnel occupying full time professional VRS positions.
3. The greater percentage of minorities will remain at Civil Service levels 10 and below.
4. The Affirmative Action Program has modified the Civil Service employment selection process to improve employment practices.
5. The Affirmative Action Program has improved promotional potential ratings for minorities.
6. The Affirmative Action Program has increased the frequency of employee complaints regarding discrimination.

Significance of the Problem

Federal and state government have indicated the importance of Affirmative Action Programs by the passage of Title VII of the Civil Rights Act of 1964, the Executive Order No. 11246, the Equal Pay Act of 1963, and other such legislation. On January 1, 1964, the Civil Rights Commission was established by the people of Michigan to protect, investigate, and secure civil rights in the field of employment,

education, housing, public accommodation and law enforcement (the only state to do so by constitutional means). The Commission is charged with the constitutional and legal responsibility of enforcement.

Educational agencies and institutions followed the directive given by federal and state government and began the development of Affirmative Action Plans. Vocational Rehabilitation Service was one such agency. On October 9, 1972, VRS' Affirmative Action Plan was distributed to VR Managers with a mandate that it be distributed to staff at all levels. On October 12, 1972, Dr. Peckham issued a memorandum to the recipients of the Affirmative Action Program regarding "Definitions: Civil Rights Compliance versus Affirmative Action" (Appendix B).

During fiscal year 1971-72, the Civil Rights Commission authorized charges in cases which could not be resolved in conciliation. Of those cases charging discrimination in employment, 19 were based on sex and 27 were based on race. Authorized charge #12779 of the Michigan Department of Civil Rights charged the Michigan Department of Civil Service (the hiring body for VRS) with employment discrimination.

In August of 1972, the investigator conducted a survey of Managers responsible for field staff and program supervision and each manager indicated the importance of the Affirmative Action concept in being a good agency manager. Field supervisors in Western Region have expressed some difficulties with implementing the Affirmative Action Program. The Investigator found that minorities, non-minorities, and females,

alike, have expressed in-group resentment regarding the various interpretations of the Affirmative Action Program. Discussions, interviews, and observations in the Western Region of VRS lends enough credence to the problem to warrant conducting an audit on a statewide basis for the purpose of clarification, evaluation, and review of the effect of the Affirmative Action Program on personnel practices and to determine what the implications are for managerial attitudes and the personnel selection process.

The outcome of Affirmative Action efforts has particular significance to females and minorities, the target population of the legislation. It provides a legal basis for ensuring equality of opportunity in employment. It, also, places action-oriented responsibilities on agencies to recruit, select, train and promote these individuals in all job categories.

The organizational climate created regarding Affirmative Action has particular significance to the target population, as well as white males in the organization and/or entering the organization. Emphasis on compliance, rather than benefits, oftentimes negatively influences the Affirmative Action Plan and its outcome.

Research Procedures

Population and Samples. The population for this study includes all managers and all counselors within the state of Michigan, Department of Education, Vocational Rehabilitation Service. The samples selected from this population consisted of seven Regional Office

Supervisors, thirty-three District Office Supervisors, Assistant District Office Supervisors - a minimum of three, Suboffice Supervisors - a minimum of two, two assistant personnel directors for Civil Service, and one unit leader involved in managerial tasks. Thirty-five minority and/or female employees, five from each region (where available) with non-managerial positions, were also included in the sample.

Procedures. To obtain the data needed to address the general hypotheses, the investigator proceeded as follows:

1. Surveyed personnel office records at Civil Service to determine:
 - a. number of full time female employees at each position level, yearly
 - b. number of full time minority employees at each position level, yearly
 - c. number of written employee complaints regarding discrimination
2. Cross-checked data obtained from Civil Service records with information on file with VRS personnel records.
3. Administered Action Checklist with Interview Questionnaire to Regional Office Supervisors, District Office Supervisors, and Assistant District Office Supervisors (a modified form of the Likert method was used to construct the Interview Questionnaire).
4. Interviewed Regional Director of Civil Rights for purpose of evaluating Action Checklist and assistance in the development of questionnaire for interview.
5. Interviewed assistant personnel directors for Civil Service regarding the employment selection process and documented complaints.

Assumptions and Limitations

Assumptions. It was assumed that the Action Checklist, Full Utilization of Women in Employment, and a modification of the Action Checklist for minorities as evaluated by the Office of Civil Rights in Lansing, Michigan, is a valid audit instrument for determining the status of an agency's Affirmative Action Program. It is further assumed that the VRS managerial and professional staff interviewed understood and responded with their true beliefs to the investigator's questions during the interview and/or in response to the Action Checklist.

Limitations. The investigator is aware that she is identifiable with both groups, minorities and women, being indirectly studied. The latter fact may have a positive, negative or possible null effect on the sample group, dependent upon the race and/or sex of the interview respondent. Each interview was taped and random samples were reviewed by the investigator's doctoral committee. A white male also reviewed random samples of the tape to determine the investigator's accuracy in scoring respondents' answers.

The utilization of the interview technique to obtain data over a six month period of time may have resulted in some respondents being influenced by previously interviewed respondents. The investigator attempted to control this influence by reading questions to the respondents and interviewing respondents in close geographical proximity on the same day.

The accuracy of the position count at each level is influenced by staff movement in the form of transfers, promotions, reinstatements and terminations preceding and/or following interviews in that location. This limitation became evident after the completion of one region. As a result, precautions were taken by having the District Office Supervisor identify the female and minority staff by name to avoid counting the same individual twice for the same Civil Service classification levels. Individuals who were promoted or upgraded twice in one year were included in the position count of both Civil Service levels.

Definition of Terms

Affirmative Action Plan refers to the Equal Employment document signed by Dr. Ralf A. Peckham, Director of VRS, on July 27, 1972, effective immediately, and distributed to Vocational Rehabilitation Service employees on October 9, 1972 (Appendix A).

Personnel Practices pertains to recruitment, hiring, upgrading, demotion, transfer, terminations, employee complaints of discrimination, rates of pay, training, and such other personnel actions that may be appropriate.

Manager refers to an individual with supervisory responsibilities for decision-making in the areas identified under personnel practices. This individual may be in field supervision, staff supervision, management services, and/or Civil Service Personnel Supervision.

Theoretical Framework

The theory to which this study contributes is Rensis Likert's theory of supportive relationships. It implies that attitudinal change efforts and an inclusive personnel selection model are necessary for Affirmative Action to be effective at all levels within an organization. The process for developing supportive relationships to the Affirmative Action concept is through participative management utilizing the federal and state guidelines as external constraints.

The theory assumes that involvement in the development of objectives increases the commitment toward obtaining those objectives, especially if the contributions are perceived by the contributor as being important to the end-product. Likert (1967) and Korman (1970) have theorized that organizational settings which are "ego-enhancing" have the effect of producing higher motivation to perform, and, therefore, higher performance. Korman (1970) stated that the tendency to use influence procedures based on internalization of new attitude, rather than forced compliance, contributed greatly to the establishment of a positive attitude within an organization.

Korman (1966) theorizes that in spite of or possibly due to the fact that the dimensions of a) "consideration" - interpersonal respect, concern and trust that the employee perceives the supervisor as holding for him and/or other subordinates; b) "structure" - the degree to which the supervisor removes ambiguity from the work situation by setting goals, defining missions and objectives, etc. have been researched for approximately twenty years, little is known about the exact relationship

between "consideration," "structure," and productivity. "Consideration" has been shown to be related to worker morale. High worker morale is related to less absenteeism and less turnover, which in turn is related to increased productivity. Likert (1967) provides a basis for understanding a lack of direct relationships between these concepts by identifying a number of intervening variables that influence outcomes.

Chapter 2

THE CONCEPT OF AFFIRMATIVE ACTION

"Affirmative Action" is not a new concept in American history. It was first evidenced after the Civil War of the 1860's. The Reconstruction Era was an attempt to gain equality for all men, without regard to race, creed, or color. This Era's main focus was in obtaining equality for the black man.

The investigator uses the term minority (all non-whites) separately and not interchangeably with the term "black." The concept of Affirmative Action will also be applicable to women. If the investigator appears to recount predominantly the history of the Black citizen, it is because their history is inter-related with the development of the concept of "Affirmative Action."

By 1909, it was evident that the Reconstruction's attempt for equality had been unsuccessful. The highest court of the land, the U. S. Supreme Court, had refused every opportunity to pass squarely upon the disenfranchisements of millions of Black Americans. The latter was accomplished by upholding laws avowedly discriminatory that were openly enforced in such a manner that white men were permitted voting and other privileges but Black men were not.

Bennett, Jr. (1965) outlines how the Supreme Court, in a series of decisions, invalidated Reconstruction Laws that protected the rights of Black citizens. In the Slaughterhouse Case of 1873, the Court further stated that there were two kinds of citizenship, state and federal, and that the Fourteenth Amendment was designed to protect

federal citizenship. Most civil rights, the Court noted, were derived from state citizenship and could not be protected against state action under the Fourteenth Amendment. In 1883, the Supreme Court ruled that the Fourteenth Amendment forbade states not individuals from discriminating. Finally, in 1896, in the Plessy versus Ferguson case, the Court formulated what came to be known as the "separate but equal doctrine." Thus, the Black citizen's basic rights became mired in legalism. A legalism which would remain somewhat steadfast until 1954.

However, as early as 1900 and 1910, organizations such as the NAACP and the Urban League, under the respective leadership of W. E. B. DuBois and Edwin R. A. Seligman, were attempting to concentrate on protest and pressure in the courts and political arenas. These organizations also pursued a policy of conciliation and negotiations in the area of employment and social services.

While Black men were attempting to deal with the problems of disenfranchisement (late 1880's and the early 1900's), the Women's Suffrage Movement reached its peak. Blacks were involved in the protest and political pressure groups that favored equal rights for women. In 1920, the Nineteenth Amendment, giving women the right to vote, became a part of the U.S. Constitution. The Blacks, in America, however, were experiencing forms of discrimination in greater degree than during the pre-Civil War period. President Wilson had supported enfranchisement of women and limited movement toward equality for women. He was not, however, supportive of equality for racial minorities.

By 1939, minority morale had scraped near rock bottom and the sparks of a new conflict on an old cause for revolt were ignited. Asa Phillip Randolph, a Black activist, combined the lionine qualities of Douglass and the erudition of DuBois and concentrated on what he considered the aorta of the solution: Power, mass power and political pressure were used to call attention to the inequality among the races and sexes in America, the land of equal opportunity. During World War II, after women and other minorities had been temporarily accepted into the work force, Germans, Italians, and Blacks were still being rejected from defense industry jobs.

A historical study (Quarles, 1969) states that on May 1, 1941, Mr. Randolph urged ten thousand Blacks to march on Washington for jobs in the defense plants and in government organizations. The march was to take place on July 1, 1941. President Roosevelt requested Mr. Randolph's presence in Washington and a compromise in the form of Executive Order No. 8802, established a wartime Fair Employment Commission. As a result, the march was postponed until 1963 when it would call attention on a local, national, and international level to similar conditions.

In the four year period, 1938 to 1942, the percentage of Blacks holding federal jobs in Washington rose from 8.5 to 17, and over one-third of the latter were employed in professional or clerical occupations.

Bennett, Jr. (1965) classifies 1950 to 1954 as the period of relative calm, the operative mood, which bridges the past and future

and gives individuals a chance to prepare for imminent disappointment. Charles A. Johnson, a Black sociologist who was then president of Fisk University, stated, "We are changing from a racial society in many respects to a human relations society." What appeared to have been a great deal of progress had been made under the Eisenhower Administration, with the assistance of Thurgood Marshall and other activists in the Civil Rights movement. In Bennett's estimation, a great deal of this progress stemmed from impersonal changes in the world. The beginning of a recession in 1952, which would become progressively worse as the years passed, would erase the complacency of Civil Rights leaders. During this period of time, the women's movement had not made any significant gains in equality in employment.

The period beginning December 1, 1955, with the arrest of Rosa Parks in Montgomery, Alabama, and continuing into the riots of the 1960's, had much to do with the development of the current concept of Affirmative Action. In 1963, the direct action of a march on Washington called for by Asa Randolph was endorsed by President Kennedy in a reversal of a previous decision. This set the stage for the Civil Rights Act of 1964. The march was a combined effort of minorities and non-minorities, Catholic, Protestant, and Jewish religious leaders.

On June 27, 1967, President Lyndon Baines Johnson stated in an address to the Nation:

"...The only genuine, long range solution for what has happened lies in an attack - mounted at every level - upon conditions that breed despair and violence. All of us know what those conditions are: Ignorance, discrimination, slums, poverty, disease, not enough jobs.

We should attack these conditions - not because we are frightened by a conflict, but because we are fired by conscience. We should attack them because there is simply no other way to achieve a decent and orderly society in America...."

President Johnson, in Executive Order No. 11365, established the National Advisory Commission on Civil Disorders whose job was to describe:

1. What happened?
2. Why did it happen?
3. What could be done?

The goals and objectives espoused by the Commission (Report of the National Advisory Commission on Civil Disorders, 1968) that have greatest relevance to the present study are as follows:

1. Changing public and private job structures to enable provision of greater job mobility for the under-employed without displacing anyone already employed at more advanced levels.
2. Unified and intensive recruiting to reach those who need help with information about available jobs, training and other supportive assistance.
3. Development, on a large scale, of new jobs in the public and private sectors to absorb as many as possible of the unemployed, again, without displacement of the employed.

The National Advisory Commission on Civil Disorders proposed that basic strategies be adopted to achieve the proposed objectives. Their strategies, which have greatest relevance to this study are the following:

1. Consolidation of existing programs aimed at recruiting, training, and job development according to function served at...state... level to avoid fragmentation and elimination of effort.
2. Public agencies and private employers must remove artificial barriers to employment and promotion (the Commission noted that racial discrimination and unrealistic and unnecessary high minimum qualifications for employment or promotion often have the same prejudicial effect as artificial barriers). It strongly suggested that recruitment procedures be re-examined, testing procedures be revalidated or replaced by work sample or actual job tryouts.
3. Establishment by management of a new program for training entry level supervisors to provide support services to employees.
4. Opening the existing job structure. (...state...efforts to insure equal opportunity in employment should be strengthened by:
 - a. Including...state...governmental agencies as employers covered by Title VII of the Civil Rights Act of 1964...
 - b. Undertaking, through the Equal Employment Opportunity Commission (EEOC), an area-wide enforcement effort that would be based upon individual complaints and employer and union reports showing broad patterns of employment and promotion discrimination.
 - c. Linking enforcement efforts with training and other aids to employers, so that affirmative action to hire and promote may be encouraged in connection with investigation of individual complaints and charges of broad patterns of discrimination.

- d. Substantially increasing EEOC staff and resources to effectively carry-out its responsibilities.)

The Federal Government through the Civil Service Commission and other agencies should serve as a model by undertaking programs of recruitment, hiring and on-the-job training for the disadvantaged. This government should also re-examine and revalidate its minimum employment and promotion standards.

Many of the latter recommendations were incorporated under the Johnson Administration. Civil Rights activists and some minority historians have compared the Nixon Administration with the Hayes Compromise of 1877, in terms of losses to minority citizens. However, the Nixon Administration must be attributed with the inclusion of women under the Affirmative Action concept (effective October 13, 1968) as stated in the Equal Employment Opportunity Act of 1972, Title VII of the Civil Rights Act of 1964, Showing Changes Made by Public Law 92-26, approved March 24, 1972. Section 702 of the Act prohibits employer discrimination because of race, color, religion, sex, or national origin.

Bennett, Jr. (1965) states that four factors contribute greatly to the growth or regression of Affirmative Action:

1. international opinion
2. liberal and moderate support of civil activist goals
3. economic growth
4. federal enforcement

With the increasing growth of unemployment, some of which is related to the energy crisis, the liberals and moderates have other

concerns. The Executive, Judicial, and Congressional branches of government are also caught up in the demands of Watergate, Israel and Arabia conflicts, and the Energy Crisis. As a result, Civil Rights activists and minority historians feel that Affirmative Action is again reaching the unfavorable side of the cycle.

Slevin (1973), however, feels that the Women's Liberation Movement is very much on the upswing. Signs of its permanence are illustrated in the existence of state and federal laws which have resulted in such landmark decisions as Schultz versus Wheaton Glass Company case in the U. S. Court of Appeals, the prolific amount of literature inspired by the movement, and the variety of private groups and public agencies whose missions are to remove sex discrimination from society. Such are the conditions and conflicts which surround the concept of Affirmative Action.

The System

While the concept of Affirmative Action was moving through its cyclic stages, the Civil Service system was progressing through its developmental stages.

Economists (Ginsberg, Hiestand & Rubens, 1965) estimate that in the United States of America at least a quarter of the Gross National Product is attributable to the activities of the "not-for-profit sector," comprised of government and non-profit institutions many of which are controlled by the Civil Service system. Approximately 13 million were employed as public servants in 1970, accounting for over one-sixth of the total gainfully employed persons in the country.

Approximately 1,500,000 of the public employees were employed at the state level. No amount of railing against bureaucratic bigness will minimize the need for larger and larger public services in an ever expanding and more complicated world society. As a result, it is appropriate to draw attention to the organizational development and personnel tendencies of public servants under the Civil Service system.

Van Riper (1958) traces the development of the Civil Service system from patronage to a predominant merit system. A merit system (Stahl, 1971) is "a personnel system in which comparative merit or achievement governs each individual's selection and progress in the service and in which the conditions and rewards of performance contribute to the competency and continuity of the service."

Since 1940, all states receiving federal grants for employment security, welfare, public health, civil defense, and vocational rehabilitation have had to insure that at least these branches of Civil Service be operated under the merit system.

Stahl (1971) analyzes a concept which he identifies as the "Welfare Issue." Particularly in times of social and economic stress, great pressures are brought to bear to use the government service as a refuge. In some instances, the motivation for special 'considerations' to favor certain groups have grown out of frustrations at indefensible discriminatory practices that have crept or were injected into the so-called merit system. Credible merit systems must make certain that artificial barriers and requirements are not created that have little or nothing to do with gauging the perspective candidate's

performance. Such a system must make genuine efforts to probe all sectors of society as sources for candidates.

There have been a series of Executive Orders elaborating on the personnel responsibilities of federal agencies and the Commission beginning with Franklin Roosevelt's Executive Order No. 8802 (1941) establishing a wartime Fair Employment Commission.

Stahl (1971) emphasizes the increasing reliance on behavioral science research to foster genuine zeal on the part of the work force in the program aims of public enterprises. The changes in emphasis "have been clear: A competent civil service could not come just from initial employment on a competitive basis and equal pay for equal work." The big job of personnel management was emerging as that of securing the ablest people for public service and of maintaining a well-trained, satisfied, productive work force. The new role of personnel administration...has meant the inclusion of internal placement policies and methods to insure promotion and transfer opportunities so that the filling of positions is not wholly a matter of looking to formal examination registers.

In the state of Michigan, under the administration of ex-Personnel Director Sidney Singer, many changes were made in the personnel operational system that were favorable to Affirmative Action. Among these changes were the abolishment of the trainee 07 exam, the creation of the rule of three plus one, the creation of the band system for ranges of scores on the Civil Service exams, provisional appointments for on-the-job tryouts, late exams, etc. Many of these changes have been rescinded or put in abeyance after the resignation of Mr. Singer.

Stahl (1971) would compare these operational changes with the establishment of a separate personnel system. Revisions in important policy elements may indeed be called for, but wholly separate personnel systems for any group are not ordinarily justified. Their success and continuance become dependent upon the incumbent authority's success and continuance. Slevin (1973) proposes a solution strategy that will produce a comprehensive total systems approach to personnel selection.

The Civil Service system has indeed not experienced a great deal of change since the reforms made during the Arthur Administration. The Pendleton and the Hatch Acts are very much operative. The Civil Service Commission remains bipartisan; however, it is less politically detached than in previous years. The necessity for political awareness is due to the increased scope and the growing complexity of responsibility of the Civil Service system. There is a need for development of a system that is more responsive to the demands of the twentieth century. A system flexible enough to accommodate the mobility of persons between departments as well as "in and out" movements at various Civil Service levels. The movement towards a more "open" Civil Service system would allow personnel and agency administration the latitude necessary for competing (with the private sector) for managers and talented technicians. Thus, providing public service with the ablest staff possible to administer and carry-out the increasing business of public administration.

The Agency

Boles (1971), in a modified version of the Getzel and Guba Model, emphasizes the effect of values as they become evident in the establishment of institutions and are finally manifested in the observable personnel composition and the work of the institution. The major observable behavior within Vocational Rehabilitation Service is the application of the rehabilitation process to clients who are physically or mentally handicapped and meet other eligibility criteria.

Other observable behavior which may or may not be traced on the model to the source of institutional values are the absence (at the time of this writing) of females and the limited number of minorities in the field service positions, such as District and Regional Office Supervisors. Dr. Ralf A. Peckham, Director of Vocational Rehabilitation Service, as early as the mid-1960's observed the limited number of minorities in supervisory, professional and clerical positions. In 1971, a similar observation was made in regards to females in supervisory positions. In a memo (April 23, 1971) to State, Regional and District Office Supervisors, Dr. Peckham stated, "In this agency's strong and laudable concern in redressing the racial mix of this agency, I would suggest that we have not kept up on all other fronts." He requested identification of female counselors who had supervisory potential. In 1971, minorities in the professional category continued to out-number minorities in the clerical categories. However, the percentage of minorities in all categories continued to be minimal with Detroit have the largest concentration of minority staff.

Golembiewski (1972) discusses the unique "habit background" of public agencies. He states that there are patterns within the institutional environment which may inhibit the process of change.

The agency working under the rules and regulations of Civil Service and subject to what Golembiewski identifies as "habit background" attempts to introduce a change. In October of 1972, Vocational Rehabilitation introduced its Affirmative Action Plan, a planned change.

Related Studies

Lippitt (1958) expanded Lewin's three phases of change to a five general phase change process, four of which have relevance to this study. He stated that (1) an "unfreezing" period occurs within which the agency develops a need for change, (2) the agency then establishes a change relationship with the interrelated parts of the agency, and (3) begins working toward change. One of the most important questions regarding any change process is whether or not the change, once accomplished, will remain a stabilized and permanent characteristic of the system. The latter concern necessitates what Lippitt calls the "freezing" period or (4) the generalization and stabilization of change. This study has relevance here as the investigator intends to examine one agency's movement through these phases of planned change.

Parallel to the change in any movement is usually a change or redirection in motivating forces for the change. Nelson (1971) examined the development in the Civil Rights movement in the southern part of the United States during the 1960's. The basis of his study were a variety of studies by other authors. Nelson notes evidence of an

evolutionary change in the objectives of the southern Civil Rights movement which has produced a consequent change in the leadership structure of the movement. Forces which supported this change operated both within and outside the organization. The net effect has been to reduce the importance of the general charismatic leader in favor of a cadre of specialized leaders. In many instances this involved the transformation of the charismatic leader into a specialized leader in organizations which desired to meet the challenge of new short and long range objectives.

The process of moving into political and educational institutions has taken two paths, both of which lead to the same objective involvement in functional political activities to promote the Civil Rights movement. It was concluded that as long as these new strategies appeared to be productive to their adherents, the evolutionary trend would not sway. Should they, however, become unproductive, cries for violence and revolution would increase. Educational and political institutions must evidence awareness of the movement and utilize effectively its efforts for stabilization of the concept of Affirmative Action into their system.

Taylor (1971), in an appraisal of the enforcement efforts of the Executive Branch regarding Civil Rights legislation, stated that Civil Rights laws cannot have a major impact on broad problems of economic justice. He believes there is a need for other measures. In his discussion of whether Civil Rights laws can be made to work, Taylor identifies the following impediments:

1. the lack of direction, coordination and supervision from the White House.
2. the diffusion of responsibilities, overlap of functions and lack of coordination among agencies.
3. lack of staff and resources.
4. failure to establish effective compliance systems.
5. the unwillingness of agencies to impose sanctions.
6. congressional and other pressures against enforcement.

The potential which Civil Rights laws afford for the provision of significant, if limited, gains for minorities (and women) is far from being realized. Political considerations alone are not at fault, the qualities of leadership vision and energy needed to engineer major sociological change have been lacking. Federal officials have shown too narrow a view and too little appreciation of what is required.

Many of the impediments which Taylor lists are being investigated in the present study involving Vocational Rehabilitation Service.

The theory of cognitive dissonance has been applied to studies of attitude change, attitude formation and decision-making. The application of this theory to the events of the Reconstruction Era is suggested by Capel (1971). Capel states that failure of the Civil Rights Movement to extend rights to Blacks during the Reconstruction Era can be partially explained by the failure of measures to create dissonance, the reduction of which would have changed attitudes toward Civil Rights on the part of whites. There is evidence of such a period occurring again in 1954 where the creation of dissonance failed. Capel examines the possibility of using cognitive dissonance as a

deliberate tool to bring about attitude change in difficult areas involving deep-seated prejudices and opinions in changing situations. The results are not all-inclusive, but the application appears relevant.

Eddy (1972) identifies several possible reasons for the current minimal utilization of behavioral sciences in government. Three of the reasons identified have relevance to the present study. Alternative programs such as systems and procedures methods are more consonant with the legal-rational, bureaucratic governmental approach and may be perceived as less threatening to the status quo. Secondly, political scientists and public administrators are identified by Eddy as being natural enemies of behavioral science due partially to their entrenchment in traditionalism. Finally, Eddy states that the values underlying applied behavioral science may be in conflict with values inherent in some agencies.

