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CALIFORNIA FAIR EMPLOYMENT PRACTICE COMMISSION

Employment Practices

City of San Diego

Second Report - 1968-69

An investigation under Section 1421 of the California Labor Code

CALIFORNIA FAIR EMPLOYMENT PRACTICE COMMISSION

STATE OF CALIFORNIA

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INVESTIGATION OF EMPLOYMENT PRACTICES CITY OF SAN DIEGO 1968–69

In 1963–64, at the request of the City Council of the City of San Diego, the Fair Employment Practice Commission undertook an investigation and a report of the employment policies and practices of the City's Civil Service. Since this investigation and report, the City has continued to cooperate with the FEPC and has taken positive steps in an effort to afford greater employment opportunities for minority persons.

The personnel in the City government, particularly the City Manager and his staff, City Personnel Director, Chairman of the City Civil Service Commission, and others, cooperated during the first investigation, the intervening years, and in the preparation of this 1968–69 report.

POPULATION INCREASE

The 1963–64 report presented San Diego City and County population data by ethnic group based on the 1960 Federal Census. The total population of San Diego has increased substantially since 1960 and the ethnic proportions have also changed considerably. Since official figures will not become available until the 1970 census, the present report presents ethnic proportions in the City's total population based on estimates provided by the City Planning Department. This is the first time the City has estimated population figures between decades of census taking and, therefore, it is yet to be determined whether the framework for the reporting is appropriate. The estimated population was based on a survey of enrollment in the San Diego Unified School District, which includes 97% of the City's schools. Parochial and private schools were not included by the survey.

CHANGE SINCE PREVIOUS REPORT

The 1968–69 report contains more comprehensive information concerning the ethnic composition than did the previous report. An assessment of the changes that have taken place prompts the following observations:

1. Written policy statements relating to equal job opportunity in City employment have been disseminated.

2. The City has substantially extended its recruitment efforts and practices.

3. There are some departments or divisions which had no Negro or Mexican American employees in either 1963 or 1969; Some departments or divisions show somewhat of an increase of Negro or Mexican American employees during this same period, and some show a decrease.

4. The reports of ethnic counts of minority employees taking the civil service examination and results thereof have proven not to yield the information desired. The City has, therefore, requested and been granted for one year an exemption from the provision of the FEP Act prohibiting pre-hire identification by ethnic group, in order to keep records of minority persons taking civil service examinations and subsequent results, such as passed or failed, referred to supervisors for opening, rejected or accepted. Gathering of this information will commence in October, 1969, and will be reported to FEPC with the 1969–70 ethnic pattern.

5. While the City has already made extended efforts to expand minority employment, the problem of miniscule increase in percentage of minority employees—i.e., 16.6% in 1963–64 to only 16.9% in 1968–69—suggests the need for a still more vigorous and imaginative equal employment opportunity program.

Also of concern is the fact that while minorities appear to be hired in larger numbers than Caucasians, they also show a higher rate of early turnover, leaving the City with no meaningful overall gain in percentages of minority employees.

San Diego is presently experiencing a period of prosperity, high employment, and an increased sense of social responsibility of its residents. In spite of this, there continues to be between two to two and one-half times more unemployment among Negroes and Mexican Americans than Caucasians. There appears to be sufficient evidence that there are hard-core unemployed persons who need training (preferably on-the-job) as well as supplementary services. The City