Fox, Lippitt, and Schindler (1973) state that innovation or futuristic trends are often in observable presence in the "here and now." These authors state that the change agent within the organization must be capable of identifying, isolating, consolidating, and implementing in a functional manner necessary innovations. The investigator will again deal with this change during the implications section of this study.

The Research Division, Michigan Department of Civil Service (1970), in a publication entitled White and Non-White Employment Statistics in the State Classified Service noted that six counties -

Calhoun, Ingham, Kalamazoo, Oakland, Washtenaw and Wayne - accounted for the location of 88.7% of the non-white work force. The single largest concentration of non-white employees were in Wayne County, which accounts for 63% of all non-white state personnel.

In 1964, the ten classes with the largest number of non-white personnel were at Civil Service level 10 and below. The median salary for whites (1970) continued to exceed the median salary for non-whites by over \$1,000. However, during that six year period there had been an improvement in non-white upward mobility. The Research Division (1970) report showed no substantial changes with respect to where non-whites were located.

The Second Annual Michigan Department of Education, Personnel Study (Summer, 1971) indicates the following highlights of Table 1: White-Non-White Highlights

1. Non-professionals

Less than five percent (1) of the Department's 01 and 02 level non-professionals are non-white; over ninety-five percent (20) are white. It should be noted that no Civil Service exam is required for these levels.

2. Professionals

Fourteen percent (57) of the white professionals are at the 15 level or above; six percent (2) of the non-whites are at the 15 level with no non-whites at higher levels.

3. Over-all

Approximately seven percent (100) of the Department's staff members are non-white.

Table 1

Vocational Rehabilitation Service
Non-Professional and Professional Employees

Non-Professionals			
Level*	White Male	Non-White Male	Total
01	1	5	6
02	-	-	-
03	1	-	1
04	-	-	-
05	1	1	2
06	-	7	7
07	20	3	23
08	1	-	1
09	98	8	106
Total	122	24	146

Level*	White Female	Non-White Female	Total
01	-	3	3
02	-	-	-
03	21	5	26
04	193	18	211
05	73	8	81
06	7	2	9
07	29	4	33
08	8	2	10
09	59	6	65
Total	390	48	438

Level*	White Male/Female	Non-White Male/Female	Total
01	1	8	9
02	-	-	-
03	22	5	27
04	193	18	211
05	74	9	83
06	7	9	16
07	49	7	56
08	9	2	11
09	157	14	171
Total	512	72	584

*Level represents Civil Service classification level. The remainder of Table 1 is self-explanatory.

Table 1 (concluded)

<u>Professionals</u>			
Level*	White Male	Non-White Male	Total
10	65	6	71
11	50	1	51
12	22	2	24
13	32	4	36
14	4	-	4
15	7	1	7
16	2	-	2
17	6	-	6
18	-	-	-
19	1	-	1
20	-	-	-
Total	189	13	202

Level*	White Female	Non-White Female	Total
10	13	3	16
11	7	-	7
12	2	-	2
13	1	-	1
14	-	-	-
15	-	-	-
16	-	-	-
17	1	-	1
18	-	-	-
19	-	-	-
20	-	-	-
Total	24	3	27

Level*	White Male/Female	Non-White Male/Female	Total
10	78	9	87
11	57	1	58
12	24	2	26
13	33	4	37
14	4	-	4
15	7	-	7
16	2	-	2
17	7	-	7
18	-	-	-
19	1	-	1
20	-	-	-
Total	213	16	229

*Level represents Civil Service classification level. The remainder of Table 1 is self-explanatory.

Male-Female Highlights

1. Non-professionals

- a. Three percent (7) of the Department's non-professional men are at the 04 or 05 levels. However, sixty-seven percent (489) of the Department's non-professional women are at this level.
- b. The Department's highest non-professional level is the 09. Fifty-nine percent (114) of the Department's non-professional men are at this level; nine percent (69) of the Department's women are at this level.

2. Professionals

- a. Eighty-five percent (366) of the Department's professionals are men; fifteen percent (64) are women. Nearly one-third of the women are at the 10 level - which is the lowest professional level.
- b. Sixteen percent (57) of the male professionals are at the 15 level or above; three percent (2) of the females are at this level.

3. Over-all

There are more women than men at all levels 01 through 08 (except 06); there are more men than women at all levels 09 through 20.

Combined Sex-Race Highlights

1. Non-professionals

Less than two percent (15) of the Department's non-professionals are non-white men; less than six percent (54) are women.

2. Professionals

- a. Less than seven percent (28) of the Department's professionals are non-white men; less than one percent (3) are non-white women.
- b. There are no professional non-white females above the 10 level.

Chapter 3

RESEARCH PROCEDURES

Overview of the Procedures

This field study may be classified as historical, descriptive, and prescriptive, as it meets the research requirements for each type. The populations for this study include all managers and counselors within the state of Michigan, Department of Education, Vocational Rehabilitation Service (VRS). The investigator used two methods of data collection, the survey method and the structured interview. The survey method was used to gather statistical data from the Civil Service and VRS personnel records. Since the study dealt with a controversial issue (Affirmative Action), the interview had some unique advantages. Respondents are usually more willing to talk about controversial issues than to commit themselves to a position in writing. The interview technique enabled the investigator to elicit clarification from the respondents when the initial responses, feelings, and attitudes expressed were unclear and/or ambiguous. A tape recorder was used to record the managers' responses to the Action Checklist and the Interview Questionnaire instruments.

Populations and Samples

The populations of this study were defined as all managers and all counselors within the state of Michigan, Department of Education,

Vocational Rehabilitation Service (VRS). The samples selected from these populations were all 7 Regional Office Supervisors, 33 of the 34 District Office Supervisors, 5 Assistant District Office Supervisors, 1 Suboffice Supervisor, 2 Assistant Personnel Directors, and 30 minority and/or female employees (5 from each region, except Region 6). The combined size was 76. The managers were self-selected due to the positions they occupied. The counselors were selected through use of a stratified random sampling technique.

Data Collection

To obtain the data needed to address the general hypotheses, the investigator surveyed each position card, assigned to VRS, located in the active and inactive Civil Service personnel file. The information obtained during the survey was: The number of full-time employees, their names, beginning and ending dates of employment, and their Civil Service status from 1963 to 1973. Employee names were used to infer sex of the employee, where said employee was no longer employed.

The investigator cross-checked the data obtained from Civil Service records with employee information on file in VRS personnel records. A separate list was compiled for male and female employees for each year beginning in 1963 and terminating in 1973. VRS Position Count lists were consulted to determine the comparative accuracy of the number of filled employee positions documented in the personnel records. Information regarding minority employees is most accurate after 1966. Prior to 1966, information regarding race had not been well documented.

Information was sought from the sample population employed by VRS prior to 1966. These respondents were queried as to the personnel composition (sex, race) of the district to which they were assigned. The investigator was thus able to reconstruct, with a reasonable amount of validity, VRS staff composition from 1963 to 1965.

The investigator utilized the Civil Service coding system. The 4 major codes used were: Code 1 for white males, code 2 for white females, code 3 for black males, and code 4 for black females. The appropriate codes were assigned to the names on the personnel list. The position count for minority and non-minority males and females at each Civil Service level was tallied for each year (1963-1973). Individuals occupying a position less than 5 months out of the year were not included in the tally. This information, labeled Actual Data, was used in Hypotheses 1, 2, 3, and 5.

Description of the Instruments

Two structured instruments were used to collect data during the field interviews in the regional and district offices. The Action Checklist instrument addressed the following areas:

1. Top Management Commitment to Affirmative Action
2. Administration Audit
3. Selection Audit
4. Promotion Policies Audit
5. Attitude Audit
6. Periodic Program Review

The relevance of these areas were documented in the guidelines for implementing Affirmative Action Programs distributed by the federal government.

The checklist was used to determine management's perceptions of situations related to Hypotheses 1, 2, 3, 4, 5, and 6. This information was tabled Perceptions from Action Checklist. The instrument was also used to assist the investigator in analyzing the effectiveness of VRS' Affirmative Action Program.

Mr. Ernest Wallick, Special and Regional Services Division of the Department of Civil Service, reviewed the checklist and approved the internal applicability of the instrument. Mr. Wallick's division specifically concerns itself with such issues as Affirmative Action. To determine the external applicability of the Action Checklist, the instrument was reviewed and approved by Mr. Paul Phillips, Executive Director of the Grand Rapids Urban League. Mr. Phillips has had considerable experience in developing Affirmative Action Plans. Dr. Joseph H. McMillan, Department of Human Relations, Michigan State University, assisted in restructuring the Action Checklist for the purpose of this study.

The Action Checklist contains a prepared list of items to systematize and facilitate the investigator's recording of the responses given by Regional Office Supervisors (ROS), District Office Supervisors (DOS), and other DOS representatives during the field interviews. The respondents were given the option of replying "Yes, Don't Know, or No" to each item on the checklist.

The second instrument, the Interview Questionnaire, was constructed with the assistance of Mr. George Start, Department of Civil Rights, Regional Office, Battle Creek, Michigan; Ms. Dawn Apol, Department of Civil Rights, Grand Rapids, Michigan; and Mr. Paul

Phillips, Executive Director of the Grand Rapids Urban League. A modified form of the Likert Method of Summated Ratings was used to construct the Interview Questionnaire. A series of statements about Affirmative Action were obtained from agency documents and VRS personnel (not included in the sample population). The statements were reviewed by Mr. Start, Ms. Apol, and Mr. Phillips. The statements were included or excluded based upon the agreement of a minimum of two reviewers. The reviewers were to include a statement if it was an opinion expressed by a substantial number of people.

The Interview Questionnaire was field tested on a group of 10 VRS employees who are not included in the sample population of this study. The results indicated that the instrument was understandable and comprehensive to the 10 respondents. Two evaluative statements, items 13 and 14, were added to the Interview Questionnaire at the request of Dr. Ploughman, Chairman of the investigator's doctoral committee.

The Interview Questionnaire was used to obtain data from Regional Office Supervisors, District Office Supervisors, DOS representatives, and counselors employed in the Field Services Section of Vocational Rehabilitation Service. The respondents were given the option of replying, "Agree, Undecided, or Disagree" to each item on the questionnaire.

The investigator read a question to the respondents and waited for their reply to be recorded before proceeding to the next question on the instrument. Clarification was sought when comments accompanying

the response appeared to contradict the reply given. Explanations were given when the item was unclear to the respondent. Responses to both instruments were taped with the knowledge and consent of the respondents.

Data Analysis

The data obtained from the personnel records were used to construct graphs which addressed the questions raised in Hypotheses 1, 2, 3, and 5. A comparison was made between the 1972, 1973 personnel profile of VRS and each year (1963-1971) preceding the implementation of the Affirmative Action Program.

The data obtained from the Action Checklist and the Interview Questionnaire were transposed from the cassette tapes onto score sheets. A white male randomly selected interview tapes and transposed the respondents' answers onto the score sheets. These score sheets were compared with the investigator's score sheets to determine the investigator's accuracy in objectively scoring the responses. No discrepancies were found. The data contained on the score sheets were used to construct Tables 2 through 49. Tables were constructed for each item in both instruments which were identified as being relevant in determining the acceptance or rejection of Hypotheses 1, 2, 3, 4, 5, and 6.

The data were analyzed by indicating the percentage responses for each individual item. Summary response percentages were given for the districts in each region, as well as, statewide percentages for

region and district responses. Statistical tests were not used in this study. Conclusions were based upon a summary review of data relevant to each hypothesis.

Chapter 4

DATA ANALYSES

The data in this study consisted of responses by Regional Office, District Office and Assistant District Office Supervisors to a formal checklist and a structured interview questionnaire. Counselors responded to only the structured questionnaire. Additional evidence of the agency's personnel practices were obtained from the Department of Civil Service and Vocational Rehabilitation Service (VRS) personnel records. Data analyses are based upon both tabular and graphical presentation of participant response data and personnel records. Personnel records represent the documentary evidence of the agency's personnel practices.

Hypotheses 1, 2, 3, and 5 are related to documentary evidence. Hypotheses 4 and 6 were investigated on the basis of participant responses. Hypotheses 1, 2, 3, and 5 are analyzed in three ways:

- A. Perceptions from the Action Checklist
- B. Perceptions from the Interview Questionnaire
- C. Hard data or documentary evidence present in the personnel records

Hypotheses 4 and 6 are analyzed in two ways: A and B.

The following definitions and abbreviations are provided to facilitate interpretations of the tables and figures.

Minority (M) refers to all non-white male and female individuals.

Non-minority (NM) refers to all white male and female individuals.

Female (F1) refers to all minority and non-minority females.

Male (M1) refers to all minority and non-minority males

Minority Male (MM1) refers to all non-white males.

Non-Minority Female (NmF1) refers to white females.

Civil Service Level (CSL) refers to the position classification level assigned to job descriptions by the Classification Section of the Department of Civil Service.¹

Hypotheses

Hypothesis 1. The Vocational Rehabilitation Service Affirmative Action Program has increased the proportion of minority personnel employed in full time positions.

A. Perceptions from Action Checklist Instrument

1. Administration Audit - Item 4

Have the missions and the objectives of the Affirmative Action Plan been established?

Respondents were given the option of replying yes (Y), no (N), or don't know (DK) for each item included on the Action Checklist. The response options will remain consistent for each checklist item.

Table 2 contains a list of responses to Administration Audit, Item 4, given by Regional Office Supervisors (ROS), the respective District Office Supervisors (DOS), and/or DOS representatives included in their regions. Summary response percentages are given for the districts in each region, as well as, statewide percentages for both

¹For the purpose of this study, different job titles located at the same CSL were combined, i.e., Account Clerk 05 and Rehabilitation Aide 05 are listed under CSL 05.

Table 2
 Responses to Action Checklist Administration Audit Item 4
 Have Affirmative Action Missions and Objectives Been Established?

Regional Office Supervisors		District Office Representatives*		Regional Office Supervisors		District Office Representatives*	
#	Yes DK No	#	Yes DK No	#	Yes DK No	#	Yes DK No
1	X	1	X	4	X	1	X
		1a	X			1a	X
		2	X			2	X
		2a	X			2a	X
		3	X			3	X
		3a	X			3a	X
		4	X			4	X
		5	X	5	X	5	X
		6	X			6	X
		7	X			7	X
		8	X			8	X
		Percent	82 0 18			Percent	100 0 0
2	X	1	X	6	X	1	X
		2	X			2	X
		3	X			3	X
		4	X				
		5	X				
		Percent	100 0 0			Percent	67 33 0
3	X	2	X	7	X	1	X
		3	X			2	X
		4	X			3	X
		5	X			4	X
		Percent	100 0 0			Percent	100 0 0

Statewide Percent for Regional Office Supervisors Yes - 100 Don't Know - 0 No - 0
 Statewide Percent for District Office Representatives Yes - 92 Don't Know - 3 No - 5

*District Office Representatives include District Office Supervisors and Assistant District Supervisors
 a - Denotes the response of the Assistant District Supervisors
 DK = Don't Know

ROS and DOS representatives.

The response data in Table 2 indicate that 7 (100%) of the VRS ROS supported the existence of established missions and objectives for VRS' Affirmative Action Program. There also appeared to be general consensus at the district office supervisory level for support of the existence of established missions and objectives. Region 1 contained the only "No" responses as to the existence of established missions and objectives in relation to the Affirmative Action Plan. The "No" responses were given by Assistant District Office Supervisors not DOS.

However, data in Appendix E, Comments Accompanying Responses to Item 4, indicate that the majority of the respondents were unclear as to the specifics defining the missions and objectives. The ROS appeared to be most knowledgeable in this area.

2. Administration Audit, Item 9

Have periodic reports been written on minority employment by level, so that progress (or lack of it) can be monitored continuously?

Table 3 contains responses given by ROS and their respective DOS representatives to the Action Checklist, Administration Audit, Item 9. Summary percentages of responses under each option are given for the districts in each region followed by statewide percentages for the ROS and DOS representatives.

The results of the analysis indicate complete consensus on the part of the ROS. Thirty-three (85%) of the 39 DOS representatives

Table 3

Responses to Section Checklist Administration Audit Item 9
Have Reports Been Written on Minority Employment by Level?

Regional Office Supervisors # Yes, DF No	District Office Representatives* # Yes, DF No		Regional Office Supervisors # Yes, DF No		District Office Representatives* # Yes, DF No	
	1	2	3	4	5	6
1	1	1	1	1	1	1
	1a	2	2a	2	2	2
	2	3	3a	3	3	3
	3	4	4	4	4	4
	4	5	5	5	5	5
	5	6	6	6	6	6
	6	7	7	7	7	7
	7	8	8	8	8	8
	Percent	Percent	Percent	Percent	Percent	Percent
	80	80	80	80	80	80
	20	20	20	20	20	20
	0	0	0	0	0	0
2	1	1	1	1	1	1
	2	2	2	2	2	2
	3	3	3	3	3	3
	4	4	4	4	4	4
	5	5	5	5	5	5
	Percent	Percent	Percent	Percent	Percent	Percent
	100	100	67	67	67	67
	0	0	0	0	0	0
	0	0	33	33	33	33
3	1	1	1	1	1	1
	2	2	2	2	2	2
	3	3	3	3	3	3
	4	4	4	4	4	4
	5	5	5	5	5	5
	Percent	Percent	Percent	Percent	Percent	Percent
	100	100	100	100	100	100
	0	0	0	0	0	0
	0	0	0	0	0	0

*All-wide Percent for Regional Office Supervisors

Yes - 100 Don't Know - 0 No - 0

*All-wide Percent for District Office Representatives

Yes - 67 Don't Know - 2 No - 13

*District Office Representatives include District Office Supervisors and Assistant District

Supervisors

4 - Don't Know, the response of the Assistant District Supervisors

DE - Don't Know

stated that periodic reports were written on minority employment by level so that progress or lack of progress could be monitored. One respondent at the district office level was unsure as to the existence of a procedure for monitoring minority employment. Five (13%) of the 39 respondents stated that periodic reports were not written on minority employment. These respondents represented 5 of the 7 regions. The general consensus of the DOS representatives supports the stance of the ROS. A representative sample of comments associated with the responses is produced in Appendix E.

3. Administration Audit, Item 11

Have targets been set for the percentage of minority employees by job classification for the next 5 (4, 3, 2, 1) year(s)?

Table 4 presents responses to Item 11 using the previously established format for displaying the data. The results of the analysis indicate less consensus on the part of ROS and DOS representatives than for Administration Audit, Item 9. Six of the 7 ROS stated that targets were established for the percentage of minority employees. While the latter percentage is perceived as a clear consensus by the investigator, examination of responses (in Appendix E) accompanying the affirmative statements are not consistently based.

Sixty-nine percent of the DOS representatives believed targets to be established for the percentage of minority employees. While the latter percentage is a clear majority, the investigator views 27 affirmative, 4 don't know, and 8 no responses as falling short of desired action in setting the targets suggested by the item.

Table 4
Responses to Action Checklist Administration Audit Item 11
Have Targets Been Set for the Percentage of Minority Employees?

Regional Office Supervisors				District Office Representatives*				Regional Office Supervisors				District Office Representatives*					
#	Yes	DK	No	#	Yes	DK	No	#	Yes	DK	No	#	Yes	DK	No		
1	X			1	X			4	X			1	X				
				1a		X						1a	X				
				2			X					2			X		
				2a	X							2a	X		X		
				3	X							3	X				
				3a			X					Percent	60	20	20		
				4					5	X		1	X				
				5	X							2			X		
				6	X							3	X				
				7	X							4			X		
				8	X							5	X				
				Percent	64	18	18					Percent	60	0	40		
2	X			1	X			6	X			1	X		X		
				2	X							2	X				
				3	X							3	X				
				4	X							Percent	67	0	33		
				5	X							1	X				
				Percent	100	0	0		7		X	2	X				
3	X			1	X							3	X				
				2	X							4	X				
				3	X							5		X			
				4			X					Percent	80	20	0		
				5			X										
				Percent	60	0	40										
Statewide Percent for Regional Office Supervisors									Yes - 86			Don't Know - 0			No - 14		
Statewide Percent for District Office Representatives									Yes - 69			Don't Know - 10			No - 21		

*District Office Representatives include District Office Supervisors and Assistant District Supervisors

a - Denotes the response of the Assistant District Supervisors

DK = Don't Know

4. Recruitment Audit, Item 1

Have recruitment goals for minorities been set?

Table 5 contains a list of responses to Recruitment Audit, Item 1, given by ROS and DOS representatives included in their regions. Summary responses are given for the districts in each region, as well as, statewide percentages for both ROS and DOS representatives.

The response data in Table 5 indicate 6 of the 7 ROS agreed that recruitment goals for minorities existed. It is interesting to note that in Region 7, 100% of the DOS answered "Yes" as to the existence of recruitment goals for minorities in opposition to the "No" response given by their ROS.

Ninety percent of the 39 DOS representatives interviewed responded "Yes" that recruitment goals for minorities existed. A representative sample of comments associated with responses to Recruitment Audit, Item 1, indicates a general consensus on the part of ROS and DOS representatives that recruitment goals for minorities are minimally based on minority representation in the community in which the district is located. District Office Supervisors perceived the burden of minority recruitment responsibilities to be placed at the district level while the authority for approval remained almost totally with the ROS and the Personnel Department of Civil Service.

B. Perceptions from Interview Questionnaire Instrument

1. Interview Questionnaire, Item 1

Affirmative Action has increased the proportion of minority individuals involved in managerial positions.

Table 5
 Responses to Action Checklist Recruitment Audit Item 1
 Have Recruitment Goals for Minorities Been Set?

Regional Office Supervisors # Yes DK No	District Office Representatives* # Yes DK No	Regional Office Supervisors # Yes DK No	District Office Representatives* # Yes DK No
1 X	1 X 1a X 2 X 2a X 3a X 4 X 5 X 6 X 7 X 8 X Percent 82 0 18	4 X	1 X 1a X 2 X 2a X 3 X Percent 80 0 20
2 X	1 X 2 X 3 X 4 X 5 X Percent 100 0 0	6 X	1 X 2 X 3 X Percent 67 0 33
3 X	1 X 2 X 3 X 4 X 5 X Percent 100 0 0	7 X	1 X 2 X 3 X 4 X 5 X Percent 100 0 0

Statewide Percent for Regional Office Supervisors Yes - 86 Don't Know 0 No - 14
 Statewide Percent for District Office Representatives Yes - 90 Don't Know 0 No - 10

*District Office Representatives include District Office Supervisors and Assistant District Supervisors
 a - Denotes the response of the Assistant District Supervisors
 DK = Don't Know

Respondents included ROS, DOS representatives, and female and/or minority counselors. Respondents were given the option of replying agree (A), undecided (U), or disagree (D) to each item on the Interview Questionnaire. The response options will remain consistent for each Interview Questionnaire item.

Table 6 contains the responses of the persons interviewed. Summary response percentages are given for districts in each region, counselors in each region, and also statewide percentages for ROS, DOS representatives, and counselor responses.

An analysis of the responses indicates complete consensus by ROS as to the increase of minority individuals in managerial positions. Thirty-four of the 39 DOS representatives supported the statements made by the ROS. Only 1 respondent was undecided regarding this statement. Respondents at the counselor level were unable to reach a consensus on accepting or rejecting the existence of increased minority representation in managerial positions.

The investigator noted that the majority of the disagreement came from counselors located in areas where minority representation was relatively high prior to Affirmative Action. Representative comments associated with Interview Questionnaire, Item 1, are provided in Appendix F. The comments are categorized according to respondent group classification: Counselor, DOS representatives, and ROS.

Table 7 presents a comparison between the respondents in each position category to Interview Questionnaire, Item 1. The comparison is made on the basis of summary percentages obtained from Table 6.

Table 6
Responses to Interview Questionnaire Item 1
Affirmative Action has Increased the Proportion of Minority Individuals Involved in Managerial Positions

Regional Office Supervisors # A U D	District Office Representatives* # A U D	Counselor				Regional Office Supervisors # A U D	District Office Representatives* # A U D	Counselor			
		#	A	U	D			#	A	U	D
1 X	1 X	1			X	4 X	1 X	1			X
	1a X	2			X		1a X	2			X
	2 X	3	X				2 X	3	X		
	2a X	4	X				2a X	4			X
	3 X	5	X			3 X	5	X			
	3a X			X		Percent 100 0 0					
	4 X				X	5 X			X		
	5 X				X	2 X			X		
6 X				X	3 X			X			
7 X				X	4 X			X			
8 X				X	5 X			X			
Percent 82 9 9		Percent 60 0 40				Percent 60 0 40		Percent 60 0 40			
2 X	1 X	1	X			**6 X	1 X	1	X		
	2 X	2	X			2 X	2	X			
	3 X	3	X			3 X	3	X			
	4 X	4	X			Percent 100 0 0					
	5 X	5	X			7 X	1 X	1	X		
Percent 100 0 0		Percent 80 0 20				Percent 100 0 0		Percent 40 60 0			
3 X	1 X	1	X			2 X	2	X		X	
	2 X	2	X			3 X	3	X			
	3 X	3	X			4 X	4	X		X	
	4 X	4	X			5 X	5	X		X	
	5 X	5	X		X	Percent 100 0 0					
Percent 80 0 20		Percent 100 0 0									
Statewide Percent for Regional Office Supervisors						Agree - 100	Undecided - 0	Disagree - 0			
Statewide Percent for District Office Representatives						Agree - 87	Undecided - 3	Disagree - 10			
Statewide Percent for Counselors						Agree - 63	Undecided - 10	Disagree - 27			

*District Office Representatives include District Office Supervisors and Assistant District Supervisors
 **Region 6 not included in counselor responses due to unavailability of 5 female and/or minority counselors
 a - Denotes the response of the Assistant District Supervisors
 A = Agree U = Undecided D = Disagree

Table 7

Comparison of Respondents in Each Position Category
to Interview Questionnaire Item 1

Position	Summary Percentages		
	Agree	Undecided	Disagree
Regional Office Supervisors	100	0	0
District Office Supervisors	88	0	12
Assistant District Supervisors	80	20	0
Counselors	63	10	16
Total Respondents	79	5	16

The response data presented in Table 7 suggest a positive correlation between hierarchical positions and agreement or disagreement with the statement that Affirmative Action has increased minority representation in managerial positions. Table 7 suggests the following relationship: The higher the hierarchical position the greater the amount of agreement among group members; the lower the hierarchical position the greater the disagreement among group members.

It may be argued that the variance in group size contributed to the outcome. The ROS are fewer in number than the DOS and counselors. However, this logic becomes somewhat contaminated as the Assistant DOS were the smallest numerical group. The investigator suggests that, possibly, a sliding scale exists as to the amount of intra-level communication and joint efforts aimed at strategy development with the greater ratio being manifested at the regional office level.

The Operations Council concept appears to be a movement toward intra-level communication at the district level. An organized vehicle at the counselor level does not currently exist.

C. Actual Data from Personnel Files

1. Personnel records on minority/ non-minority representation from 1963-1973.

Figure 2 graphically presents the proportion of minority/non-minority personnel representation from 1963-1973. The data from 1963 to 1971 is presented to provide historical reference for the reader.

Analysis of Figure 2 illustrates that the percentage of minority representation increased or remained stable from 1963 to 1967, when minority representation decreased by 2%. The percentage decrease was the result of a loss in minority staff and an increase in non-minority staff. The decline in minority percentage representation continued until 1970. VRS personnel records (1973) indicate a 6% increase from the 4% level obtained in 1970.

The gains made in the proportion of minority representation to non-minority representation during a period of relatively rapid expansion (1971-1973), are more visually evident in Figure 3. The growth curves (based on actual number of employees) for minority/non-minority personnel from 1963 to 1973 are displayed in Figure 3. The growth curve illustrates a continuous increase for non-minority personnel. This curve represents the growth pattern one would expect to find in an expanding agency. The minority personnel representation

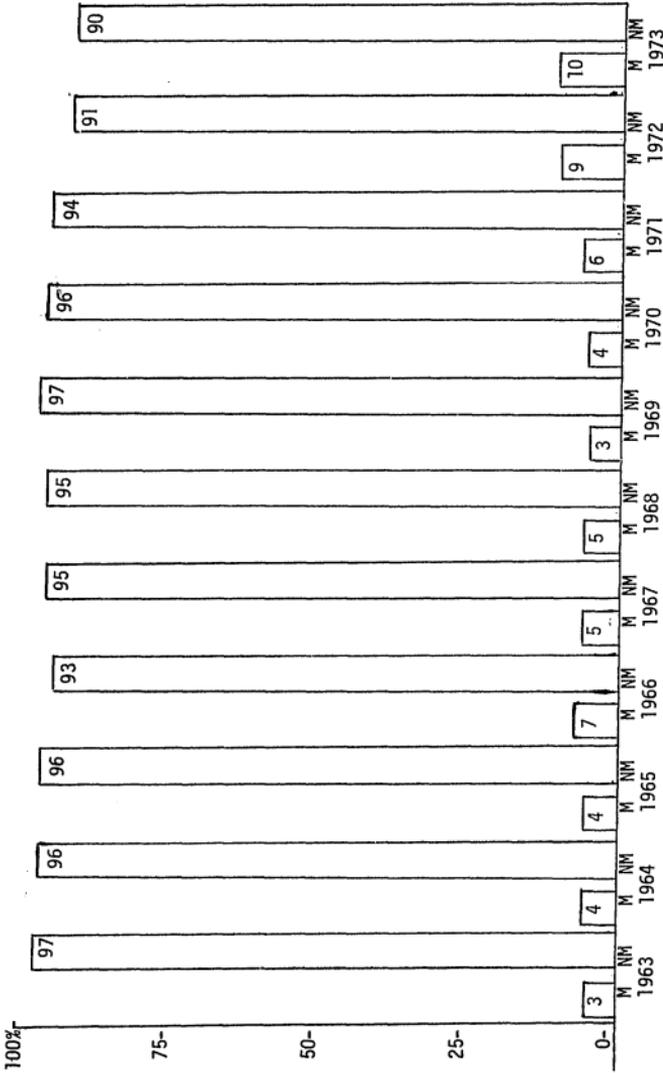


Figure 2. Percentage of Minority/Non-Minority Personnel

Key
 M = Minority
 NM = Non-Minority

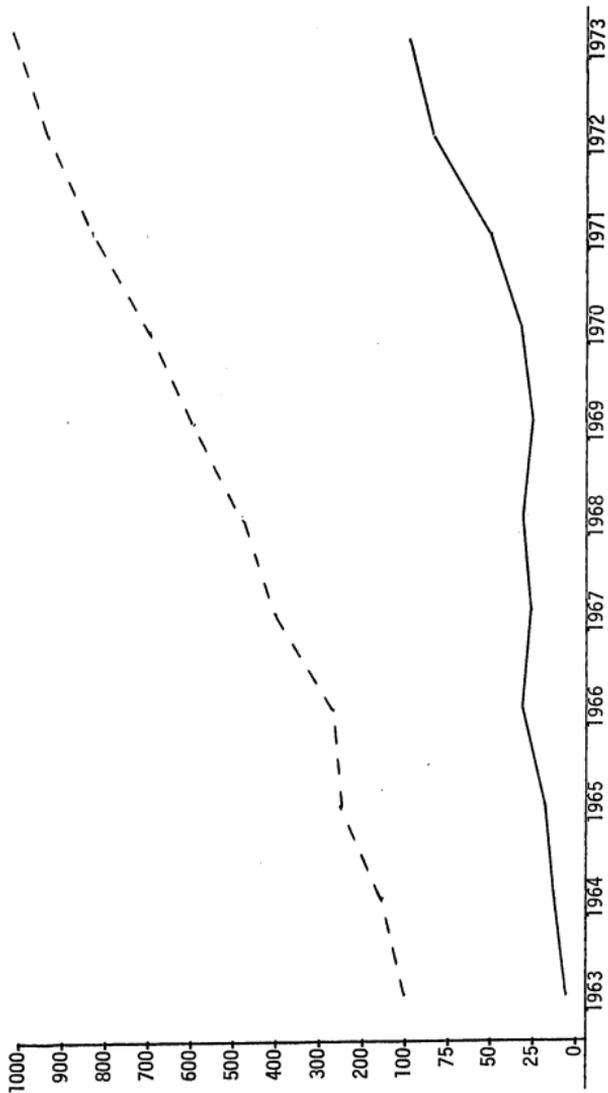


Figure 3. Growth Curve Comparison
Michigan Vocational Rehabilitation Service Minority/Non-Minority Personnel

KEY

Non-Minority = - - - - -
Minority = _____

appears to fluctuate from 1963 to 1969, exhibiting a small peak level of representation in 1966. From 1970 to 1973, the curve illustrates a continuous increase. The rate of increase suggests that factors other than agency expansion had influenced the increase in minority representation.

Figure 4 provides the reader with a comparison of minority female/non-minority female professionals employed by the state of Michigan, Department of Education, Vocational Rehabilitation Service, from 1963 to 1973. Professional status was defined as attainment of Civil Service level 07 and above.

Examination of Figure 4 supports an increase in minority female representation in the professional ranks from 1963 to 1966. The decline in minority female representation from 10% in 1966 to 5% in 1969 was followed by a steady increase (1971-1973) in female minority personnel. The 7% increase from 1971 to 1972 represents the largest percentage increase during the 11 year examination period. The investigator perceives Affirmative Action to be a major contributing factor to the 7% increase in minority female professionals obtained in 1972.

Figure 5 presents a comparison of minority male/non-minority male personnel occupying full time positions in the state of Michigan, Department of Education, Vocational Rehabilitation Service. The comparison covers an 11 year time span, 1963 to 1973. The investigator is particularly interested in the period of 1972 to 1973. Percentages are given for 1963 to 1971 to provide a historical reference.

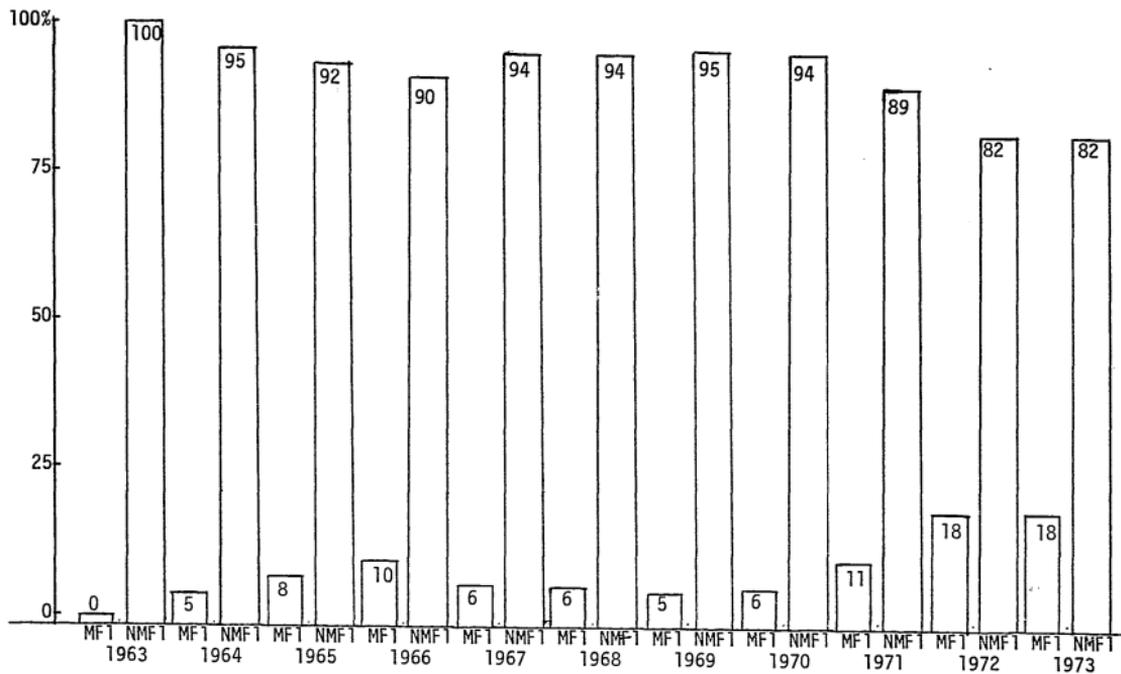


Figure 4. Percentage of Minority Female/Non-Minority Female Professionals In Michigan's Vocational Rehabilitation Service

KEY

MF1 = Minority Female
NMF1 = Non-Minority Female

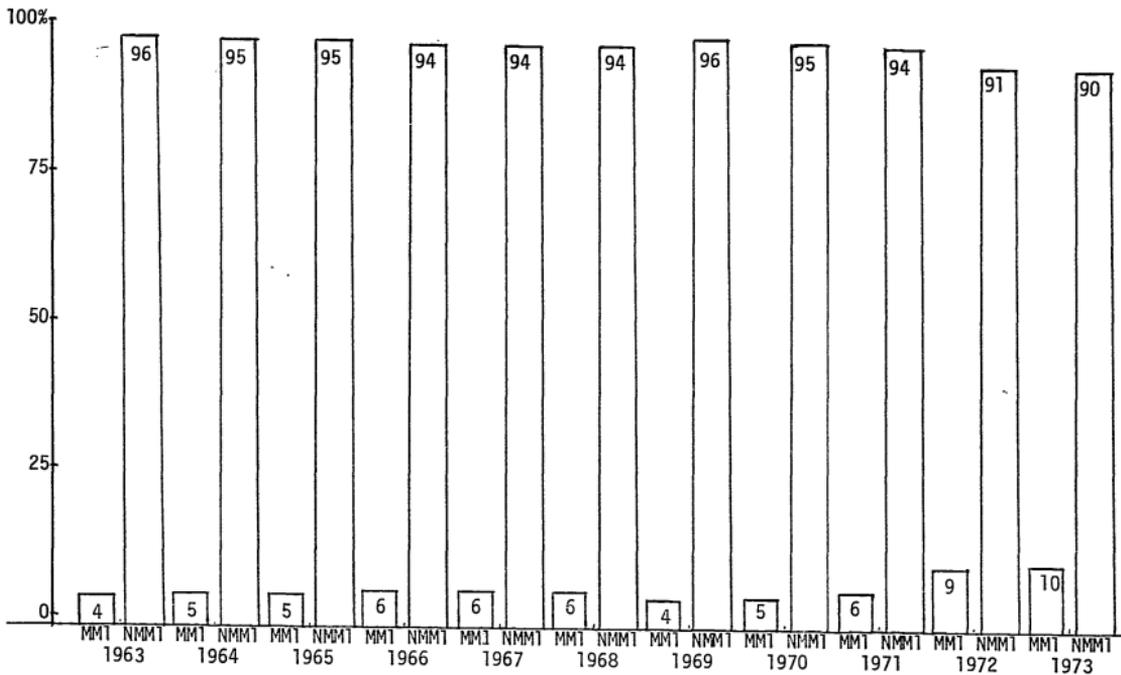


Figure 5. Percentage of Minority Male/Non-Minority Male Personnel In Michigan's Vocational Rehabilitation Service

KEY

MM = Minority Male
NMM = Non-Minority Male

Analysis of Figure 5 suggests only minimal increases in minority male representation from 1963 to 1966. The decrease in minority representation (1967) illustrated in Figures 2, 3, and 4 can now be attributed to a decrease in minority female representation. Minority male representation remained stable at 6% from 1966 to 1968. In 1969, minority male representation decreased by 2%. The 3% increase in minority representation from 6% in 1971 to 9% in 1972 is the largest percentage increase evidenced in 1 year during the 11 year time span.

Hypothesis 1. Summary Review

The VRS Affirmative Action Program has increased the proportion of minority personnel employed in full time positions.

The perceptions of the managers in response to the Action Checklist items and the Interview Questionnaire items appear to support Hypothesis 1, although complete consensus and clarity of purpose were often times absent. The historical data (1963-1966), in Figure 3, indicates a slight increase in minority representation each year. The increase in minority employment, however, did not equal or follow the same angular pattern as non-minority employee representation. The disproportionate growth of minority and non-minority representation is quite evident from viewing minority/non-minority point comparisons for years 1967 and 1969 in Figure 3.

The hard data obtained from the personnel files support the perceptions of the managers and to a lesser extent those of the counselors that the Affirmative Action Program has increased the

proportion of minority individuals occupying full time positions from January, 1972, to December, 1973. As a result, the investigator accepts Hypothesis 1 with reservations. The reservations are contingent upon the statistical significance of the increased proportion of minority representation.

Hypothesis 2: The Vocational Rehabilitation Service Affirmative Action Program has increased the proportion of female personnel occupying full time professional VRS positions.

A. Perceptions from Action Checklist

1. Administration Audit, Item 9a

Have periodic reports been written on female employment by level so that progress or lack of it can be monitored continuously?

Table 8 presents a list of responses to Administration Audit, Item 9a, given by Regional Office Supervisors (ROS), the respective District Office Supervisors (DOS), and/or DOS representatives included in their regions. Summary response percentages are given for the districts in each region, as well as statewide percentages for both ROS and DOS representatives.

The response data in Table 8 indicate that all of the VRS Regional Office Supervisors supported the existence of written reports on female employment by position level. The time span of the periodic reports ranged from monthly to semi-annually. The report generally originated at the district level. The district reports served as a basis for region-wide and statewide reports.

Table B
Responses to Action Checklist Administration Audit Item 9a
Have Periodic Reports Been Written for Female Employment by Level?

Regional Office Supervisors # Yes DK No	District Office Representatives*			Regional Office Supervisors # Yes DK No	District Office Representatives*		
	Yes	DK	No		Yes	DK	No
1 X	1		X	4 X	1	X	
	1a		X		1a	X	
	2	X			2		X
	2a	X			2a	X	
	3	X		3	X		
	3a		X	Percent	80	20	0
	4	X		5 X	1	X	
	5	X			2	X	
	6	X			3	X	
7	X		4			X	
8	X		5		X		
Percent	73	0	27	Percent	80	0	20
2 X	1	X		6 X	2	X	
	2	X			3	X	
	3	X			3	X	
	4	X			Percent	67	0
	5	X		7 X	1	X	
Percent	100	0	0		2	X	
1		X	3			X	
2	X		4		X		X
3	X		5		X		
Percent	80	0	20	Percent	80	0	20
Statewide Percent for Regional Office Supervisors				Yes - 100	Don't Know - 0	No - 0	
Statewide Percent for District Office Representatives				Yes - 79	Don't Know - 3	No - 18	

*District Office Representatives include District Office Supervisors and Assistant District Supervisors

a - Denotes the response of the Assistant District Supervisors

DK = Don't Know

Thirty-one (79%) of the 39 DOS representatives stated that periodic reports were written on female employment by level. Seven respondents stated periodic reports were not written. The respondents implied that offices not experiencing compliance problems were exempt from periodic reports. Only 1 respondent was unsure as to the existence or the non-existence of reports monitoring female employment. There appears to be DOS consensus which supports the affirmative stance taken by ROS.

2. Administration Audit, Item 11a

Have targets been set for the percentage of female employees by job classification for the next 5 (4, 3, 2, 1) year(s)?

Table 9 contains responses to Administration Audit, Item 11a. The response data indicate less consensus on the part of respondents at both the district and regional level than was previously expressed regarding established percentages for minorities. Five of the 7 ROS stated targets had been set for the percentage of female employees by job classification. The average forecasting period for projecting female employment percentages was 2.5 years.

Twenty-two (55%) of the 39 DOS representatives supported the majority opinion of the ROS. The investigator does not view 22 of a possible 39 yes responses as a clear consensus. The general comments accompanying the response to Item 11a delineated the lack of specificity as to the agency's position regarding Affirmative Action for women. Three of the 12 "No" respondents stated that targets for

Table 9
Responses to Action Checklist Administration Audit Item 11a
Have Targets Been Set for the Percentage of Female Employees?

Regional Office Supervisors # Yes DK No	District Office Representatives* # Yes DK No	Regional Office Supervisors # Yes DK No	District Office Representatives* # Yes DK No
1 X	1 X 1a X X 2 X 2a X X 3 X 3a X X 4 X X 5 X 6 X 7 X 8 X Percent 73 18 9	4 X	1 X 1a X 2 X X 2a X X 3 X Percent 60 20 20
2 X	1 X 2 X 3 X 4 X 5 X Percent 80 20 0	5 X	2 X 3 X 4 X 5 X Percent 60 0 40
3 X	1 X 2 X 3 X 4 X 5 X Percent 20 0 80	6 X	1 X 2 X 3 X Percent 67 0 33
		7 X	1 X 2 X 3 X 4 X 5 X Percent 20 20 60

Statewide Percent for Regional Office Supervisors Yes - 71 Don't Know - 0 No - 29
 Statewide Percent for District Office Representatives Yes - 56 Don't Know - 13 No - 31

*District Office Representatives include District Office Supervisors and Assistant District Supervisors
 a - Denotes the response of the Assistant District Supervisors
 DK = Don't Know

females were inclusive under goal setting for minorities, with priority given to obtaining minority representation.

3. Recruitment Audit, Item 1a

Have recruitment goals for females been set?

Table 10 contains a list of responses to Recruitment Audit, Item 1a. The responses given by the ROS imply a lack of consensus. Seventy-one percent (5) of the ROS supported the existence of established recruitment goals for women. Regions 6 and 7 responded "Yes" consistently to Item 1a.

Conflicting responses were obtained from Region 5. The ROS in Region 5 responded "No," while all of the DOS in Region 5 responded "Yes," as regard established recruitment goals for females. Thirty of the 39 DOS representatives responded "Yes" to Recruitment Audit, Item 1a. The investigator views this as a clear consensus, which tends to support the majority perception expressed by 5 of the 7 ROS.

B. Perceptions from Interview Questionnaire

1. Interview Questionnaire Instrument, Item 2

Affirmative Action has increased the proportion of females involved in managerial positions.

Table 11 presents responses to Interview Questionnaire, Item 2, given by counselors, DOS representatives and ROS. The previously established format for Interview Questionnaire items will be used consistently to display questionnaire responses.

Table 10
Responses to Action Checklist Recruitment Audit Item 1a
Have Recruitment Goals for Females Been Set?

Regional Office Supervisors # Yes DK No	District Office Representatives* # Yes DK No	Regional Office Supervisors # Yes DK No	District Office Representatives* # Yes DK No
1 X	1 X 1a X 2 X 2a X 3 X 3a X 4 X 5 X 6 X 7 X 8 X Percent 73 0 27	4 X 5 X	1 X 1a X 2 X 2a X 3 X Percent 60 0 40 1 X 2 X 3 X 4 X 5 X Percent 100 0 0
2 X	1 X 2 X 3 X 4 X 5 X Percent 80 0 20	6 X 7 X	1 X 2 X 3 X Percent 100 0 0 1 X 2 X 3 X 4 X 5 X Percent 100 0 0
3 X	1 X 2 X 3 X 4 X 5 X Percent 40 0 60		
Statewide Percent for Regional Office Supervisors Yes - 71 Don't Know - 0 No - 29 Statewide Percent for District Office Representatives Yes - 77 Don't Know - 0 No - 23			

*District Office Representatives include District Office Supervisors and Assistant District Supervisors

a - Denotes the response of the Assistant District Supervisors
 DK = Don't Know

Table 11
 Responses to Interview Questionnaire Item 2
 Affirmative Action has Increased the Proportion of Females Involved in Managerial Positions

Regional Office Supervisors # A U D	District Office Representatives*			Counselor			Regional Office Supervisors			District Office Representatives*			Counselor							
	#	A	U	D	#	A	U	D	#	A	U	D	#	A	U	D				
1 X	1	X			1	X			4	X			1	X						
	1a	X			2	X							2	X						
	2	X			3	X							3	X						
	2a	X			4	X							3	X						
	3	X			5	X							4	X						
	3a	X		X									5	X						
	4	X																		
	5	X											2	X						
	6	X											3	X						
	7	X											4	X						
	8	X											5	X						
					Percent	91	9	0	Percent	100	0	0	Percent	90	0	20	Percent	100	0	0
2 X	2	X			2	X			**6	X			2	X			Percent	100	0	0
	3	X			3	X							3	X						
	4	X			4	X							4	X						
	5	X			5	X							5	X						
					Percent	100	0	0	Percent	80	0	20	Percent	67	0	33				
3 X	1	X			1	X			7	X			2	X			Percent	100	0	0
	2	X			2	X							3	X						
	3	X		X	3	X							4	X						
	4	X			4	X							5	X						
	5	X		X	5	X											Percent	100	0	0
					Percent	60	20	20	Percent	100	0	0	Percent	100	0	0	Percent	100	0	0

Statewide Percent for Regional Office Supervisors Agree - 100 Undecided - 0 Disagree - 0
 Statewide Percent for District Office Representatives Agree - 87 Undecided - 5 Disagree - 8
 Statewide Percent for Counselors Agree - 80 Undecided - 3 Disagree - 17

*District Office Representatives include District Office Supervisors and Assistant District Supervisors
 **Region 6 not included in counselor responses due to unavailability of 5 female and/or minority counselors
 a - Denotes the response of the Assistant District Supervisors
 A = Agree U = Undecided D = Disagree

An analysis of the responses indicates complete consensus by ROS respondents as to the increase of the proportion of females involved in managerial positions. Eighty-nine percent of the DOS representatives supported the ROS stance. Eighty percent or 24 of the 30 counselors interviewed perceived an increase in the number of women occupying managerial positions following the implementation of Affirmative Action. There tends to be consensus among the three groups mentioned.

The investigator noted that the majority of the disagreement continues to come from the counselor level. Representative comments associated with Interview Questionnaire, Item 2, can be found in Appendix F. The comments are categorized according to respondent group classification: Counselor, DOS representative, and ROS.

Table 12 presents a comparison of the respondents in each position category to Interview Questionnaire, Item 2, and the total percentage response to each option. The comparison is made on the basis of summary percentages obtained from each of the 4 groups.

Analysis of Table 12 suggests a positive correlation between hierarchical positions and agreement and disagreement with the statement that Affirmative Action had increased female representation in managerial positions. Table 12 suggests, as did Table 7, the following relationship: The higher the hierarchical position the greater the amount of agreement among group members; the lower the hierarchical position the greater the disagreement.

Two possible contributing factors to the relationship suggested by Table 12 were amounts of intra-level communication between personnel

Table 12

Comparison of Respondents in Each Position Category
to Interview Questionnaire, Item 2

Position	Summary Percentages		
	Agree	Undecided	Disagree
Regional Office Supervisors	100	0	0
District Office Supervisors	88	6	6
Assistant District Supervisors	80	0	20
Counselors	80	3	17
Total Respondents	86	2	12

and joint efforts at strategy development. An additional, possibly related, factor is suggested at this point. The ROS have availability of information that enables them to visualize the total organization as opposed to a fragmentary or district viewpoint of one small part of the region.

C. Actual Data from Personnel Files

1. Personnel records on F1/M1 representation from 1963 to 1973.

Figure 6 presents graphically the proportion of female/male representation occupying VRS professional positions from 1963 to 1973. The data preceding 1972 are presented to provide historical reference. Prior to 1969, male employees outnumbered female employees at all classification levels, except clerical. As female representation

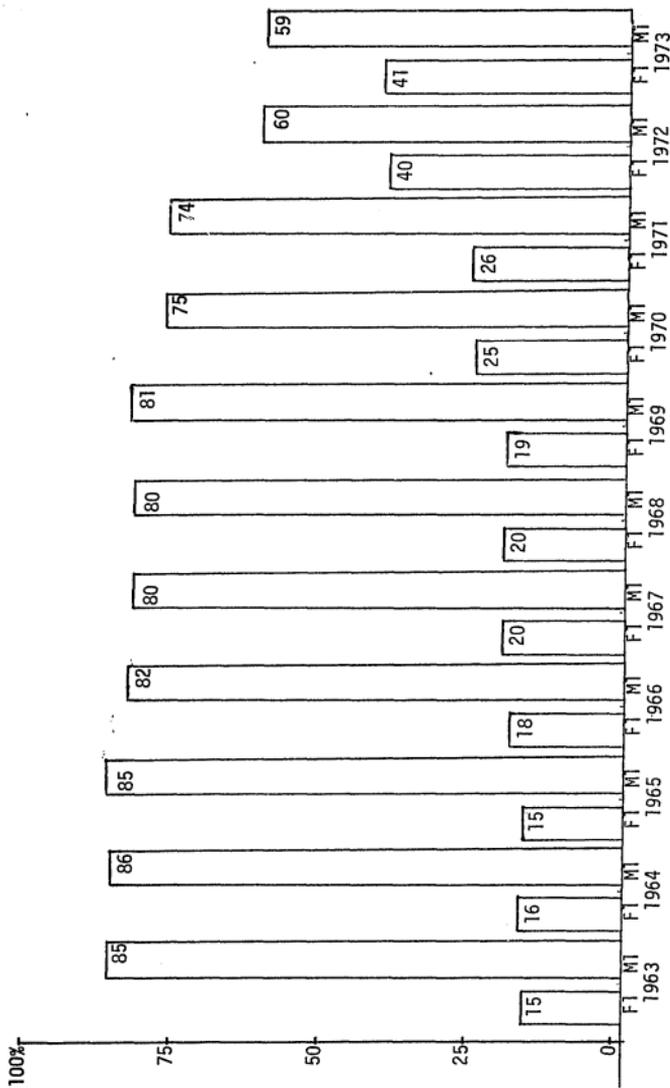


Figure 6. Percentage of Female/Male Representation In Vocational Rehabilitation Service Professional Positions

KEY

F = Female
M = Male

increased, the number of females occupying positions under CSL 07 increased. In 1971, the proportion of females occupying positions located at CSL 07 and above increased. The graphic presentation of 1972-73 data tend to show an increase in the proportion of females occupying professional positions.

The majority of the females continues to be located between CSL 04 and 09. The Disability Determination Program of VRS presently employs females at the highest Civil Service ranking compared to other sections. Females in the Field Services Section have recently (1973) been included in managerial positions with a CSL 12 rating. Staff positions located at the regional and State Office level have included an increased frequency of female appointees.

Hypothesis 2. Summary Review

The Vocational Rehabilitation Service Affirmative Action Program has increased the proportion of female personnel occupying full time professional VRS positions.

The perceptions of the ROS and the DOS representatives tend to support the existence of increased female representation in professional positions. There appears to be more confusion as to the agency's position on Affirmative Action for women than was expressed by the same respondents for minorities.

An analysis of Figure 6 indicates a 14% increase in female representation from 1971 to 1972. The 1972 increase in female VRS employees represents the largest percentage increase in a single year during the 11 year time span.

Interview Questionnaire, Item 2, tends to support acceptance of Hypothesis 2. Personnel records show a high turnover rate for females due to terminations, resignations and transfers. Nevertheless, the personnel records tend to support the perceptions of managers and counselors.

Based upon tabular and graphical presentation derived from respondent perceptions and evidence of personnel practices documented in personnel records, the investigator tends to accept Hypothesis 2.

Hypothesis 3. The greater percentage of minorities will remain at Civil Service levels 10 and below

A. Perceptions from Action Checklist Instrument

1. Recruitment Audit, Item 2

Are minorities being actively recruited now for jobs at all levels?

Respondents were given the option of replying yes (Y), no (N), or don't know (DK) for each item included on the Action Checklist. The response options will remain consistent for each Checklist item.

Table 13 contains a list of responses to Recruitment Audit, Item 2, given by Regional Office Supervisors (ROS), the respective District Office Supervisor (DOS), and/or DOS representatives included in their regions. Summary response percentages are given for the districts in each region, as well as, statewide percentages for both ROS and DOS representatives.

The response data listed in Table 13 indicate that all VRS Regional Office Supervisors state that minorities are being actively

Table 13
Responses to Action Checklist Recruitment Audit Item 2
Are Minorities Being Actively Recruited for Jobs at All Levels?

Regional Office Supervisors # Yes DK No	District Office Representatives* # Yes DK No	Regional Office Supervisors # Yes DK No	District Office Representatives # Yes DK No
1 X	1 X 1a X 2 X 2a X 3 X 3a X 4 X 5 X 6 X 7 X 8 X Percent 90 0 10	4 X	1 X 1a X 2 X 2a X 3 X Percent 80 0 20
2 X	1 X 2 X 3 X 4 X 5 X Percent 100 0 0	6 X	1 X 2 X 3 X Percent 67 0 33
3 X	1 X 2 X 3 X 4 X 5 X Percent 80 0 20	7 X	1 X 2 X 3 X 4 X 5 X Percent 100 0 0

Statewide Percent for Regional Office Supervisors Yes - 100 Don't Know - 0 No - 0

Statewide Percent for District Office Representatives Yes - 90 Don't Know - 0 No - 10

*District Office Representatives include District Office Supervisors and Assistant District Supervisors

a - Denotes the response of the Assistant District Supervisors

DK = Don't Know

recruited at all levels. There also appeared to be consensus at the DOS level which supported active recruitment efforts for minorities at all levels. Only 4 of the 39 DOS respondents gave "No" responses for Recruitment Audit, Item 2.

2. Selection Audit, Item 4

Is the percentage of minorities hired in each category at least as great as the percentage of minorities in the applicant pool or on the Civil Service register?

Table 14 contains responses given by ROS, their respective DOS and DOS representatives to the Action Checklist, Selection Audit, Item 4. Summary percentages of responses under each option are given for the districts in each region followed by statewide percentages for ROS and all districts.

The results of the analysis indicate 5 of the 7 ROS stated "Yes," the percentage of minorities hired in each category was at least as great as the percentage available through selection sources. One Regional Office Supervisor was unsure as to the percentage of minorities applying for positions in each category. As a result, the respondent replied, "Don't Know."

Twenty-three (59%) of the 39 DOS representatives supported the majority opinion of the ROS. The investigator does not view 23 of a possible 39 "Yes" responses as a clear consensus. The largest number of "No" responses came from the more urban areas.

Table 14

Responses to Action Checklist Selection Audit Item 4
 Is the Percentage of Minorities Hired in Each Category at Least as Great as the Percentage
 Of Minorities in the Applicant Pool or on the Civil Service Register?

Regional Office Supervisors # Yes DK No	District Office Representatives* # Yes DK No	Regional Office Supervisors # Yes DK No	District Office Representatives* # Yes DK No
1 X	1 X 1a X X 2 X 2a X 3 X 3a X 4 X X 5 X X 6 X 7 X 8 X	4 X 5 X	1 X X 1a X 2 X 2a X 3 X Percent 60 20 20 1 X 2 X 3 X 4 X 5 X Percent 80 0 20
2 X	1 X X 2 X 3 X 4 X 5 X Percent 80 20 0	6 X 7 X	1 X X 2 X 3 X Percent 33 33 34 1 X 2 X 3 X 4 X 5 X Percent 20 20 60
3 X	1 X 2 X 3 X 4 X 5 X Percent 80 0 20		
Statewide Percent for Regional Office Supervisors Yes - 72 Don't Know - 14 No - 14 Statewide Percent for District Office Representatives Yes - 59 Don't Know - 18 No - 23			

*District Office Representatives include District Office Supervisors and Assistant District Supervisors

a - Denotes the response of the Assistant District Supervisors

DK = Don't Know

B. Perceptions from Interview Questionnaire

1. Interview Questionnaire Instrument, Item 6

Affirmative Action has favorably changed the personnel profile of VRS at all position levels.

Table 15 presents responses to Interview Questionnaire, Item 6, given by Regional Office Supervisors, DOS representatives, and counselors. Summary response percentages are given for districts in each region, counselors in each region, and also statewide percentages for Regional Office Supervisors, DOS representatives, and counselors.

An analysis of responses given by ROS indicates 5 of the 7 agreed that a favorable change had occurred in the personnel profile of VRS at all position levels. Sixty-two percent (23) of the DOS representatives disagreed with the ROS. The comments accompanying the DOS responses suggested that the change had occurred predominantly at the district office level.

The counselors supported the majority opinion expressed by the DOS representatives. Eighteen (60%) of the 30 counselors perceived the change in personnel taking place at the counselor or district level. Region 1 counselors were isolated in supporting 100% the existence of personnel changes at all position levels.

Table 16 presents a comparison of the respondents in each position category to Interview Questionnaire, Item 6. An analysis of Table 16 suggests a lack of consensus at all position categories. The greatest amount of agreement to Item 6, as to previous Interview Questionnaire items, continues to come from the ROS.

Table 16

Comparison of Respondents in Each Position Category
to Interview Questionnaire, Item 6

Position	Summary Percentages		
	Agree	Undecided	Disagree
Regional Office Supervisors	72	14	14
District Office Supervisors	26	12	62
Assistant District Supervisors	40	0	60
Counselors	30	10	60
Total Respondents	33	10	57

C. Actual Data from Personnel Files

1. Percentage of VRS minority staff located at Civil Service level (CSL) 02-19 in 1973.

Figure 7 presents the percentages of minority individuals located at CSL 02-06, CSL 07-10, CSL 11-14 and CSL 15 and above in 1973. Eighty-two percent of the minority members employed by VRS occupy positions at CSL 10 and below. In the Field Services Section, 14% (1) of the CSL 15 positions are occupied by minority personnel. None of the CSL 14 positions are currently occupied by minorities. Three (9%) of the 34 DOS are male, minority members.

Hypothesis 3. Summary Review

The greater percentage of minorities will remain at Civil Service levels 10 and below.

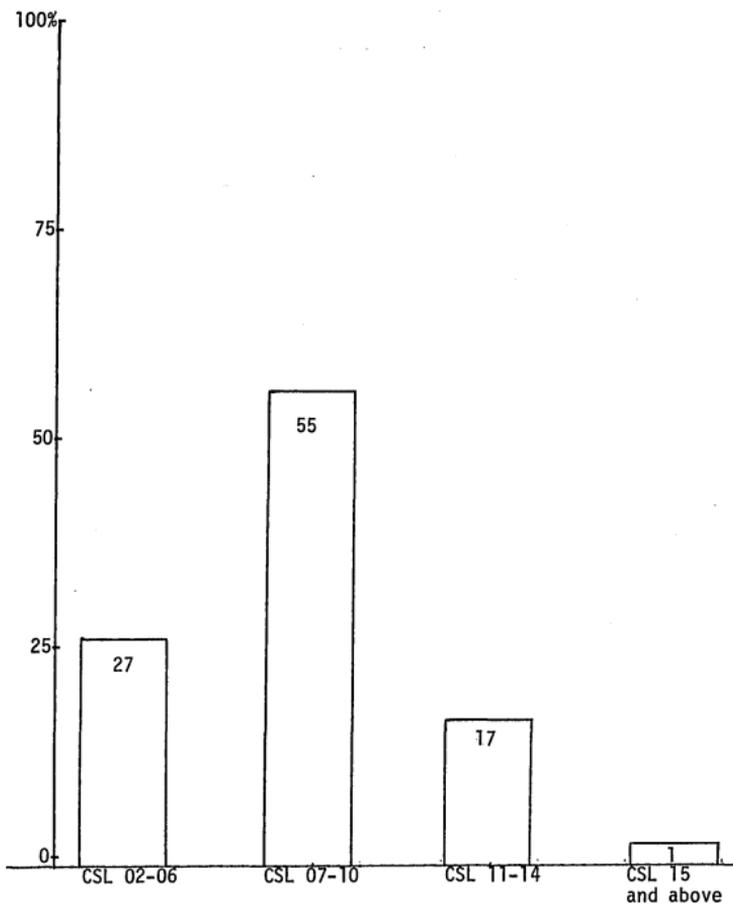


Figure 7. Percentage of Vocational Rehabilitation Service Minority Staff Located at Civil Service Levels 02-19

CSL = Civil Service Level

The ROS and their respective DOS representatives strongly supported the existence of the VRS policy to actively recruit minorities for positions located at all levels within the agency.

Selection of minority personnel, however, was perceived to be a problem area. The majority of ROS and DOS representatives perceived the percentage of minority members hired to be at least as great as the percentage of minorities on the Civil Service register. Many of these managers stated that no minority members were included on the Civil Service register applicable to their region. The latter was especially true in rural areas.

Interview Questionnaire, Item 6, tends to support the acceptance of Hypothesis 3. The majority of the total respondents in Table 16 support the existence of change in the agency personnel profile at the district level and specifically within the counselor and unit leader ranks.

Figure 7 further supports the acceptance of Hypothesis 3. Eighty-two percent of VRS minority employees are located at CSL 10 and below. The investigator accepts Hypothesis 3 with one addendum. Although the majority of minority members employed by VRS are still located at CSL 10 and below, definite gains have been made from 1972-1973. The Civil Service System does not appear to rapidly change. The requirements of the System are that past personnel practices and present promotional requirements are combined to make it difficult, but not impossible, to favorably change the personnel profile of VRS at all position levels.

Hypothesis 4. The Affirmative Action Program has modified the Civil Service employment selection process to improve employment practices.

A. Perceptions from Action Checklist Instrument

1. Recruitment Audit, Item 3

Are you recruiting at any predominately-minority populated colleges?

Table 17 contains a list of responses given by VRS managers to Recruitment Audit, Item 3. An analysis of Table 17 indicates 4 of the 7 managers at the ROS level were involved in recruitment efforts at predominately minority populated colleges. Much of the recruitment efforts recounted by these managers occurred outside the state of Michigan. However, managers located in urban areas utilized local and out-of-state recruiting sources.

The 3 managers who replied "No" to Recruitment Audit, Item 3, were aware of the 4 ROS attempts to recruit minorities out-of-state. They were not, however, actively involved in the recruitment efforts. Seventy-four percent (29) of the DOS representatives supported the "No" response obtained from 33% of the Regional Office Supervisors.

The 8 DOS representatives, who had been involved in recruitment efforts at predominantly minority-populated colleges, had recruited locally.

2. Recruitment Audit, Item 3a

Are you recruiting at any predominantly female-populated colleges?

Table 17
 Responses to Action Checklist Recruitment Audit Item 3
 Are You Recruiting at Any Predominantly-Minority Populated Colleges?

Regional Office Supervisors # Yes DK No	District Office Representatives* # Yes DK No	Regional Office Supervisors # Yes DK No	District Office Representatives* # Yes DK No
1 X	1 X 1a X 2 X 2a X 3 X 3a X 4 X 5 X 6 X 7 X 8 X Percent 45 10 45	4 X 5 X	1 X 1a X 2 X 2a X 3 X Percent 0 20 80 1 X 2 X 3 X 4 X 5 X Percent 0 0 100
2 X	1 X 2 X 3 X 4 X 5 X Percent 40 0 60	6 X 7 X	1 X 2 X 3 X Percent 33 0 67 1 X 2 X 3 X 4 X 5 X Percent 0 0 100
3 X	1 X 2 X 3 X 4 X 5 X Percent 0 0 100		

Statewide Percent for Regional Office Supervisors Yes - 57 Don't Know - 0 No - 43
 Statewide Percent for District Office Representatives Yes - 21 Don't Know - 5 No - 74

*District Office Representatives include District Office Supervisors and Assistant District Supervisors
 a - Denotes the response of the Assistant District Supervisors
 DK = Don't know

Table 18 contains a list of responses to Recruitment Audit, Item 3a, given by ROS, the respective DOS and DOS representatives included in their regions. Summary response percentages are given for the districts in each region, as well as, statewide percentages for both ROS and DOS representatives.

Analysis of Table 18 indicates 86% (6) of the ROS had not been involved in recruitment efforts at predominantly female-populated colleges. Eighty percent (31) of the 39 DOS representatives supported the "No" response of the ROS to Recruitment Audit, Item 3a.

3. Recruitment Audit, Item 4

Are there any minority recruiters?

A "recruiter" was defined as any VRS personnel who can recommend an individual for hire.

Table 19 presents VRS managers' responses to Recruitment Audit, Item 4. An analysis of the responses indicates that 6 of the 7 ROS replied, "Yes" to item 4. The investigator perceives 86% as an acceptable percentage at which ROS consensus can be implied for Recruitment Audit, Item 4. Twenty-five (64%) of the 39 DOS representatives supported the existence of minority recruiters.

4. Recruitment Audit, Item 4a

Are there any female recruiters?

Table 20 contains responses given by ROS and DOS representatives. An analysis of the data indicates managerial confusion as to the existence or non-existence of female recruiters.

Table 18

Responses to Action Checklist Recruitment Audit Item 3a
Are You Recruiting at Any Predominantly Female Populated Colleges?

Regional Office Supervisors # Yes DK No	District Office Representatives* # Yes DK No	Regional Office Supervisors # Yes DK No	District Office Representatives # Yes DK No
1 X	1a X 2 X 2a X 3 X 3a X 4 X 5 X 6 X 7 X 8 X Percent 36 0 64	4 X 5 X 6 X 7 X 8 X Percent 36 0 64	1 X 1a X 2 X 2a X 3 X Percent 40 60 1 X 2 X 3 X 4 X 5 X Percent 0 0 100
2 X	1 X 2 X 3 X 4 X 5 X Percent 40 0 60	6 X 7 X 8 X Percent 40 0 60	1 X 2 X 3 X Percent 0 0 100 1 X 2 X 3 X 4 X 5 X Percent 0 0 100
3 X	1 X 2 X 3 X 4 X 5 X Percent 40 0 60	7 X 8 X Percent 40 0 60	1 X 2 X 3 X 4 X 5 X Percent 0 0 100

Statewide Percent for Regional Office Supervisors Yes - 14 Don't Know - 0 No - 86
Statewide Percent for District Office Representatives Yes - 15 Don't Know - 5 No - 80

*District Office Representatives Include District Office Supervisors and Assistant District Supervisors
- Denotes the response of the Assistant District Supervisors
DK = Don't Know

Table 19
Responses to Action Checklist Recruitment Audit Item 4
Are There Any Minority Recruiters?

Regional Office Supervisors # Yes DK No	District Office Representatives* # Yes DK No	Regional Office Supervisors # Yes DK No	District Office Representatives* # Yes DK No
1 X	1 X 1a X 2 X 2a X 3 X 3a X 4 X 5 X 6 X 7 X 8 X Percent 64 0 36	4 X	1 X 1a X 2 X 2a X 3 X Percent 60 0 40
2 X	1 X 2 X 3 X 4 X 5 X Percent 80 0 40	5 X	1 X 2 X 3 X 4 X 5 X Percent 100 0 0
3 X	1 X 2 X 3 X 4 X 5 X Percent 80 0 20	6 X	1 X 2 X 3 X Percent 0 33 67
		7 X	1 X 2 X 3 X 4 X 5 X Percent 40 0 60
Statewide Percent for Regional Office Supervisors Yes - 86 Don't Know - 0 No - 14 Statewide Percent for District Office Representatives Yes - 64 Don't Know - 3 No - 33			

*District Office Representatives include District Office Supervisors and Assistant District Supervisors

a - Denotes the response of the Assistant District Supervisors

DK = Don't Know

Table 20

Responses to Action Checklist Recruitment Audit Item 4a
 Are There Any Female Recruiters?

Regional Office Supervisors # Yes DK No	District Office Representatives* # Yes DK No	Regional Office Supervisors # Yes DK No	District Office Representatives* # Yes DK No	
1 X	1	4 X	1 X	
	1a X		1a X X	
	2 X		2 X X	
	2a X		2a X X	
	3		3 X	
	3a X		Percent 60 20 20	
	4		1 X	
	5 X		2 X X	
	6 X		3 X X	
7 X	4 X X			
8 X	5 X			
Percent 55 9 36	Percent 40 0 60	5 X	1 X	
2 X	1		6 X	2 X X
	2 X			2 X X
	3 X			3 X
	4 X			Percent 33 0 67
	5 X	Percent 80 0 20		
3 X	1 X	7 X	1 X	
	2 X		2 X X	
	3 X		3 X	
	4 X		4 X X	
	5 X		5 X X	
	Percent 80 20 0		Percent 60 0 40	

Statewide Percent for Regional Office Supervisors Yes - 57 Don't Know - 0 No - 43
 Statewide Percent for District Office Representatives Yes - 59 Don't Know - 8 No - 33

*District Office Representatives include District Office Supervisors and Assistant District Supervisors

a - Denotes the response of the Assistant District Supervisors

DK = Don't Know

5. Recruitment Audit, Item 6

Is the potential minority recruit given a clear idea of his/her likely progress in your agency?

Table 21 indicates all ROS responded "Yes" to Recruitment Audit, Item 6. Thirty-five (90%) of the 39 DOS representatives supported the stance taken by the ROS. The most frequent comment associated with the "Yes" response of the DOS indicated that all staff were now given a clear idea of their likely progress within the organization.

6. Recruitment Audit, Item 6a

Is the potential female recruit given a clear idea of her likely progress in your agency?

Table 22 presents VRS managers' responses to Recruitment Audit, Item 6a. Table 22 duplicates the responses given to Recruitment Audit, Item 6, in Table 21.

7. Selection Audit, Item 1

Are you certain that your organization does not currently use any formal selection devices that might unfairly discriminate on the basis of race?

Table 23 contains the responses given to Selection Audit, Item 1. Four of the 7 ROS responded "No." They were not certain that the selection devices might unfairly discriminate on the basis of race. Two of the 7 ROS were certain that the test did not unfairly discriminate.

At the district level, Selection Audit, Item 1, received 23 "Yes" responses and 16 "No" responses.

Table 21
 Responses to Action Checklist Recruitment Audit Item 6
 Is the Potential Minority Recruit Given a Clear Idea of His/Her Likely Progress?

Regional Office Supervisors # Yes DK No	District Office Representatives* # Yes DK No	Regional Office Supervisors # Yes DK No	District Office Representatives* # Yes DK No
1 X	1 X 1a X 2 X 2a X 3 X 3a X 4 X 5 X 6 X Percent 82 0 18	4 X	1 X 1a X 2 X 2a X 3 X Percent 100 0 0
2 X	2 X 3 X 4 X 5 X Percent 100 0 0	5 X	1 X 2 X 3 X 4 X 5 X Percent 100 0 0
3 X	1 X 2 X 3 X 4 X 5 X Percent 80 0 20	6 X	1 X 2 X 3 X 4 X 5 X Percent 100 0 0

Statewide Percent for Regional Office Supervisors Yes - 100 Don't Know - 0 No - 0
 Statewide Percent for District Office Representatives Yes - 90 Don't Know - 2 No - 8

*District Office Representatives include District Office Supervisors and Assistant District Supervisors

a - Denotes the response of the Assistant District Supervisors
 DK = Don't Know

Table 22

Responses to Action Checklist Recruitment Audit Item 6a
Is the Potential Female Recruit Given a Clear Idea of Her Likely Progress?

Regional Office Supervisors # Yes DK No	District Office Representatives* # Yes DK No	Regional Office Supervisors # Yes DK No	District Office Representatives* # Yes DK No	
1 X	1 X	4 X	1 X	
	1a X		1a X	
	2 X		2 X	
	2a X		2a X	
	3 X		3 X	
	3a X	X	5 X	Percent 100 0 0
	4 X			1 X
	5 X			2 X
	6 X			3 X
	7 X			4 X
8 X		5 X		
Percent 92 0 8		Percent 100 0 0		
2 X	1 X	6 X	1 X	
	2 X		2 X	
	3 X		3 X	
	4 X		X	
	5 X			
Percent 100 0 0		Percent 67 33 0		
3 X	1 X	7 X	1 X	
	2 X		2 X	
	3 X		3 X	
	4 X		4 X	
	5 X		X	
Percent 80 0 20		Percent 100 0 0		
Statewide Percent for Regional Office Supervisors		Yes - 100	Don't Know - 0	No - 0
Statewide Percent for District Office Representatives		Yes - 90	Don't Know - 2	No - 8

*District Office Representatives include District Office Supervisors and Assistant District Supervisors

a - Denotes the response of the Assistant District Supervisors

DK = Don't Know

Table 23

Responses to Action Checklist Recruitment Audit Item 1
 Are You Certain That Your Organization Does Not Currently Use Any Formal
 Selection Devices That Might Unfairly Discriminate on the Basis of Race?

Regional Office Supervisors		District Office Representatives*		Regional Office Supervisors		District Office Representatives*	
#	Yes DK No	#	Yes DK No	#	Yes DK No	#	Yes DK No
1	X	1	X	4	X	1	X
		1a	X			1a	X
		2	X			2	X
		2a	X			2a	X
		3	X			3	X
		3a	X				
		4	X				
		5	X				
		6	X				
		7	X				
		8	X				
		Percent	27 0 73			Percent	40 0 60
2	X	1	X	6	X	1	X
		2	X			2	X
		3	X			3	X
		4	X				
		5	X				
		Percent	80 0 20			Percent	100 0 0
3	X	1	X			1	X
		2	X			2	X
		3	X			3	X
		4	X			4	X
		5	X			5	X
		Percent	80 0 20			Percent	100 0 0

Statewide Percent for Regional Office Supervisors Yes - 29 Don't Know - 14 No - 57
 Statewide Percent for District Office Representatives Yes - 59 Don't Know - 0 No - 41

*District Office Representatives Include District Office Supervisors and Assistant District Supervisors
 a - Denotes the response of the Assistant District Supervisors
 DK = Don't Know

The comments accompanying the managers' responses suggest that the managers lack information regarding the validity of the Civil Service selection instrument, the population sample used to validate the instrument, and the predictive validity of the instrument as regards employee performance. The recent removal of the Human Services 07 exam and the relationship of its removal to unfairly discriminating practices is perceived by the investigator as contributing further to the lack of consensus for the respondents in this study.

8. Selection Audit, Item 1a

Are you certain that your organization does not currently use any formal selection devices that might discriminate on the basis of sex?

Table 24 contains the responses given to Selection Audit, Item 1a. Two ROS responded "No," 1 responded "Don't Know," while a small majority of 4 replied "Yes, I am certain" that formal selection devices are not used to unfairly discriminate.

Representative comments accompanying responses to Selection Audit, Item 1a, suggest discriminatory practices are inherent in the structure which allocated the lower classification, least paid, positions to females. The secondary comment suggested a need for a career development tract that would include clerical personnel (a predominantly female position category).

Table 24

Responses to Action Checklist Recruitment Audit Item 1a
 Are You Certain That Your Organization Does Not Currently Use Any Formal
 Selection Devices That Might Discriminate on the Basis of Sex?

Regional Office Supervisors # Yes DK No	District Office Representatives* # Yes DK No	Regional Office Supervisors # Yes DK No	District Office Representatives* # Yes DK No
1 X	1 X	4 X	1 X
	1a X		1a X
	2 X		2 X
	2a X		2a X
	3 X		3 X
	3a X	Percent 40 0 60	
	4 X	5 X	2 X
	5 X		3 X
	6 X		4 X
	7 X		5 X
8 X	Percent 60 0 40		
Percent 55 0 45	2 X	6 X	1 X
1 X			2 X
2 X			3 X
3 X			4 X
4 X			5 X
Percent 100 0 0	3 X	7 X	1 X
1 X			2 X
2 X			3 X
3 X			4 X
4 X			5 X
Percent 80 0 20			Percent 100 0 0

Statewide Percent for Regional Office Supervisors Yes - 57 Don't Know - 14 No - 29
 Statewide Percent for District Office Representatives Yes - 72 Don't Know - 0 No - 28

*District Office Representatives include District Office Supervisors and Assistant District Supervisors
 a - Denotes the response of the Assistant District Supervisors
 DK = Don't Know

9. Selection Audit, Item 2

Have you eliminated all other selection practices that might be discriminatory (such as certain interview procedures)?

The respondents were given examples of interview questions deemed illegal by the Department of Civil Rights to illustrate what was intended by Selection Audit, Item 2.

Table 25 summarizes the responses to Selection Audit, Item 2. Eighty-six percent (6) of the ROS felt that all other discriminatory selection practices had been eliminated. A consensus was reached at the district level which supported the position taken by the ROS.

10. Selection Audit, Item 3

Do you know the percentage of minority applicants for each job category?

The respondents were given an additional option of responding from a district or a regional perspective.

Table 26 presents the response data to Selection Audit, Item 3, given by the ROS and their respective DOS representatives. Four of the 7 ROS responded "Yes" they were aware of the percentage of minority applicants in each job category. Fifteen (39%) of a possible 39 "Yes" respondents were aware of the percentage of minority applicants for each job category.

11. Selection Audit, Item 3a

Do you know the percentage of female applicants for each job category?

Table 25
Responses to Action Checklist Selection Audit Item 2
Have You Eliminated All Other Selection Practices That Might Be Discriminatory?

Regional Office Supervisors # Yes DK No	District Office Representatives* # Yes DK No	Regional Office Supervisors # Yes DK No	District Office Representatives* # Yes DK No
1 X	1 X	4 X	1 X
	1a X		1a X
	2 X		2 X
	2a X		2a X
	3 X		3 X
	3a X		Percent 100 0 0
	4 X		4 X
	5 X		5 X
	6 X		6 X
	7 X		7 X
8 X	8 X		
Percent 73 0 27	Percent 100 0 0		
2 X	1 X	6 X	1 X
	2 X		2 X
	3 X		3 X
	4 X		4 X
	5 X		5 X
Percent 80 0 20	Percent 67 0 33		
3 X	1 X	7 X	1 X
	2 X		2 X
	3 X		3 X
	4 X		4 X
	5 X		5 X
Percent 80 0 20	Percent 100 0 0		

Statewide Percent for Regional Office Supervisors Yes - 86 Don't Know - 0 No - 14
 Statewide Percent for District Office Representatives Yes - 85 Don't Know - 0 No - 15

*District Office Representatives include District Office Supervisors and Assistant District Supervisors

a - Denotes the response of the Assistant District Supervisors
 DK = Don't Know

Table 26

Responses to Action Checklist Selection Audit Item 3
Do You Know the Percentage of Minority Applicants for Each Job Category?

Regional Office Supervisors				District Office Representatives*				Regional Office Supervisors				District Office Representatives*							
#	Yes	DK	No	#	Yes	DK	No	#	Yes	DK	No	#	Yes	DK	No				
1	X			1			X	4	X			1				X			
		1a	X			1a	X										X		
		2	X			2												X	
		2a	X			2a										X			
		3				3										X			
		3a				3a												X	
		4				4													X
		5				5													X
		6				6													X
		7				7	X												X
8				8	X										X				
				Percent	45	0	55					Percent	40	20	40				
2	X			1			X	6	X			1				X			
		2	X			2										X			
		3	X			3											X		
		4	X			4												X	
		5	X			5												X	
						Percent	80			0	20					Percent	0	0	100
3	X			1			X	7	X			1				X			
		2				2	X												
		3				3										X			
		4				4										X			
		4				4										X			
		5	X			5										X			
				Percent	20	0	80					Percent	20	80	0				
Statewide Percent for Regional Office Supervisors				Yes - 57				Don't Know - 14				No - 29							
Statewide Percent for District Office Representatives				Yes - 39				Don't Know - 15				No - 46							

*District Office Representatives include District Office Supervisors and Assistant District Supervisors

a - Denotes the response of the Assistant District Supervisors

DK = Don't Know

Selection Audit, Item 3a, responses are tabulated in Table 27. The summary percentages are similar to those obtained in Table 26 in response to Selection Audit, Item 3. The ROS continued to respond from the regional standpoint, while the DOS representatives exercised both options with equal frequency.

The lack of consensus at both levels of management is partially attributed to the inaccessibility of this type of information in an office with little turnover. The managers reported, also, that there hasn't been a need to know the percentage of applicants in each job category.

12. Selection Audit, Item 5

Have selection targets (in terms of goals, numbers, or percentages) been set?

Responses to Selection Audit, Item 5, given by respondents at the regional and district levels are presented in Table 28. All ROS stated that targets had been set. The minimum acceptable level of minority representation in a district office would be based upon the population composition of the community in which it was located.

13. Selection Audit, Item 6

If selection targets are not met, do you have a system of reporting that will explain why?

Table 29 contains response data for Selection Audit, Item 6. The ROS reached consensus as to the existence of a reporting mechanism to explain why Affirmative Action targets were not met. Twenty-eight

Table 27

Responses to Action Checklist Selection Audit Item 3a
Do You Know the Percentage of Female Applicants for Each Job Category?

Regional Office Supervisors # Yes DK No	District Office Representatives* # Yes DK No	Regional Office Supervisors # Yes DK No	District Office Representatives* # Yes DK No
1 X	1 X 1a X 2 X 2a X 3 X 3a X 4 X 5 X 6 X 7 X 8 X Percent 27 0 73	4 X	1 X 1a X 2 X 2a X 3 X Percent 40 20 40
2 X	1 X 2 X 3 X 4 X 5 X Percent 80 0 20	5 X	1 X 2 X 3 X 4 X 5 X Percent 20 20 60
3 X	1 X 2 X 3 X 4 X 5 X Percent 40 0 60	6 X	1 X 2 X 3 X Percent 33 0 67
		7 X	1 X 2 X 3 X 4 X 5 X Percent 20 80 0
Statewide Percent for Regional Office Supervisors		Yes - 57 Don't Know - 14 No - 28	
Statewide Percent for District Office Representatives		Yes - 36 Don't Know - 15 No - 49	

*District Office Representatives include District Office Supervisors and Assistant District Supervisors

a - Denotes the response of the Assistant District Supervisors

DK = Don't Know

Table 28

Responses to Action Checklist Selection Audit Item 5
Have Selection Targets Been Set?

Regional Office Supervisors				District Office Representatives*				Regional Office Supervisors				District Office Representatives*			
#	Yes	DK	No	#	Yes	DK	No	#	Yes	DK	No	#	Yes	DK	No
1	X			1	X			4	X			1	X		
				1a			X					1a	X		
				2	X							2			X
				2a			X					2a	X		
				3	X							3	X		
				3a								Percent	80	0	20
				4			X	5	X			1	X		
				5	X							2			X
				6			X					3	X		
				7	X							4	X		
				8	X							5			X
				Percent	55	27	18					Percent	60	0	40
2	X			1	X			6	X			1	X		X
				2	X							2	X		
				3	X							3	X		
				4			X					Percent	67	0	33
				5	X			7	X			1	X		
				Percent	80	0	20					2	X		
3	X			1			X					3			X
				2	X							4	X		
				3	X							5	X		
				4	X							Percent	80	0	20
				5			X								
				Percent	60	0	40								

Statewide Percent for Regional Office Supervisors Yes - 100 Don't Know - 0 No - 0
Statewide Percent for District Office Representatives Yes - 67 Don't Know - 8 No - 26

*District Office Representatives include District Office Supervisors and Assistant District Supervisors

a - Denotes the response of the Assistant District Supervisors

DK - Don't Know

Table 29

Responses to Action Checklist Selection Audit Item 6
 If Selection Targets Are Not Met, Do You Have a System of Reporting That Will Explain Why?

Regional Office Supervisors # Yes DK No	District Office Representatives* # Yes DK No	Regional Office Supervisors # Yes DK No	District Office Representatives* # Yes DK No	
1 X	1 X	4 X	1 X	
	1a X		1a X	
	2 X		2 X	
	2a X		2a X	
	3 X		3 X	
	3a X	Percent 80 0 20		
	4 X	5 X	1 X	
	5 X		2 X	
	6 X		3 X	
	7 X		4 X	
8 X	5 X			
Percent 64 9 27	Percent 60 0 40			
2 X	1 X	6 X	1 X	
	2 X		2 X	
	3 X		3 X	
	4 X	Percent 100 0 0		
	5 X	7 X	1 X	
Percent 80 20 0	2 X			
1 X	3 X			
2 X	4 X			
3 X	5 X			
Percent 40 40 20	Percent 100 0 0			
3 X	1 X		1 X	
	2 X		2 X	
	3 X		3 X	
	4 X		4 X	
	5 X		5 X	
Percent 40 40 20	Percent 100 0 0			
Statewide Percent for Regional Office Supervisors		Yes - 100	Don't Know - 0	No - 0
Statewide Percent for District Office Representatives		Yes - 72	Don't Know - 10	No - 18

*District Office Representatives include District Office Supervisors and Assistant District Supervisors

a - Denotes the response of the Assistant District Supervisors
 DK = Don't Know

(72%) of the 39 DOS representatives responded "Yes, there is a system." The level of district support given Selection Audit, Item 6, is 13% less than that support given a similar question on Table 3.

B. Perceptions from Interview Questionnaire, Item 4

1. Affirmative Action has created recruitment problems.

All ROS supported the existence of recruitment problems. Representative comments accompanying responses to Interview Questionnaire, Item 4, may be classified partially to the non-responsiveness of the Civil Service personnel system to the immediate screening and processing needs of the recruiting agency. (See Table 30)

The majority (72%) of the DOS representatives supported the existence of recruitment problems as they responded to the agency's Affirmative Action Program. Seventeen (26%) of the 39 DOS representatives interviewed stated they had little or no involvement in the recruiting process. They based their responses to Interview Questionnaire, Item 4, upon their perceptions of other supervisors' recruitment efforts.

The 2 Assistant Personnel Directors interviewed supported the existence of recruitment problems as they attempted to respond to the agency's personnel needs. Statements made in response to Interview Questionnaire, Item 4, by the Assistant Personnel Directors suggested an abundance of potential employee staff at the entry level. The problem appears to be related to recruitment for higher level positions.

Table 30
 Responses to Interview Questionnaire Item 4
 Affirmative Action has Created Recruitment Problems

Regional Office Supervisors # A U D	District Office Representatives*			Counselor			Regional Office Supervisors			District Office Representatives			Counselor							
	#	A	U	D	#	A	U	D	#	A	U	D	#	A	U	D				
1 X	1	X			1	X			4	X			1	X						
	1a	X			2	X						1a	X							
	2	X			3	X						2	X							
	2a	X			4	X						2a	X							
	3	X			5	X						3	X							
	3a	X										3a	X							
	4	X							5	X										
	5	X										1								
	6	X										2								
	7	X										3								
	8	X										4								
												5								
					Percent	45	0	55	Percent	20	0	80	Percent	80	0	20	Percent	40	0	60
2 X	1	X			1	X			**6	X			1	X						
	2	X			2	X						2	X							
	3	X			3	X						3	X							
	4	X			4	X														
	5	X			5	X														
					Percent	100	0	0	Percent	60	0	40	Percent	100	0	0				
3 X	1	X			1	X			7	X			1	X						
	2	X			2	X						2	X							
	3	X			3	X						3	X							
	4	X			4	X						4	X							
	5	X			5	X						5	X							
					Percent	80	0	20	Percent	80	0	20	Percent	80	0	20	Percent	60	0	40

Statewide Percent for Regional Office Supervisors Agree - 100 Undecided - 0 Disagree - 0

Statewide Percent for District Office Representatives Agree - 72 Undecided - 2 Disagree - 26

Statewide Percent for Counselors Agree - 37 Undecided - 6 Disagree - 57

*District Office Representatives include District Office Supervisors and Assistant District Supervisors

**Region 6 not included in counselor responses due to unavailability of 5 female and/or minority counselors

A = Agree U = Undecided D = Disagree

The majority of the counselors who responded to Interview Questionnaire, Item 4, replied "Disagree" in response to the statement that Affirmative Action had created recruitment problems.

Table 31 presents a comparison of the respondents in each position category to Interview Questionnaire, Item 4. The comparison is made on the basis of summary percentages obtained from Table 30.

Table 31

Comparison of Respondents in Each Position Category
to Interview Questionnaire, Item 6

Position	Summary Percentages		
	Agree	Undecided	Disagree
Regional Office Supervisors	100	0	0
District Office Supervisors	71	3	26
Assistant District Supervisors	80	0	20
Counselors	37	6	57
Total Respondents	61	3	36

An analysis of Table 31 suggests ROS tended to identify more closely with the problem aspect of recruitment for Affirmative Action than the lower levels of the bureaucracy.

Hypothesis 4. Summary Review

The Affirmative Action Program has modified the Civil Service employment selection process to improve employment practices.

The perceptions of VRS managers as they responded to the Action Checklist Instrument and the Interview Questionnaire supported the need for a personnel system that will be responsive to identified agency needs. The ROS recalled the utilization of provisional appointments, the band system, the rule of three plus one, the late exam, and the second roster as but a few examples of attempts made to influence the Civil Service System. The lasting effects of these and other changes may be dependent to some extent upon the outcome of political bodies, such as the Crim Commission.

The elimination of the Human Services 07 Exam was perceived as a step in the right direction by the majority of VRS managers. Applicants who met minimum educational requirements were given a passing score of 70. The problem of screening masses of applicants with scores of 70 is still to be surmounted.

The coding of the Civil Service registers is a change that should make more information available to the manager. The managers use of this information will determine whether it becomes a favorable or unfavorable personnel selection tool.

The investigator feels that it is too soon to either accept or reject the influence of the Affirmative Action Program on the Civil Service Selection process. Some procedural changes were attempted which supported the direction expressed by the hypothesis.

Hypothesis 5. The Affirmative Action Program has improved promotional potential ratings for minorities.

A. Perceptions from Action Checklist

1. Promotions Policies Audit, Item 2

Are minorities afforded the same potential career paths as white males in your organization?

Table 32 contains a list of responses to Promotion Policies Audit, Item 2, given by Regional Office Supervisors (ROS), their respective District Office Supervisors (DOS), and/or DOS representatives included in their regions. Summary response percentages are given for the districts in each region, as well as, statewide percentages for both ROS and DOS representatives.

The response data in Table 32 indicate that all ROS responded "Yes" to Promotion Policies Audit, Item 2. Thirty-two (83%) of the 39 DOS representatives supported the response given by the ROS. The most frequent comment accompanying the response to Promotion Policies Audit, Item 2, was "Now they are afforded the same potential career paths as white males." The managers interviewed stated that "in some instances" minority employees are afforded better career opportunities than white males in VRS.

2. Promotion Policies Audit, Item 3

Have you developed targets for the proportion of minorities in each job category and done manpower planning for the next 5 (4, 3, 2, 1) year(s)?

An analysis of Table 33 indicates 6 of the 7 ROS supported the existence of targets for the proportion of minorities in each job category. Manpower planning was generally completed for a two year time period. The DOS representatives did not reach a consensus to either

Table 32
Responses to Action Checklist Promotion Policies Audit Item 2
Are Minorities Afforded the Same Potential Career Paths as White Males?

Regional Office Supervisors # Yes DK No	District Office Representatives* # Yes DK No	Regional Office Supervisors # Yes DK No	District Office Representatives* # Yes DK No
1 X	1 X 1a X 2 X 2a X 3 X 3a X 4 X 5 X 6 X 7 X 8 X	4 X	1 X 1a X 2 X 2a X 3 X Percent 100 0 0
		5 X	1 X 2 X 3 X 4 X 5 X Percent 80 0 20
2 X	1 X 2 X 3 X 4 X 5 X Percent 100 0 0	6 X	1 X 2 X 3 X Percent 100 0 0
		7 X	1 X 2 X 3 X 4 X 5 X Percent 60 0 40
3 X	1 X 2 X 3 X 4 X 5 X Percent 80 0 20		

Statewide Percent for Regional Office Supervisors Yes - 100 Don't Know - 0 No - 0
 Statewide Percent for District Office Representatives Yes - 83 Don't Know - 0 No - 17

*District Office Representatives include District Office Supervisors and Assistant District Supervisors
 a - Denotes the response of the Assistant District Supervisors
 DK = Don't Know

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Table 33

Responses to Action Checklist Promotion Policies Audit Item 3
 Have You Developed Targets for the Proportion of Minorities in Each Job Category and Done Manpower Planning?

Regional Office Supervisors # Yes DK No	District Office Representatives*				Regional Office Supervisors # Yes DK No	District Office Representatives			
	#	Yes	DK	No		#	Yes	DK	No
1 X	1			X	4 X	1	X		
	1a			X		1a	X		
	2			X		2	X		
	2a		X			2a		X	
	3		X			3	X		
	3a			X		Percent	80	20	0
	4			X		1	X		
	5	X				2			X
	6	X				3			X
	7	X				4	X		
8	X			5	X				
Percent	36	18	46	5		X			
2 X	1			X	6 X	1	X		X
	2	X				2			X
	3	X				3	X		
	4			X		Percent	33	0	67
	5	X				1	X		
Percent	60	0	40	2	X				
3 X	1			X	7 X	3	X		X
	2	X				4	X		
	3			X		5	X		
	4	X				Percent	80	0	20
	5	X				Percent	60	0	40

Statewide Percent for Regional Office Supervisors Yes - 86 Don't Know - 0 No - 14
 Statewide Percent for District Office Representatives Yes - 56 Don't Know - 8 No - 36

*District Office Representatives include District Office Supervisors and Assistant District Supervisors
 a - Denotes the response of the Assistant District Supervisors
 DK = Don't Know

support (56% of the DOS respondents) or reject (36% of the DOS respondents) the major position taken by the ROS.

3. Promotion Policies Audit, Item 4

Do you have a system (such as an assessment center or a career development program) for identifying qualified minority personnel within VRS?

Table 34 indicates all ROS stated that a vehicle existed to identify qualified minority personnel within VRS. Eighty-two percent of the DOS representatives supported the position taken by the ROS. The agency's career development program was designated as the vehicle for non-minority and minority personnel. The DOS stated that promotional potential ratings and career aspiration plans were completed for all interested staff in the professional category.

4. Promotion Policies Audit, Item 5

Are your annual performance appraisals racially unbiased?

Table 35 indicates that all ROS and 37 of the 39 DOS representatives stated that annual performance appraisals were racially unbiased. Comments accompanying the responses given by some DOS suggest annual performance appraisals are biased in favor of minority and to a lesser extent female employees. The investigator did not find substantial data to support the opinion expressed by a minority percentage of the DOS.

5. Periodic Program Review, Item 1

Does the action plan administrator receive periodic reports on the status of recruitment, selection, and promotional efforts?

Table 34
 Responses to Action Checklist Promotion Policies Audit Item 4
 Do You Have a System for Identifying Qualified Minority Personnel Within VRS?

Regional Office Supervisors # Yes DK No	District Office Representatives*			Regional Office Supervisors			District Office Representatives					
	#	Yes	DK	No	#	Yes	DK	No	#	Yes	DK	No
1 X	1	X			4 X				1	X		
	1a		X						1a	X		
	2	X							2	X		
	2a	X							2a	X		
	3	X							3	X		
	3a	X							Percent 100	0	0	0
	4		X						1	X		
	5		X						2			X
2 X	6	X			5 X				2	X		
	7	X							3	X		
	8	X							4	X		
	Percent 73	0	27	Percent 80					0	20		
	1	X							1	X		
	2	X							2			X
	3	X							3			X
	4	X							Percent 33	33	34	
3 X	5	X			7 X				1	X		
	Percent 100	0	0	2					X			
	1	X							3	X		
	2	X							4	X		
	3	X							5	X		
	4	X							Percent 100	0	0	

Statewide Percent for Regional Office Supervisors Yes = 100 Don't Know = 0 No = 0
 Statewide Percent for District Office Representatives Yes = 82 Don't Know = 3 No = 15

*District Office Representatives include District Office Supervisors and Assistant District Supervisors
 # - Denotes the response of the Assistant District Supervisors
 DK = Don't Know

Table 35
 Responses to Action Checklist Promotion Policies Audit Item 5
 Are Your Annual Performance Appraisals Racially Unbiased?

Regional Office Supervisors # Yes DK No	District Office Representatives* # Yes DK No	Regional Office Supervisors # Yes DK No	District Office Representatives* # Yes DK No
1 X	1 X	4 X	1 X
	1a X		1a X
	2 X		2 X
	2a X		2a X
	3 X		3 X
	3a X		
	4 X		
	5 X		
	6 X		
	7 X		
8 X			
	Percent 100 0 0		Percent 100 0 0
2 X	1 X	5 X	1 X
	2 X		2 X
	3 X		3 X
	4 X		4 X
	5 X		5 X
			Percent 100 0 0
3 X	1 X	6 X	1 X
	2 X		2 X
	3 X		3 X
	4 X		4 X
	5 X		5 X
			Percent 100 0 0
3 X	1 X	7 X	1 X
	2 X		2 X
	3 X		3 X
	4 X		4 X
	5 X		5 X
			Percent 100 0 0
	Percent 80 0 20		

Statewide Percent for Regional Office Supervisors Yes - 100 Don't Know - 0 No - 0
 Statewide Percent for District Office Representatives Yes - 92 Don't Know - 3 No - 5

*District Office Representatives include District Office Supervisors and Assistant District Supervisors

a - Denotes the response of the Assistant District Supervisors
 DK = Don't Know

An analysis of Table 36 indicates consensus was reached at the regional and district level which supported the existence of periodic written reports for the purpose of monitoring recruitment, selection, and promotional efforts of minorities and females. Managers expressed some concern about their ability to identify, recruit, select, and/or promote qualified minority personnel.

6. Periodic Program Review, Item 2

Does the action plan administrator (do you) meet periodically with minorities who have been recently recruited or promoted to determine their feelings?

Table 37 contains response data to Periodic Program Review, Item 2. The majority of the respondents indicated that periodic meetings were held at the district level for all newly recruited and promoted staff. Exit Interviews were more commonly identified in connection with minority personnel. The Exit Interviews generally involved supervisors above the district level. No clear consensus was reached, at either the regional or district level, which supported Periodic Program Review, Item 2, as an established procedure.

7. Periodic Program Review, Item 3

Does the action plan administrator meet frequently (semi-annually at least) with top management to brief them on the progress to date?

Table 38 indicates that all ROS support the existence of periodic meetings to brief top management on Affirmative Action progress to date. The majority (69%) of the DOS representatives had knowledge which supported the stance taken by the ROS. Eleven (28%) of the 39

Table 36

Responses to Action Checklist Periodic Program Review Item 1
Does the Action Plan Administrator Receive Periodic Reports on the
Status of Recruitment, Selection, and Promotional Efforts?

Regional Office Supervisors # Yes DK No	District Office Representatives*			Regional Office Supervisors # Yes DK No			District Office Representatives*		
	Yes	DK	No	Yes	DK	No	Yes	DK	No
1 X	1 X			4 X			1 X		
	1a X						1a X		
	2 X						2 X		
	2a X						2a X		
	3 X						3 X		
	3a X						3a X		
	4 X						4 X		
	5 X						5 X		
	6 X						6 X		
	7 X						7 X		
	8 X						8 X		
	Percent 100	0	0				Percent 100	0	0
2 X	2 X			6 X			2 X		
	3 X						3 X		
	4 X						4 X		
	5 X						5 X		
	Percent 100	0	0				Percent 100	0	0
3 X	1 X						1 X		
	2 X						2 X		
	3 X						3 X		
	4 X						4 X		
	5 X						5 X		
	Percent 60	0	40				Percent 100	0	0

Statewide Percent for Regional Office Supervisors

Yes - 100 Don't Know - 0 No - 0

Statewide Percent for District Office Representatives

Yes - 95 Don't Know - 0 No - 5

*District Office Representatives include District Office Supervisors and Assistant District Supervisors

a - Denotes the response of the Assistant District Supervisors

DK = Don't Know

Table 37

Responses to Action Checklist Periodic Program Review Item 2
 How the Action Plan Administrative-Coordination Meet Periodically With Minorities
 Who Have Been Recently Recruited or Promoted to Determine Their Feelings?

Regional Office Supervisors # Yes DK No	District Office Representatives* # Yes DK No	Regional Office Supervisors # Yes DK No	District Office Representatives* # Yes DK No
1 X			
	1 X	4 X	1 X
	2 X		1a X
	3 X		2a X
	4a X		3 X
	5 X	5 X	Percent 60 0 40
	6 X		1 X
	7 X		2 X
	8 X		3 X
	9 X		4 X
	10 X		5 X
	Percent 66 0 45	6 X	Percent 80 0 20
	1 X		1 X
	2 X		2 X
	3 X		3 X
	4 X		Percent 33 33 34
	5 X		
	Percent 100 0 0	7 X	1 X
	1 X		2 X
	2 X		3 X
	3 X		4 X
	4 X		5 X
	5 X		Percent 100 0 0
	Percent 20 0 80		
Statewide Percent for Regional Office Supervisors Yes - 57 Don't Know - 0 No - 43 Statewide Percent for District Office Representatives Yes - 64 Don't Know - 3 No - 33			

*District Office Representatives include District Office Supervisors and Assistant District Supervisors.

a - Denotes the response of the Assistant District Supervisors

DK - Don't Know

Table 38

Responses to Action Checklist Periodic Program Review Item 3
 Does the Action Plan Administrator Meet Frequently With Top Management to Brief Them on the Progress to Date?

Regional Office Supervisors # Yes DK No	District Office Representatives*				Regional Office Supervisors # Yes DK No	District Office Representatives*			
	#	Yes	DK	No		#	Yes	DK	No
1 X	1	X			4 X	1	X		
	1a		X			1a	X		
	2	X				2	X		
	2a	X				2a	X		
	3	X			3	X			
	3a	X			Percent 100 0 0				
	4		X		5 X	1	X		
	5	X				2	X		
	6	X				3			X
7	X			4				X	
8	X			5		X			
Percent 82 18 0				Percent 60 40 0					
2 X	1	X			6 X	1	X		
	2		X			2			X
	3	X				3	X		
	4	X				Percent 67 0 33			
	5	X			7 X	1	X		
Percent 80 20 0				2				X	
3 X	1	X				3	X		
	2		X			4			X
	3		X			5			X
	4	X			Percent 20 80 0				
	5	X			Percent 60 40 0				

Statewide Percent for Regional Office Supervisors Yes - 100 Don't Know - 0 No - 0

Statewide Percent for District Office Representatives Yes - 69 Don't Know - 28 No - 3

*District Office Representatives include District Office Supervisors and Assistant District Supervisors

a - Denotes the response of the Assistant District Supervisors

DK = Don't Know

DOS representatives responded "Don't Know" to Periodic Program Review, Item 3.

B. Perceptions from Interview Questionnaires

1. Interview Questionnaire Instrument, Item 7

A greater proportion of minorities are being promoted.

Table 39 indicates that 6 of the 7 ROS stated that a greater proportion of minorities are now receiving promotions than in any single period preceding Affirmative Action. Twenty-eight of the DOS representatives expressed a similar opinion. The majority of the counselors stated that a greater proportion of minorities were not being promoted. Statewide summary percentages indicate increasing agreement to Interview Questionnaire, Item 7, as one proceeds from counselor to regional office level. The comments accompanying responses to Interview Questionnaire, Item 7, remained somewhat consistent throughout, "The agency has moved from close to zero (promotions) to a few."

Comparison of responses given by ROS, DOS representatives, and counselors are presented in Table 40. There appears to be no direct relationship between position category and agreement or disagreement with Interview Questionnaire, Item 7. However, the greatest support for Interview Questionnaire Items continues to come from the regional level. The counselor level continues to express the least support for Interview Questionnaire Items.

Table 39
 Responses to Interview Questionnaire Item 7
 A Greater Proportion of Minorities are Being Promoted

Regional Office Supervisors # A U D	District Office Representatives*			Counselor			Regional Office Supervisors			District Office Representatives*			Counselor			
	#	A	U	D	#	A	U	D	#	A	U	D	#	A	U	D
1 X	1	X			1	X			4	X			1	X		
	1a	X			2	X							2	X		
	2	X			3	X							3	X		
	2a	X			4	X							4	X		
	3	X			5	X							5	X		
	3a	X														
	4	X														
	5	X														
	6	X														
	6	X														
					Percent	73	0	27	Percent	20	0	80	Percent	60	20	20
2 X	2	X			2	X			**6	X			2	X		
	3	X			3	X							3	X		
	4	X			4	X							4	X		
	5	X			5	X							5	X		
					Percent	80	20	0	Percent	40	0	60	Percent	100	0	0
3 X	1	X			1	X			7	X			2	X		
	2	X			2	X							3	X		
	3	X			3	X							4	X		
	4	X			4	X							5	X		
	5	X			5	X										
					Percent	100	0	0	Percent	60	0	40	Percent	60	0	40

Statewide Percent for Regional Office Supervisors Agree - 86 Undecided - 0 Disagree - 14
 Statewide Percent for District Office Representatives Agree - 72 Undecided - 5 Disagree - 23
 Statewide Percent for Counselors Agree - 27 Undecided - 0 Disagree - 73

*District Office Representatives include District Office Supervisors and Assistant District Supervisors
 **Region 6 not included in counselor responses due to unavailability of 5 female and/or minority counselors
 a - Denotes the response of the Assistant District Supervisors
 A = Agree U = Undecided D = Disagree

Table 40

Comparison of Respondents in Each Position Category
to Interview Questionnaire, Item 7

Position	Summary Percentages		
	Agree	Undecided	Disagree
Regional Office Supervisors	86	0	14
District Office Supervisors	71	5	24
Assistant District Supervisors	80	0	20
Counselors	27	0	73
Total Respondents	55	3	42

C. Actual Data from Personnel Files

Percentage of promotions received
by VRS minority personnel from
1963 to 1973.

Figure 8 graphically presents the percentage of promotions received by VRS minority personnel from 1963 to 1973. Analysis of the data in Figure 8 indicate that the greatest percentage of promotions were given to minority personnel in 1972. Affirmative Action was implemented in 1972. The 1973 decrease in the percentage of minority promotions supports to a limited extent the opinion expressed by most counselors and a few DOS that Affirmative Action for minorities is no longer a priority.

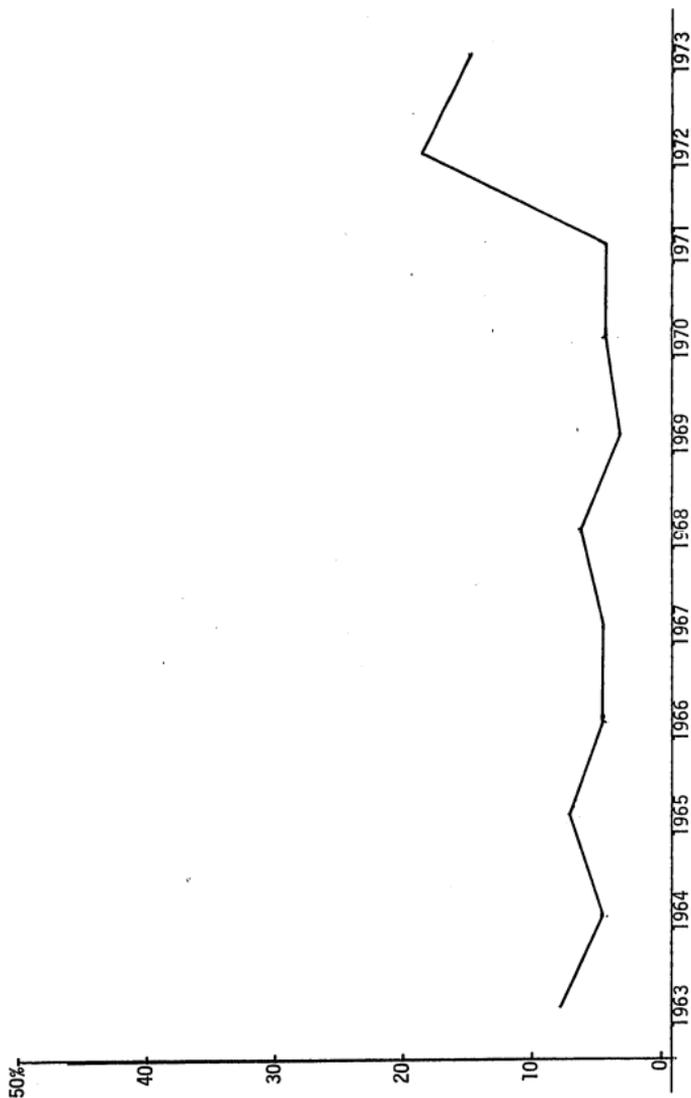


Figure 8. Percentage of Promotions Received by Vocational Rehabilitation Service Minority Personnel

Hypothesis 5. Summary Review

The Affirmative Action Program has improved promotional potential ratings for minorities.

Regional and District Office Supervisors perceived minorities to presently (1972-1973) have the same potential career paths as white males in VRS. Six (86%) of the 7 ROS supported the existence of established targets or goals for minority representation within each job category. The DOS did not support the perceptions of the ROS majority. The DOS took exception to the phrase, by job category.

VRS appears to have developed in the aftermath of Affirmative Action a system to identify qualified personnel for career development and advancement. This system is used to identify and determine training needs for qualified minorities within the agency. Promotional Potential Ratings are completed by DOS for their employees. These ratings are perceived as unbiased by regional and district managers. Fifty-five percent of all respondents, which included 86% of the ROS, 71% of the DOS, 80% of the Assistant DOS, and 27% of the Counselors, perceived that a greater proportion of minorities were being promoted during 1972-1973 than during any single year from 1963 to 1971.

Figure 8 suggests that the percentage of promotions received by minorities increased to its highest level in 1972. The 1972 level for minority promotions represented a 15% increase over the 4% level of 1971. However, the level of promotions attained in 1972 was not maintained in 1973.

The increase in the proportion of minority personnel was sufficient to accept Hypothesis 5. Minorities comprise approximately 10%

of the total staff and obtained approximately 19% of the total promotions in 1972. The greater percentage of promotions received by minorities were to Civil Service positions classified at level 10 and below. The percentage loss reported in Figure 8 for 1973 implies that acceptance of Hypothesis 5 is appropriate only for the time period 1972.

Hypothesis 6. The Affirmative Action Program has increased the frequency of employee complaints regarding discrimination.

A. Perceptions from Action Checklist

1. Promotion Policies Audit, Item 6

Does a minority person who does not feel he/she is being promoted rapidly enough have an appeal procedure with his/her supervisor?

Table 41 indicates all respondents interviewed at the regional and district level supported the existence of an established procedure to appeal decisions regarding promotions. The procedure was identified as part of the Civil Service Process for Grievances. Comments by managers at the district and regional levels suggest only limited use of this process by minority personnel.

2. Promotion Policies Audit, Item 7

Does a minority person who does not feel that he/she is being promoted rapidly enough have an appeal procedure with the action plan administrator?

Examination of Table 42 indicates all ROS replied "Yes" in response to Promotion Policies Audit, Item 7. Thirty-three of the 39 DOS

Table 41
 Responses to Action Checklist Promotion Policies Audit Item 6
 Does a Minority Person Have an Appeal Procedure With His/Her Supervisor?

Regional Office Supervisors # Yes DK No	District Office Representatives* # Yes DK No	Regional Office Supervisors # Yes DK No	District Office Representatives* # Yes DK No
1 X	1 X	4 X	1 X
	1a X		1a X
	2 X		2 X
	2a X		2a X
	3 X		3 X
	3a X		
	4 X		
	5 X		
	6 X		
7 X			
8 X			
	Percent 100 0 0		Percent 100 0 0
2 X	1 X	5 X	1 X
	2 X		2 X
	3 X		3 X
	4 X		4 X
	5 X		5 X
	Percent 100 0 0		Percent 100 0 0
3 X	1 X	6 X	1 X
	2 X		2 X
	3 X		3 X
	4 X		4 X
	5 X		5 X
	Percent 100 0 0		Percent 100 0 0
		7 X	1 X
			2 X
			3 X
			4 X
			5 X
			Percent 100 0 0

Statewide Percent for Regional Office Supervisors Yes - 100 Don't Know - 0 No - 0
 Statewide Percent for District Office Representatives Yes - 100 Don't Know - 0 No - 0

*District Office Representatives include District Office Supervisors and Assistant District Supervisors
 a - Denotes the response of the Assistant District Supervisors
 DK = Don't Know

Table 42

Responses to Action Checklist Promotion Policies Audit Item 7
Does a Minority Person Have an Appeal Procedure with the Action Plan Administrator?

Regional Office Supervisors # Yes DK No	District Office Representatives* # Yes DK No	Regional Office Supervisors # Yes DK No	District Office Representatives*			
			#	Yes	DK	No
1 X	1 X	4 X	1 X			
	1a X		1a X			
	2 X		2 X			
	2a X		2a X			
	3 X		3 X		X	
	3a X		Percent 80 0 20			
	4 X		5 X	1 X		
	5 X			2 X		
	6 X			3 X		
7 X	4 X					
8 X	5 X					
Percent 82 9 9			Percent 100 0 0			
2 X	1 X	6 X	1 X			
	2 X		2 X		X	
	3 X		3 X			
	4 X		4 X			
	5 X		5 X			
	Percent 100 0 0			Percent 67 0 33		
3 X	1 X	7 X	1 X			
	2 X		2 X			
	3 X		3 X			
	4 X		4 X			
	5 X		5 X			
	Percent 60 20 20			Percent 100 0 0		

Statewide Percent for Regional Office Supervisors Yes - 100 Don't Know - 0 No - 0
Statewide Percent for District Office Representatives Yes - 85 Don't Know - 5 No - 10

*District Office Representatives include District Office Supervisors and Assistant District Supervisors
a - Denotes the response of the Assistant District Supervisors
DK = Don't Know

respondents supported the position taken by the ROS. Comments made by the 4 DOS respondents indicate their "no" response was based on their perception that the question implied a separate system from the vehicle (Civil Service Grievance Procedure), identified in response to Promotion Policies Audit, Item 6. The individuals designated as Action Plan Administrator have traditionally been included in that appeal process.

3. Attitude Audit, Item 1

Do you know the direction and strength of the attitudes held by white male employees on the issue of racial discrimination?

Table 43 indicates that all ROS replied "Yes, I am aware of the direction and strength of the attitudes held by white male employees on the issue of racial discrimination." Thirty of the 39 DOS representatives perceived they had knowledge of the attitudes held by white male employees regarding discrimination.

Managers comments at district and regional levels described a continuum of attitudes which ranged from "white backlash" to "acceptance" of the need for corrective action due to past acts of injustice. Ten DOS stated that there was a certain amount of injustice in the Affirmative Action Program. They attributed the injustice to the fact that persons in "power positions" preceding the implementation of Affirmative Action were the least likely to be retarded in their professional growth by the Affirmative Action Program.

Table 43

Responses to Action Checklist Attitude Audit Item 1
 Do You Know the Attitudes Held by White Male Employees on the Issue of Racial Discrimination?

Regional Office Supervisors		District Office Representatives*			Regional Office Supervisors			District Office Representatives*		
#	Yes DK No	#	Yes DK No	#	Yes DK No	#	Yes DK No	#	Yes DK No	
1	X	1	X			4	X	1	X	
		1a		X				1a	X	
		2	X					2	X	
		2a	X					2a	X	
		3	X					3	X	
		3a	X					3	X	
		4				5	X	Percent 100 0 0		
		5	X					1	X	
		6						2	X	
		7	X					3		
		8	X					4	X	
		Percent 73 0 27						5	X	
2	X	1	X			6	X	Percent 80 0 20		
		2	X					1	X	
		3	X					2	X	
		4		X				3	X	
		5	X					Percent 100 0 0		
		Percent 80 0 20					7	X	1	X
3	X	1	X					2		
		2	X					3	X	
		3	X					4		
		4	X					5	X	
		5	X					Percent 20 20 60		
		Percent 100 0 0								

Statewide Percent for Regional Office Supervisors Yes - 100 Don't Know - 0 No - 0

Statewide Percent for District Office Representatives Yes - 77 Don't Know - 2 No - 21

*District Office Representatives include District Office Supervisors and Assistant District Supervisors

a - Denotes the response of the Assistant District Supervisors

DK = Don't Know

4. Attitude Audit, Item 2

Do you know the direction and strength of attitudes held by minority employees on the issue of racial discrimination?

Table 44 indicates 5 of the 7 ROS responded "Yes" to Attitude Audit, Item 2. A majority (77%) of the DOS representatives supported the stance taken by 71% of the ROS. The investigator compared summary response percentages to Attitude Audit, Item 1, to those obtained for Attitude Audit, Item 2, presented in Tables 43 and 44, respectively. The comparison suggests managers at the regional level perceive themselves as possessing more knowledge of white male attitudes than attitudes held by minority employees. The DOS responded consistently in terms of overall summary response percentages to Attitude Audit Items 1 and 2.

5. Attitude Audit, Item 3

Do you possess the behavioral science competence either in-house or via consulting arrangement to measure salient attitudes?

Examination of Table 45 indicates 5 (72%) of the ROS responded "Yes" to Attitude Audit, Item 3. One ROS was unaware of the availability, either internally or externally, of behavioral science competence to measure salient attitudes. Consensus was reached at the district level, which supported the perceptions of the ROS responding "Yes."

The DOS described very limited use of behavioral science methodology in connection with the implementation of the Affirmative Action

Table 44

Responses to Action Checklist Attitude Audit Item 2
 Do You Know the Attitudes Held by Minority Employees on the Issue of Racial Discrimination?

Regional Office Supervisors # Yes DK No	District Office Representatives*				Regional Office Supervisors # Yes DK No	District Office Representatives*				
	#	Yes	DK	No		#	Yes	DK	No	
1 X	1			X	4 Y	1	X			
	1a			X		1a	X			
	2	X				2	X			
	2a	X				2a			X	
	3	X				3	X			
	3a	X				Percent 80 20 0 0				
	4			X		5 X	1	X		
	5	X					2	X		
	6	X					3	X		
7	X			4	X					
8	X			5	X					
Percent 73 0 27				Percent 100 0 0 0						
2 X	1	X			6 X	1	X			
	2			X		2			X	
	3	X				3	X			
	4	X				Percent 67 0 33				
	5	X				7 X	1			X
Percent 80 0 20				2	X					
3 X	1			X	3		X			
	2	X			4				X	
	3	X			5		X			
	4	X			Percent 60 0 40					
	5	X			Percent 80 0 20					

Statewide Percent for Regional Office Supervisors

Yes - 71 Don't Know - 0 No - 29

Statewide Percent for District Office Representatives

Yes - 77 Don't Know - 2 No - 21

*District Office Representatives include District Office Supervisors and Assistant District Supervisors

a - Denotes the response of the Assistant District Supervisors

DK = Don't Know

Table 45

Responses to Action Checklist Attitude Audit Item 3
Do You Possess the Behavioral Science Competence to Measure Salient Attitudes?

Regional Office Supervisors # Yes DK No	District Office Representatives* # Yes DK No	Regional Office Supervisors # Yes DK No	District Office Representatives* # Yes DK No
1 X	1 X	4 X	1 X
	1a X		1a X
	2 X	2 X	2 X
	2a X	2a X	2a X
	3 X	3 X	3 X
	3a X	Percent 100 0 0	
	4 X	5 X	1 X
	5 X	6 X	2 X
6 X	7 X	3 X	
7 X	8 X	4 X	
8 X	Percent 72 9 9	5 X	5 X
2 X	1 X	6 X	1 X
	2 X		2 X
	3 X		3 X
	4 X	Percent 67 0 33	
	5 X	7 X	1 X
3 X	Percent 100 0 0		2 X
	1 X		3 X
	2 X		4 X
	3 X		5 X
	4 X		Percent 100 0 0
5 X	Percent 60 0 40		

Statewide Percent for Regional Office Supervisors Yes - 72 Don't Know - 14 No - 14
Statewide Percent for District Office Representatives Yes - 87 Don't Know - 3 No - 10

*District Office Representatives include District Office Supervisors and Assistant District Supervisors

a - Denotes the response of the Assistant District Supervisors

DK = Don't Know

Program. Reference at this level to the awarding of "points" or the "holding of positions" dependent upon the percentage of minority representation thought necessary, suggests a "token economy" for the implementation of Affirmative Action.

6. Attitude Audit, Item 4

Are you engaged in a substantial attitude change effort through education, group discussion, and other behavioral science methods?

Table 46 indicates that 5 of the 7 ROS stated they were involved in a substantial attitude change effort through education, group discussion and other behavioral science methods. The supervisor in Regional Office 2 expressed a need for such involvement at the district level.

Fifty-nine percent of the DOS representatives responded "Yes" to Attitude Audit, Item 4. These 23 DOS representatives stated their involvement was at the district level and the change effort was informal rather than a formalized structure. Eight of the 16 DOS representatives who responded "No" to Item 4 expressed a need for such involvement at the district level.

7. Attitude Audit, Item 5

Do you possess organization change and development capabilities and are you using them to reduce racial discrimination?

Analysis of Table 47 indicates all ROS replied "Yes" to the double question in Attitude Audit, Item 5. Twenty-four of the 39 DOS representatives stated they possessed organizational change and development

Table 46

Responses to Action Checklist Attitude Audit Item 4
 Are You Engaged in a Substantial Attitude Change Effort Through Behavioral Science Methods?

Regional Office Supervisors # Yes DK No	District Office Representatives* # Yes DK No	Regional Office Supervisors # Yes DK No	District Office Representatives* # Yes DK No
1 X	1 X 1a X 2 X 2a X X 3 X 3a X 4 X X 5 X 6 X X 7 X X 8 X Percent 73 0 27	4 X 5 X	1 X 1a X 2 X 2a X 3 X Percent 80 0 20 1 X 2 X 3 X 4 X X 5 X Percent 80 0 20
2 X	1 X 2 X 3 X 4 X X 5 X Percent 60 0 40	6 X 7 X	1 X 2 X 3 X Percent 33 0 67 1 X 2 X 3 X 4 X 5 X Percent 20 0 80
3 X	1 X 2 X X 3 X X 4 X X 5 X Percent 40 0 60		

Statewide Percent for Regional Office Supervisors Yes - 71 Don't Know - 0 No - 29

Statewide Percent for District Office Representatives Yes - 59 Don't Know - 0 No - 41

*District Office Representatives include District Office Supervisors and Assistant District Supervisors

a - Denotes the response of the Assistant District Supervisors

DK = Don't Know

Table 47

Responses to Action Checklist Attitude Audit Item 5
Do You Possess Organization Change and Development Capabilities And
Are You Using Them to Reduce Racial Discrimination?

Regional Office Supervisors		District Office Representatives*		Regional Office Supervisors		District Office Representatives	
#	Yes DK No	#	Yes DK No	#	Yes DK No	#	Yes DK No
1	X	1	X	4	X	1	X
		1a	X			1a	X
		2	X			2	X
		2a	X			2a	X
		3	X			3	X
		3a	X				
		4	X				
		5	X			2	X
		6	X			3	X
		7	X			4	X
		8	X			5	X
		Percent	55 9 36			Percent	80 0 20
2	X	1	X	6	X	1	X
		2	X			2	X
		3	X			3	X
		4	X				
		5	X				
		Percent	80 0 20			Percent	67 0 33
3	X	1	X			2	X
		2	X			3	X
		3	X			4	X
		4	X			5	X
		5	X			Percent	20 0 80
		Percent	60 0 40				

Statewide Percent for Regional Office Supervisors Yes - 100 Don't Know - 0 No - 0
Statewide Percent for District Office Representatives Yes - 61 Don't Know - 3 No - 36

*District Office Representatives include District Office Supervisors and Assistant District Supervisors

a - Denotes the response of the Assistant District Supervisors
DK = Don't Know

capabilities and were using these skills to reduce racial discrimination. Five of the 14 DOS representatives scored as "No" respondents, claimed possession of organizational change and development capabilities. These 5 respondents stated that it was no longer necessary to use these skills to eliminate discrimination.

B. Perceptions from Interview Questionnaire

1. Interview Questionnaire Instrument, Item 3

Affirmative Action has increased managerial stress in supervising employees.

Analysis of Table 48 indicates that all ROS supported the statement that Affirmative Action increased managerial stress in supervising employees. Forty-six percent of the DOS representatives felt that the increase in managerial stress was related to the Affirmative Action Program. Twenty of the 30 counselors interviewed supported the position taken by the ROS. Their support of Interview Questionnaire, Item 3, was based upon their involvement in, and/or knowledge of, formal and informal complaints of discrimination.

During the interviews with the Assistant Personnel Directors, information was obtained which supports an increase in complaints of discrimination since the Affirmative Action Program was implemented. The investigator does not have written documentation to support the perceived increase reported by the "Yes" respondents to Interview Questionnaire, Item 3. The investigator has observed data documenting 3 complaints of discrimination occurring in one region.

Table 48
Responses to Interview Questionnaire Item 3
Affirmative Action has Increased Managerial Stress in Supervising Employees

Regional Office Supervisors		District Office Representatives*		Counselor		Regional Office Supervisors		District Office Representatives*		Counselor					
#	A	U	D	#	A	U	D	#	A	U	D				
1	X			1a	X			1	X						
				2	X			2	X						
				3	X			3	X						
				4	X			4	X						
				5	X			5	X						
				Percent	60	0	40	Percent	60	0	40				
				Percent	80	0	20	Percent	80	0	20				
2	X			1	X			1	X						
				2	X			2	X						
				3	X			3	X						
				4	X			4	X						
				5	X			5	X						
				Percent	40	0	60	Percent	60	0	40				
				Percent	60	0	40	Percent	80	0	20				
3	X			1	X			1	X						
				2	X			2	X						
				3	X			3	X						
				4	X			4	X						
				5	X			5	X						
				Percent	40	0	60	Percent	60	0	40				
				Percent	20	0	80	Percent	40	0	60				
Statewide Percent for Regional Office Supervisors				Agree - 100				Undecided - 0				Disagree - 0			
Statewide Percent for District Office Representatives				Agree - 46				Undecided - 0				Disagree - 54			
Statewide Percent for Counselors				Agree - 67				Undecided - 0				Disagree - 33			

*District Office Representatives include District Office Supervisors and Assistant District Supervisors
**Region 6 not included in counselor responses due to unavailability of 5 female and/or minority counselors
a - Denotes the response of the Assistant District Supervisors
A = Agree U = undecided D = Disagree

Table 49 presents a summary comparison of ROS, DOS, Assistant DOS, and counselors to Interview Questionnaire, Item 3. The total respondent percentage indicates the inability of these groups to reach a consensus to either accept or reject the relationship between Affirmative Action and managerial stress.

Table 49

Comparison of Respondents in Each Position Category
to Interview Questionnaire, Item 3

Position	Summary Percentages		
	Agree	Undecided	Disagree
Regional Office Supervisors	100	0	0
District Office Supervisors	47	0	53
Assistant District Supervisors	40	0	60
Counselors	67	0	33
Total Respondents	59	0	41

Hypothesis 6. Summary Review

The Affirmative Action Program has increased the frequency of employee complaints regarding discrimination.

The ROS and DOS support the existence of established procedures for processing complaints of discrimination. Minority and non-minority personnel, who do not feel that they are being promoted rapidly enough, have an avenue for appealing the decision within the Civil Service Grievance Procedures. The availability of this procedure combined

with the recent re-emphasis on Civil Rights has created a new awareness of problems arising from acts of discrimination. There appears to have been an increase in formal complaints of discrimination. An Assistant Personnel Director supported this statement. Counselors interviewed provided additional support to the increase in complaints of discrimination.

The ROS appeared to be more aware of the direction and strength of the attitudes held by white male employees than those held by minority employees. The DOS representatives portrayed the same level of awareness for minority and non-minority personnel.

The DOS, and to a lesser extent, the ROS perceived they possessed behavioral science competence to measure salient attitudes. Table 46 indicates only 59% of the DOS representatives used their behavioral science competence to gain "relaxed" acceptance for the Affirmative Action concept.

Organization change and development capabilities were used by all ROS and 29 of the 39 DOS representatives to reduce racial discrimination. All ROS and 20 of the 30 Counselors interviewed stated Affirmative Action had increased managerial stress in supervising employees. The investigator can offer no logical explanation for this alliance, although agreement was not common on other items.

The Assistant Personnel Directors interviewed by this investigator related an increase in complaints regarding discrimination. These individuals occupy positions which should give them knowledge of and access to information regarding complaints of discrimination.

The investigator accepts, with reservations, Hypothesis 6. The subjectivity of the investigator's research data and the unavailability and/or inaccessibility of historical records documenting an increase in the frequency of discrimination complaints are factors contributing to the "acceptance with reservations" of Hypothesis 6.

Chapter 5

SUMMARY, DISCUSSION OF FINDINGS, CONCLUSIONS, AND RECOMMENDATIONS

This chapter will provide a brief description of the purposes and design of this study, discuss the findings in relation to the problem investigated, present the conclusions and make brief recommendations based upon the findings of this study.

Summary

The purposes of this study were to: (1) examine one agency's statewide response to Civil Rights legislation in the area of employment; (2) make a comparison of agency personnel practices, pre and post Affirmative Action implementation; (3) identify problems and suggest alternative strategies which may be of assistance to other state agencies in their on-going effort of Affirmative Action.

One Michigan state agency was investigated in this study. Agency participants consisted of 2 Assistant Personnel Directors; 46 Managers in 34 districts and 7 regions; and 30 female and/or minority Counselors.

A modification of the Action Checklist (Slevin, 1973) and an Interview Questionnaire were used to obtain information during the field interviews which addressed the hypotheses. Personnel records were reviewed for actual data which would reflect agency personnel practices. The data were compiled in tables and graphs. It was then

analyzed in three ways:

- A. Perceptions from Action Checklist.
- B. Perceptions from Interview Questionnaire.
- C. Actual Data or Documentary Evidence from Personnel Records.

Based upon a summary review of the data, the investigator stated whether each hypothesis was supported or not supported.

Discussion of Findings

Hypothesis 1. Summary Review

The Vocational Rehabilitation Service (VRS) Affirmative Action Program has increased the proportion of minority personnel employed in full time positions.

Although complete consensus and clarity of purpose were often-times absent, the perceptions of the managers in response to the Action Checklist and the Interview Questionnaire items appeared to support Hypothesis 1. The actual data obtained from the personnel files supported the perceptions of the managers and to a lesser extent those of the counselors, that the Affirmative Action Program had increased the proportion of minority individuals occupying full time positions from January, 1972 to December, 1973. Hypothesis 1 was accepted with reservation. The reservation was based upon the statistical significance of the increased percentage (6%) of minority representation.

Hypothesis 2. Summary Review

The VRS Affirmative Action Program has increased the proportion of female personnel occupying full time professional VRS positions.

Managers' perceptions tended to support the existence of increased female representation in professional positions. There appeared to be

more confusion as to the agency's position on Affirmative Action for women, then was expressed by the same respondents in regards to minorities. Nevertheless, female representation in the professional ranks increased by 14% in 1972. This represented the largest single increase in any year during the time span of this study.

Hypothesis 3. Summary Review

The greater percentage of minorities remained at Civil Service level 10 and below.

Although VRS managers supported the existence of the VRS policy to actively recruit minorities for positions located at all levels in the agency, selection of minorities for positions continued to be a problem. The percentage of minorities hired was perceived to be at least as great as the percentage of minorities on the Civil Service register. Managers perceived a change in the personnel profile of VRS at the counselor level. The greater percentage (85%) of minority personnel remained at Civil Service level 10 and below.

Hypothesis 4. Summary Review

The Affirmative Action Program has modified the Civil Service employment selection process to improve employment practices.

This hypothesis was not supported. Some procedural changes had been attempted which supported the direction expressed in the hypothesis. The elimination of the 07 exam, the creation of the band system, the rule of three plus one, and the second roster are but a few examples of attempts to modify the Civil Service employment selection process. The elimination of provisional hiring and other temporary

modifications to the employment selection process were the basis for not supporting this hypothesis.

Hypothesis 5. Summary Review

The Affirmative Action Program has improved promotional potential ratings for minorities.

VRS managers perceived minorities to presently (1972-1973) have the same potential career paths as white males in VRS. The percentage of promotions received by minorities increased to its highest level in 1972. Minority employees comprised approximately 10% of the total VRS staff in 1972 and received 19% of the promotions. Contrary to expected results, the level of promotions attained in 1972 was not maintained in 1973. The percentage loss in 1973 implied that acceptance of Hypothesis 5 was appropriate only for 1972.

Hypothesis 6. Summary Review

The Affirmative Action Program has increased the frequency of employee complaints regarding discrimination.

Hypothesis 6 was accepted with reservations. The Assistant Personnel Directors and other respondents interviewed by the investigator related an increase in complaints regarding discrimination. The Assistant Personnel Directors occupied positions which should have given them knowledge of and access to information regarding complaints of discrimination. The subjectivity of the investigator's data and the inaccessibility and/or unavailability of historical records documenting an increase in the frequency of discrimination complaints are factors contributing to acceptance, with reservations, of Hypothesis 6.

Conclusions

Affirmative Action affected the personnel practices of managers within the state of Michigan, Department of Education, Vocational Rehabilitation Service. Hypotheses and conclusions:

1. The VRS Affirmative Action Program increased the proportion of minority personnel employed in full time positions.
2. The VRS Affirmative Action Program increased the proportion of female personnel occupying full time professional VRS positions. Contrary to the expected outcome, females (predominantly white females), have made substantial gains in obtaining supervisory staff positions, although the Affirmative Action policy was not focused upon females.
3. The greater percentage of minorities remained at Civil Service level 10 and below. Some gains beyond this level have been made (i.e., minority males occupied 4, 10% of the 41 District and Regional Office Supervisor positions in the Field Services Section of VRS).
4. The Affirmative Action Program modified the Civil Service employment selection process to improve employment practices. The data indicated to the contrary. Changes in the selection process were attempted. However, the traditional system appeared to be only minimally changed.
5. The Affirmative Action Program improved the promotional potential ratings for minorities in 1972. Minority employees received 19% of the promotions given in 1972, the year Affirmative Action was

implemented. Data indicated acceptance was appropriate for only 1972, not 1973.

6. Affirmative Action increased the frequency of employee complaints.

The investigator concluded that Affirmative Action affected the personnel practices of managers in the state agency investigated. The most dramatic affect appeared to occur in 1972 and resulted in greater changes in personnel composition than in personnel policies and attitudes.

Of the respondents interviewed, the greater commitment to VRS' Affirmative Action Program was verbalized by managers occupying Regional Office Supervisor positions. These individuals were perceived as making important contributions to the development and on-going operations of VRS' Affirmative Action Program. The District Office Supervisors verbalized comments which could be categorized as compliance related. They perceived themselves as having minimal input into the establishment of Affirmative Action goals and objectives. The females and minority counselors interviewed perceived management to be only verbally committed to Affirmative Action.

Recommendations

In a most pragmatic sense, Affirmative Action appeared to affect the personnel practices of managers within the state of Michigan, Department of Education, Vocational Rehabilitation Service. Dr. Peckham, Michigan's Director of VRS until March, 1974 (died March, 1974), provided the initial direction, coordination and supervision of that

agency's Affirmative Action Program. The responsibilities of implementing the program were diffused throughout state, regional, and district levels of management. This distribution of responsibilities did not negate the fact that authority regarding personnel practices continued to be vested in the Civil Service Personnel Office. The Regional and State Office Supervisors appeared to have the greatest ability to influence this personnel unit.

There appeared to exist an overlap of functions with managers at the district, regional, and State Office levels involved in the functions of personnel recruitment, selection, etc. A problem appeared to exist not so much in the overlapping of functions, but in the lack of coordination among the involved parties to resolve problem issues related to personnel practices.

The problems involved in providing women and minorities with more opportunity appeared to fall heaviest upon the VRS managers. Comments accompanying responses to the Action Checklist, Attitude Audit items suggest that there may be a need to work with the attitudes of some agency managers.

Slevin (1973) suggests and the investigator concurs that the immediate problems for managers appear best to be answered by adopting a "total systems" view of the problem. The flow chart portrayed in Figure 9 illustrates an action program that looks at the total personnel system. The recruitment, selection, training, and promotional process has a number of steps.

The personnel department authenticates the need for additional personnel as this need is felt by each agency, and then asks, "Can

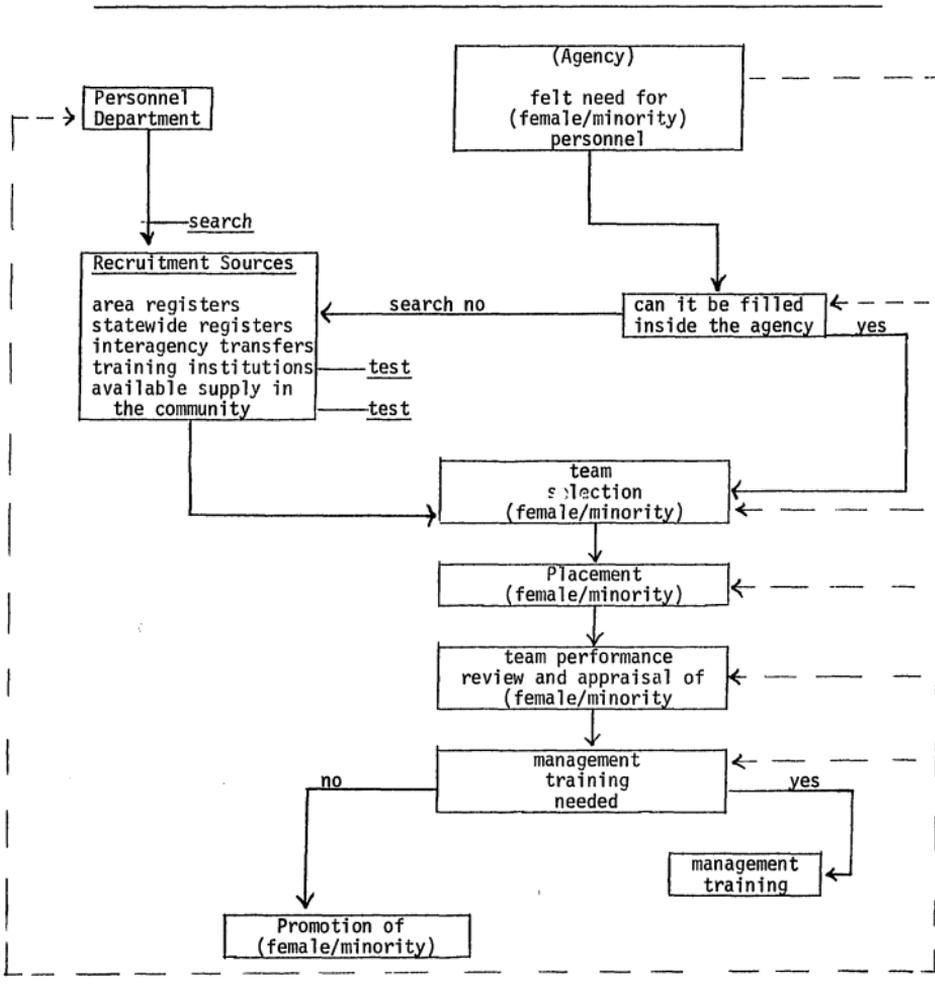


Figure 9. Total Systems Approach to Personnel Selection

----- = Feedback loop

this need be filled from within the agency?" If "Yes" than a personnel team (composed of a minority, female, and white male, who have knowledge of the position's bona fide occupational requirements from peer/management perspective) should conduct a performance review and appraisal. The results of which will determine the need for management training prior to promotion, immediate promotion, or the need to search for personnel outside the organization. If the answer is "No" the agency and personnel department coordinate search activities in their respective environments seeking potential workers who possess the characteristics required.

In the search process testing is used to ensure that minimum qualifications of the position are met. Where examinations are used as screening instruments, the validity and reliability of the instrument should be such that (Stahl, 1971) "merit or achievement governs each individual's selection and progress in the service," not inclusion in a specific racial group.

Once individuals are selected for employment, they must be placed so that their characteristics match the requirements of the positions that need additional manpower. (Inappropriate placements can cause damage to any program.) Maintaining persons (females and minorities) in the system necessitates providing adequate feedback regarding performance, promotional opportunities, etc.

VRS' Affirmative Action Program has its' feedback loop (Exit interviews) at a point in the personnel process that appears to be somewhat ineffective in maintaining minorities and to a lesser extent

females within the agency. Information gained at this point generally has minimal utility in maintaining the exiting employee and is often-times not recalled as being a valid concern until a similar situation is reported. It is suggested that feedback should:

1. be a continuous process.
2. occur after selection, placement, promotion, etc.
3. be used to constructively evaluate the existing system.
4. identify necessary changes to maintain and/or develop a viable personnel system that is responsive to twenty-first century demands.

Utilization of feedback in this manner necessitates continuous monitoring of the Affirmative Action Program even after compliance standards have been reached.

The investigator suggests the need for:

1. more specific written definition of the missions and objectives of Affirmative Action.
2. monitoring and reporting of staff composition by Civil Service Classification level.
3. clarification of personnel attitudes regarding Affirmative Action.
4. more emphasis on the specific benefits that can accrue as a result of Affirmative Action.
5. clarification of the non-discrimination and protective clauses contained in the 1972 Civil Rights Guidelines.

A more in-depth study of VRS and other governmental agencies is thought necessary to determine the efficacy and utility of the investigator's recommendations.

The use of two interviewers, one minority and one non-minority, might be explored to determine the effect on reported perceptions. The investigator suggests use of periodic time studies to determine changes in Affirmative Action Program trends. Effective programming is partially based upon review and reconciliation based upon program feedback.

Appendix A
AFFIRMATIVE ACTION

MICHIGAN
DEPARTMENT OF EDUCATION
VOCATIONAL REHABILITATION SERVICE

TO: State, Region, District Supervisors, Lloyd Chapman
Bill Edmondson

FROM: Ralf Peckham

SUBJECT: Affirmative Action

DATE: October 9, 1972

The Civil Rights Act is a federal law which all agencies using federal funds must contractually agree to uphold both in principle and in practice. Recently, the agency's Affirmative Action Program for Equal Employment Opportunity was completed and introduced. This plan reflects our legal requirements under the Civil Rights Act.

To fully carry out our responsibility and obligation with regard to compliance, VRS must assure a policy of equal opportunities within the agency. Moreover, it is important that all employees of the agency be fully apprised of the agency's position and obligation to an effective Affirmative Action Program.

We are requiring that each employee receive his own copy of the Affirmative Action Program and that a signed receipt be kept on record in the local office. We are providing each office with sufficient copies and are requiring that supervisors assure that every employee and future employee receive a copy of this important statement. We expect 100% distribution of this document.

GT:mas

Attachments

AFFIRMATIVE ACTION PROGRAM FOR
EQUAL EMPLOYMENT OPPORTUNITY

STATE OF MICHIGAN
DEPARTMENT OF EDUCATION
VOCATIONAL REHABILITATION SERVICE
1972

INTRODUCTION

This action plan will deal with policy of equal employment opportunity as it relates to internal personnel matters (recruitment, hiring, upgrading, employee complaints of discrimination, etc.) of Vocational Rehabilitation Services. At a later date, sections will be added which will include civil rights policy and procedural guidelines related to Vocational Rehabilitation Services vendor compliance in services to VRS clients, as well as acts of discrimination against clients who are seeking to complete the final phase of vocational rehabilitation with respect to employment.

It should be noted that in addition to the action plan of Vocational Rehabilitation Services, the agency will also work cooperatively with the Michigan Civil Rights Commission and the Federal Office for Civil Rights with regard to implementing and monitoring not only this action plan as it relates to equal employment practices but also with regard to the agency's statement of compliance to the Federal Civil Rights Act as presented in the Michigan State Plan for Vocational Rehabilitation. The agency's coordinated efforts with Michigan Civil Rights Commission will focus particularly on the compliance review and monitoring of the vendors used by VRS. For this latter purpose the agency will exercise responsibility in calling to the attention of the Michigan Civil Rights Commission those incidents as warrant their compliance review function.

Additionally, it is understood that besides the agency's internal review and monitoring system of this action plan, the agency will also be reviewed on at least an annual basis by the Federal Office for Civil Rights.

The Department of Education, Vocational Rehabilitation Service, hereby reaffirms its policy of equal employment opportunity and compliance to Title VII of the Federal Civil Rights Act. To assure full implementation of this policy, Vocational Rehabilitation Service operations shall act affirmatively to:

1. Recruit, hire and promote for all job classifications without regard to race, creed, color, national origin, sex or age except where sex or age is a bona fide occupational qualification.
2. Base decisions on employment solely upon an individual's qualifications for the position being filled and in accordance with Michigan Civil Service rules and regulations.
3. Make promotional decisions based upon the qualifications of the individual applicant as those qualifications related to the requirements of the position for which the applicant is being considered.
4. Insure that all agency personnel programs, including departmental sponsored training, education, tuition assistance, social and recreational programs, will be taken or administered without regard to race, creed, color, national origin, sex or age (except where sex or age is a bona fide occupational qualification).

Vocational Rehabilitation Services will conduct periodic analyses of all personnel actions of the agency to insure compliance with the above-mentioned policies.

A N A L Y S I S

Vocational Rehabilitation Services will conduct an analysis wherein minority group representation in all job categories will be evaluated, and the personnel procedures of the responsible program segment will be reviewed.

1. At least on a quarterly basis during work reviews between the Regional Supervisors and the Director, Regional Supervisors will be requested to present data relative to their plans of and progress toward the recruitment and hiring of minority employees at all job levels.
2. Improvements can be made in said program by increasing our contacts with predominately Black colleges and actively recruiting through minority employment agencies who have a proven history of placing minority applicants.
3. A more thorough review system of minority employee backgrounds, qualifications and potentials be devised to assure consideration to all individuals qualified for promotions and future openings by individually interviewing each minority employee to assist him or her in establishing goals and methods of obtaining these growth goals.

This analysis and counseling of minority employees shall continue so that as opportunities to upgrade come about, this Affirmative Action Program shall be meaningful. A skill bank of minority employee qualifications and desires shall be established for review by the Agency director or his designee as promotional opportunities occur. The skill bank will be reviewed prior to a selection for each promotional vacancy.

4. The agency training supervisor will be provided data by the field relative to the representation of minority employees in all agency sponsored and supported training programs. This data will be available to the Civil Rights Committee for analysis and review.
5. Departmental sponsored Tuition Refund Training Programs will continue to be based on the principle of Equal Opportunity. The Agency will continue to counsel the minority employees of the opportunities to be gained through additional education.

A F F I R M A T I V E A C T I O N

1. Endeavor to achieve greater representation in the professional, administrative and management positions.
 - a. Actively recruit minority colleges and areas where qualified minority applicants are available.
 - (1) As a minimum objective the agency will strive toward representation of minority employees in all levels of staff in each of the agency's offices to at least the same degree as they are represented in the community in which their work station is located.
2. Vocational Rehabilitation Services has a full-time Civil Rights Committee whose responsibilities are the following:
 - a. To determine compliance with applicable Federal and State regulations concerning legal requirements on anti-discrimination; and to make recommendations to the Director to improve the Equal Employment Opportunity Program.
 - b. Provide training to Agency Supervisors so that they will, on a scheduled basis, review for equal representation and employment opportunities:
 - (1) The community in which the district office is located, its manpower resources, social climate, etc.

- (2) The manpower needs of agency-used facilities and their manpower planning program.
- c. Upon request of Agency director, review and analyze pertinent statistical data on personnel actions such as; employment, upgrading, demotion, transfer, recruitment, recruitment advertising, layoffs, terminations, rates of pay, training, educational programs, and such other personnel actions as may be appropriate.
 - d. Upon request of Agency director, to investigate and react on complaints of discriminatory practices and to recommend steps to avoid the repetition of such complaints.
 - e. To initiate and propose recommendations designed to attract, retain, and upgrade minorities in the agency.
 - f. To train supervisors to be abreast of the community's needs through application and functioning in action groups and organizations designed to promote equal opportunity for minorities.
3. During the course of investigating Civil Rights complaints, the Civil Rights Committee shall identify and be given clearance to review pertinent data in the personnel folders of the individuals under study and to work closely with all facets of personnel operations to effectively implement all programs pertaining to Equal Employment Opportunity.

When reviewing Civil Rights matters the Civil Rights Committee shall report directly to the Director of Vocational Rehabilitation Services and with his direction and delegated authority meet with all levels of management in the establishment and implementation of Affirmative Action Programs. The Civil Rights Committee shall be responsible to review and analyze the progress in all areas of minority employment and the reporting of deficiencies to the Director for corrective action.

ANNUAL INVENTORY OF PROGRESS

In order to assure that affirmative action is taken on those areas outlined in this program, an Annual Inventory of Progress report will be compiled by the Civil Rights Committee and will include the following:

1. Summary of goals and achievements.
2. Analysis of why goals were or were not achieved.

3. Restatement of those goals or establishment of revised goals.
4. Statement of newly identified problem areas and suggested corrective measures.
5. Turnover study (all minority employees terminating employment must have exit interviews with supervisors with reports of those interviews submitted to the Civil Rights Committee.)

This program is effective forthwith under my personal supervision. The problems have been identified and the commitment has been made to act. It is now up to everyone to extend his fullest cooperation to the program. This is vitally important if we are to meet these important goals and make the term "Affirmative Action" more meaningful.

This program is effective immediately.

APPROVED:

Ralf A. Peckham

July 27, 1972

Appendix B

CIVIL RIGHTS COMPLIANCE VERSUS AFFIRMATIVE ACTION

State of Michigan
Department of Education
Vocational Rehabilitation Service

TO State, Regional, and District DATE October 12, 1972
Office Supervisors

FROM Ralf A. Peckham

SUBJECT Definitions: Civil Rights Compliance Versus Affirmative
Action

Several years ago, the attack on discrimination in the hiring of minority candidates was initiated via the Civil Rights Act. Specifically, this was a passive piece of legislation which applied a sanction against a public agency if a qualified minority candidate was rejected for employment on the probable base of skin color, ethnic origin, etc. If, after a number of years of hiring staff through the normal processes, a given agency still remained "lily white," there was some assumption on the part of the Civil Rights Commission that a condition of de facto discrimination must have occurred somewhere along the line. However, the basic thrust of the original Civil Rights Act is one that permits passivity on the part of the employing agency and only gets tough when the employing agency seems to commit an overt discriminatory act against an individual who has finally knocked on its employment door.

Affirmative Action is a new legislative connotation in the overall Civil Rights arena. The basic difference in Affirmative Action is that it requires initiatory action rather than passivity on the part of the employer. Under Affirmative Action, an employing agency cannot wait for Civil Service registers to be laid on the employer's desk so that he can pull off a name of a minority candidate from among the top three names, employ that person, and assume that he is in conformity with the Affirmative Action Plan. He is not. He is merely behaving as though the Affirmative Action concept had never come into existence, and he is still laboring under the delusion that compliance with the original Civil Rights Act is all that is required. Affirmative Action means that you do not wait for the applicant to come to you, but that rather you go to where the applicant might be. You will not ordinarily find that applicant ensconced in an appropriate Civil Service register. Affirmative Action means you literally grab him by the hand; move him

through an on-the-spot Civil Service examination; and then run his credentials through the personnel process for employment. During this past year, the Michigan Civil Service Commission has made a number of adjustments in the Civil Service process so that agencies can skip by white males on the registers in order to reach a minority person further down the list, and who may have just been qualified by an on-the-spot examination.

Please distinguish between routine Civil Rights compliance that is passivity oriented as opposed to Affirmative Action which is activity oriented.

RAP/ng

Appendix C

INTERVIEW QUESTIONNAIRE INSTRUMENT
RESPONSE PERCENTAGES TO QUESTIONS NOT REPORTED IN CHAPTER 4

Interview Questionnaire Instrument
Response Percentages to Questions Not Reported in Chapter 4

Items	Agree	Undecided	Disagree
1. Affirmative Action has increased the proportion of minority individuals involved in managerial positions.			
2. Affirmative Action has increased the proportion of females involved in managerial positions.			
3. Affirmative Action has increased managerial stress in supervising employees.			
4. Affirmative Action has created recruitment problems.			
5. Affirmative Action has created delays in client services.	21	3	76
6. Affirmative Action has favorably changed the personnel profile of VRS.			
7. A greater proportion of minorities are being promoted.			
8. Affirmative Action has created morale problems.	68	2	30
9. Affirmative Action has improved the manpower resources utilized by VRS.	83	10	7
10. Affirmative Action in VRS, as you perceive it, means corrective action to create equal opportunity for all applicants.	92	0	8
11. With respect to other social service agencies, VR is ahead in implementing its Affirmative Action Program.	68	18	14

Items	Agree	Undecided	Disagree
12. With respect to private industry, VR is ahead in implementing its Affirmative Action Program.	34	42	24
13. What, if anything, is the most beneficial result of VRS' current Affirmative Action Plan?			

District Office Representatives

1. Affirmative Action required that management take a look at its staff development programs and create appropriate training programs for agency personnel.
2. Affirmative Action has at least gotten more Blacks and women in the door of VRS.
3. Affirmative Action opened the doors to a greater number of people, where I think they had been closed before Affirmative Action. When you have more people who are qualified to choose from, you should have a better staff.
4. Affirmative Action has allowed the agency to recruit and place an exceptional person who happens to be a female or minority.
5. The biggest benefit would be having a larger pool of people to draw from for promotions. You would add, I feel, a certain amount of strength to the organization through diversity of backgrounds, races, and sexes. I think it makes for a stronger more reality oriented agency due to the fact VRS recognizes that there is more than one race or sex on the earth and governs itself accordingly.
6. It has created inroads to the management level for the minority candidates. I'm not sure whether we've achieved any significant degree of success, simply due to the vacuum stage we have created over the past number of years within our agency. I think we are trying.
7. Affirmative Action is going to provide for a fair and equitable exchange in employment and in the distribution of qualified individuals.
8. Affirmative Action has resulted in much more equal opportunity when the administration tells us to "look at your office, you don't have any women or any Blacks." It makes me wonder who has been doing the hiring for the last 20 years, I haven't been. It was them (the administration). I think its a debt that has to be paid. Particularly with women, we've lost out on potential management and support staff possibilities. Many women never got pass the interview.

9. Affirmative Action is reality-oriented and thus enables the agency to have the competency to deal with the community problems.
10. It keeps the Civil Rights Commission off your back. I guess it demonstrates a positive image to minorities who are our clients. I think because it was mandated my first answer is most accurate.

Regional Office Supervisors

1. I believe that Affirmative Action has better qualified our services not only to minority clients but to our general service population. It has brought about increased sensitivity in working with clientele. This also would be true in terms of staff attitudes and staff feelings related to a question asked earlier. I feel Affirmative Action has improved staff attitudes and staff feelings.
2. For me in this region (now when we are seeking candidates), we are close to the time when we can enjoy the luxury of looking at people as individuals and hiring them on their merits. We've moved beyond the point where we've hired only white males.
3. It highlights the problem in which many people were completely unaware. It highlights the fact that there are resources which we can ill afford to not utilize. I think it might be even making a few Christians out of a few people.
4. The minority and female person, who has the potential to be a manager or take the responsibility of management, is given the opportunity to avail themselves of this agency's program. They can build upon it along with management, thus moving qualified individuals into management. We have to avoid, of course rather race, creed, or color are involved in it.

Counselors

1. Affirmative Action enabled management to recruit and place exceptional individuals.
2. More Blacks and women have obtained some entry level professional and lower level positions.
3. The agency has discriminated for a large number of years against women and more specifically against minorities. Now women and minorities are being employed. A few women and minorities are being promoted.
4. The most beneficial result is the attitude that management professes regarding recruitment, selection, promotion, training, etc. of females.

5. I've not seen beneficial results, but more subtle discrimination.
6. We've always had Affirmative Action. It never worked outside _____ County.
7. It's given women more opportunity to advance into staff positions and Assistant District Office Supervisor positions.

Item 14. What change, if any, would you make to make Affirmative Action more effective?

District Office Representatives

1. There is a lack of qualified individuals in certain geographic locations. This created a problem for Affirmative Action. There needs to be a better way to distribute the knowledge of individuals or applicants (who are minorities) that are interested in VR employment. This information would be of great assistance.
2. None.
3. There should have been input from the DOS and community rather than have an arbitrary percentage placed on the district by the region. Affirmative Action should include disabled individuals.
4. One of the enormous stumbling blocks has been our desire to implement, to go out and recruit, after identification to place qualified candidates. We find ourselves bogged down by a Civil Service system which forced us to lose or disenchant the candidates because of the bureaucratic red tape. There was a commitment on the part of our staff. The change needed in Civil Service was the biggest problem.
5. We need to set longer range goals, demand higher caliber minorities. We should have one standard for promotions and for new hires. I would recruit at the senior college levels. Long range effort instead of changing the agency over night. I would be more concerned with new hires than worry about promoting minorities already in the organization. I think initially it was a poor response in terms of the quality of the people obtained. Things are improving. True, in the past, the agency hired incompetent whites. Two wrongs don't make a right.
6. We need better recruitment from some of the sources you mentioned. We need better coordination among the total process.
7. We need to change the Civil Service employment system to make it more responsive to agency needs. It takes too long to get people into the bureaucratic system.

8. The obvious change, there is the consternation of the plan itself in having to work in the Civil Service System. It places some real restrictions on recruitment. It places me in binds I can't control. If there is only one minority on the register, there is nothing I can do to recruit more than one.
9. Recruitment should have been from outside. State positions should be rotated and State Office staff should be brought back into the field and in district level positions.
10. Some offices are using aide positions to meet the commitment of Affirmative Action and no attempt was made to assist this person with professional growth. More specific professional growth steps should be spelled out in the Affirmative Action Plan.

Regional Office Supervisors

1. None
2. Changes in the Civil Service personnel process. It operates too slowly.
3. Well, this is very current and only temporary, I hope. It has to do with the current Civil Service constraint on provisional hiring. We had flexibilities which we exploited until three months ago: (1) Provisional hires, (2) a greater number of classifications for entry and promotion which are not available now, etc. In other words, we have procedural and mechanical regulations that need to be changed.

Counselors

1. I'd analyze the bureaucratic racism of VR that stagnates the mobility of Blacks and women by reviewing career development (its past and present) and the percent of Blacks and women in each level. I'd particularly be concerned with the levels 09 and above.
2. I'd give the DOS and ADOS training in self-analysis. Most whites in managerial positions don't know how to recognize and deal with their own racism. They patronize, tokenize, and/or ostracize, all of which evidence racist techniques.
3. I'd give all new minority and female hires extensive training and document training efforts by signature of new hires. I've seen in the _____ Office a highly inadequate training program. Women and Blacks have been ostracized because of inadequacies and whites have been transferred because of theirs. This, again, is a racist technique. The DOS can say, "We tried Affirmative Action, but it didn't work."

4. Specific goals for women should be included in the Affirmative Action program.
5. I can't suggest a change. I haven't received the Affirmative Action program.
6. I plan to leave soon. I realize I will have more opportunity to advance outside of the agency.
7. The attitude of the male trainer convinces me I'm perceived as incompetent. I rather leave than fight a losing cause. I'm more perceptive than aggressive.
8. There needs to be constant review of the personnel to determine what has happened to persons throughout the personnel process. Affirmative Action is more than recruitment.
9. It should include handicapped individuals.
10. I should be rewritten.

Appendix D
ACTION CHECKLIST INSTRUMENT
RESPONSE PERCENTAGES TO QUESTIONS NOT REPORTED
IN CHAPTER 4

Action Checklist Instrument*
Response Percentages to Questions Not Reported
in Chapter 4

	<u>Yes</u>	<u>Don't Know</u>	<u>No</u>
<u>Top Management Commitment Audit</u>			
1. Does top management favor an Affirmative Action Plan?	93%	0%	7%
2. Is top management willing to spend the resources necessary to develop and implement Affirmative Action?	89	0	11
3. Does top management know what an action plan will cost? (Cost implies more than financial encumbrances?)	61	13	26
4. Is top management willing to provide the Action Plan administrator with the authority he needs?	78	7	15
5. Does top management realize the benefits that will accrue from an action plan?	80	0	20
<u>Administration Audit</u>			
1. Is a top level administrator in charge of the action plan?	78	11	11
2. Does this administrator have clear lines of authority upward?	85	7	8
3. Does this administrator have clear lines of authority downward?	93	0	7
4. Have the missions and the objectives of the action plan been established?			
5. Do the objectives have specific and reasonable time deadlines? (Some change evidenced in one year)	76	4	20

*Female questions not used because of rights reserved by University of Michigan. Human Resource Management publication.

	<u>Yes</u>	<u>Don't Know</u>	<u>No</u>
6. Does the administrator have sufficient support staff to implement the Affirmative Action Program?	85%	0%	15%
7. Do you have accurate and accessible data concerning minorities at various levels in the organization?	85	0	15
8. Do you have national statistics concerning the employment of minorities?	63	4	33
9. Have periodic reports been written on minority employment by level so that progress (or lack of it) can be monitored continuously?			
10. Do you have a working knowelgde of the law?	85	0	15
11. Have targets been set for the percentage of minority employees by job classification for the next 5 (4, 3, 2, 1) year(s)?			

Recruitment Audit

1. Have recruitment goals for minorities been set?			
2. Are minorities being actively recruited now for jobs at all levels?			
3. Are you recruiting at any predominantly minority-populated colleges?			
4. Are there any minority recruiters?			
5. Are your recruiters aware of your action plan so that they can describe it to a potential recruit?	83	0	17
6. Is the potential minority recruit given a clear idea of his/her likely progress in your agency?			

	<u>Yes</u>	<u>Don't Know</u>	<u>No</u>
7. Are you making any attempt to provide career guidance to minorities (who are VRS clients) who are sophomores and juniors in college?	91%	2%	7%
8. Are you confident that your recruiters don't unconsciously or consciously discourage minority applicants?	61	2	37
9. Do you avoid any vendors that discriminate?	96	0	4

Selection Audit

1. Are you certain that your agency does not currently use any formal selection devices that might unfairly discriminate on the basis of race?
2. Have you eliminated all other selection practices that might be discriminatory? (Such as certain interview procedures)
3. Do you know the percentage of minority applicants for each job category in your region/district?
4. Is the percentage of minorities hired in each category at least as great as the percentage of minorities in the applicant pool or on the Civil Service register?
5. Have selection targets in terms of numbers, percentages, etc. been set?
6. If selection targets are not met, do you have a system of reporting that will explain why?

Promotion Policies Audit

- | | | | |
|---|----|---|----|
| 1. Are there instances of unequal pay for equal work? | 18 | 2 | 80 |
| 2. Are minorities afforded the same potential career paths as white males in your organization? | | | |

	<u>Yes</u>	<u>Don't Know</u>	<u>No</u>
3. Have you developed targets for the proportion of minorities in each job category and done manpower planning for the next 5 (4, 3, 2, 1) year(s)?			
4. Do you have a system (such as an assessment center or a Career Development Program) for identifying qualified minority personnel within VRS?			
5. Are your annual performance appraisals racially unbiased?			
6. Does a minority person who does not feel he/she is being promoted rapidly enough have an appeal procedure with his/her supervisor?			
7. Does a minority person who does not feel he/she is being promoted rapidly enough have an appeal procedure with the action plan administrator?			
8. Are minorities participating sufficiently in attendance at management training and development seminars sponsored by VRS?	76%	2%	22%
9. Are minorities participating sufficiently in other management development efforts, such as job rotation, etc. to develop supervisory skills?	83	4	13

Attitude Audit

1. Do you know the direction and strength of the attitudes held by white male employees on the issue of racial discrimination?
2. Do you know the direction and strength of the attitudes held by minority employees on the issue of racial discrimination?
3. Do you possess the behavioral science competence either in-house or via consulting arrangement to measure salient attitudes?
4. Are you engaged in a substantial attitude change effort through group discussion and other behavioral science methods?

Yes Don't Know No

5. Do you possess organizational change and development capabilities and are you using them to reduce racial discrimination?
-

Periodic Program Review

1. Does the action plan administrator receive periodic reports on the status of recruitment, selection and promotional efforts?
 2. Does the action plan administrator or do you meet periodically with minorities who have recently been recruited or promoted to determine their feelings?
 3. Does the action plan administrator meet frequently with top management to brief them on progress to date?
-

Appendix E

COMMENTS ACCOMPANYING RESPONSES TO ACTION CHECKLIST

Comments Accompanying Responses to Action Checklist

Administration Audit, Item 4

Have the missions and the objectives of the Affirmative Action Plan been established?

1. Yes, I think so but not clearly.
2. Yes, very definitely.
3. Yes, somewhat.
4. Yes, but recently they have been de-emphasized.
5. Yes, very clearly after the sorting out process.
6. Yes, we were already in compliance.
7. Yes, but not to everyone's (white males) satisfaction.
8. Yes, it is based on population in the community. Goals have been established for racially and sexually unbalanced offices.
9. Yes, missions and objectives have been verbalized and qualified, but are not a part of solid agency policy.
10. Yes, qualitatively but not quantitatively.

Administration Audit, Item 9

Have periodic reports been written on minority employment by level, so that progress (or lack of it) can be monitored continuously?

1. The Regional Office Supervisors request information from District Office Supervisors periodically.
2. Yes, we give feedback on a quarterly basis on the number of staff who are minority and non-minority.
3. Yes, two or three times a year this was done in relation to recruitment and promotion. I haven't done it in the last 9 months.
4. Not at the district level, maybe at the regional level.

5. Yes, I think so.
6. Yes, on a quarterly basis.
7. Yes, but not used.
8. Yes, but not recently.
9. Yes, semi-annually.
10. I don't know.

Administration Audit, Item 11

Have targets been set for the percentage of minority employees by job classification for the next 5 (4, 3, 2, 1) year(s)?

1. Yes, for 3 years.
2. Yes, but not by job categories.
3. Yes, we have a goal of equity in employment, but not for 5 years. Maybe it will happen sooner than that.
4. Yes, but inconsistently used.
5. Yes, but I don't know about it. It should happen in 2 years.
6. Not for females in terms of specific goals by class level.
7. Yes, but not at my level unless I have a problem in this area.
8. Formula: Client population serves as the basis for staff population percentages.

Attitude Audit, Item 1

Do you know the direction and strength of the attitudes held by white male employees on the issue of racial discrimination?

1. Yes, I would say that management would have to take an affirmative approach. It has taken an affirmative approach. I think Affirmative Action is a very slippery concept. When you look at the people under you, you can take an affirmative point of view. However, when you're taking a look at your peers and you are a white male you know that all things being equal the Black or female will get the promotion rather than you. I think than you have to feel negative.

2. Yes, white males feel they are being discriminated against.
3. Yes, the white male is the single most threatened individual.
4. Yes, in a sense, I think the attitude is sometimes apparent in the counselor's behavior toward you.
5. No, but I have some definite ideas.
6. Yes, some of them might have problems.
7. Yes, white males feel they have less than an equal chance for promotion.
8. Yes, white males wonder if they're losing out on opportunity. They are generally less sensitive to the female issue.
9. They are not that negative.
10. Yes, their attitude is typified by backlash. There is concern about white male's security when females and minorities are included in his field of competition for promotion and job security.

Attitude Audit, Item 2

Do you know the direction and strength of the attitudes held by minority employees on the issue of racial discrimination?

1. Yes, there is an awareness and concern for equity in recruiting and promotion.
2. Yes, some have verbalized their concerns while others have filed complaints with the Department of Civil Rights.
3. Yes, they do not believe they will get a fair chance or any elevation in positions.
4. Yes, they believe they are discriminated against.
5. I don't know what their attitude is. I think they have more than an equal chance if they have anything going for them.
6. Yes, they do have a slight problem.
7. No, I grew up in a racially segregated area.
8. Yes, they will leave the agency or fight the agency for changes.
9. Yes, some of the females and minorities relate changes to national attitudes and agency program redirection.

10. Yes, they feel they will be able to advance only so far in the agency.

Attitude Audit, Item 3

Do you possess the behavioral science competence either in-house or via consulting arrangement to measure salient attitudes?

1. Yes, informally.
2. Yes, from observed behavior, I don't think there is a valid test.
3. Yes, I have personally attempted to do so.
4. No, I do not have expertise in this area nor do I have the resources to obtain expertise from outside sources.
5. Regional Office Supervisors have a certain amount of expertise but more is needed at the district level.
6. Yes, but we aren't using it.
7. Yes, I have a behavioral psychology background.
8. I don't know. I'm not involved.

Attitude Audit, Item 4

Are you engaged in a substantial attitude change effort through education, group discussion and other behavioral science methods?

1. Yes, as an agency.
2. Yes, on an ongoing basis.
3. No, it is not necessary.
4. Yes, informally sometimes male counselors will abuse female counselors or clerical workers.
5. Yes, it is assumed a need without researching to determine the reality of the need.
6. Yes, very slowly, but it shouldn't be pushed.
7. No, we were initially but it is no longer necessary.
8. No, but we definitely have a great need for this to occur.

9. I'm doing some things locally, but resources should be made available for there is a great need.
10. No, but all levels from counselors to State Office Supervisors would benefit from this type of activity. Perhaps our effectiveness would improve with our clients. By that, I mean fewer 08, 28, and 30 closures. Values are the basis of attitude and attitudes affect behavior.

Attitude Audit, Item 5

Do you possess organizational change and development capabilities and are you using them to reduce racial discrimination?

1. I am, the agency is not.
2. No, I'm not involved.
3. No, there's not a need at this district office. Out-state offices probably have a need.
4. No, I don't believe there is racial discrimination.
5. Yes, I now place emphasis on competency. There might have been a time 3 years ago when I would have had a problem in that area.
6. Yes, to the extent that it is needed.
7. Yes, at the district level.
8. Yes, I have the capability, but I don't have to use it.
9. Yes, but it is needed more in terms of sexual discrimination instead of racial discrimination.

Appendix F

COMMENTS ACCOMPANYING RESPONSES TO INTERVIEW QUESTIONNAIRE

Comments Accompanying Responses to Interview Questionnaire

Interview Questionnaire, Item 1

Affirmative Action has increased the proportion of minority individuals involved in managerial positions.

Counselors

1. I disagree, only a few of those individuals who deserve promotions have been promoted.
2. I agree, some minorities, particularly males, have been promoted who are not qualified for these positions.
3. I agree, considering where the agency was prior to Affirmative Action.
4. I don't know, things haven't changed in my region so I'm undecided.

District Office Representatives

1. Yes, definitely.
2. I agree, if you consider going from nearly zero to a few.
3. I agree, our Operations Council meetings show some evidence of this increase.
4. I disagree, it is only working in those areas where we've always had Affirmative Action.

Regional Office Supervisors

1. I agree, but we still have a substantial way to go.
2. I agree, considering where we started.

Appendix G

LETTER FROM GEORGE W. START

STATE OF MICHIGAN



WILLIAM G. MILLIKEN, Governor

DETROIT OFFICE
1000 Cadillac Square Building
Detroit, Michigan 48226
Telephone (313) 222-1810

DEPARTMENT OF CIVIL RIGHTS

117 W. Allegan St. Lansing, Michigan 48933

JAMES H. BLAIR, EXECUTIVE DIRECTOR

TELEPHONE (E17) 373-7634

REPLY TO: 37 Capital Avenue, N. E.
Room 212
Battle Creek, Michigan 49014

November 6, 1973

Linda Johnson
420 Paris, S. E.
Grand Rapids, Michigan 49502

Dear Ms. Johnson:

Enclosed please find a copy of the Department of Civil Service Memorandum regarding the "New Certification Rule".

Also, you might contact Mr. Ernest Wallick, Human Relations Director for the Department of Civil Service at the following address:

Mr. Ernest Wallick, Director
Human Relations
Office of Special Employment Programs
Michigan Department of Civil Service
320 S. Walnut St., Lewis Cass Bldg.
Lansing, Michigan 48913

If I can be of further assistance please feel free to contact my office.

Sincerely,

George W. Start
George W. Start
District Executive

GWS:fd



Appendix H
LETTER FROM JOSEPH H. McMILLAN

ASSISTANT VICE PRESIDENT AND DIRECTOR OF HUMAN RELATIONS

1 April 1974

Ms. Linda Johnson
222 Reed Street
Kalamazoo, Michigan

Dear Linda:

Attached please find your questionnaire with some comments written in.

In general I felt that the content of the questions was exceptionally good. Therefore, I have no suggestions for major substantive changes in your questionnaire.

However, there are several stylistic changes which I would suggest:

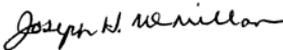
1. Your questions in several cases need to be more specific and direct.

Caveat: Do not include two questions if you expect one answer.

2. It seems better to separate questions related to women and minorities.
3. Some of your questions are too long.
4. You need some questions pertaining to a compliance review (Read Order #14 to check out kinds of questions you need to ask before and after an institution has been reviewed by compliance officers).

I sincerely hope your study progresses well and I am looking forward to the results.

Sincerely,



Joseph H. McMillan

JHMCM:rs
attachment

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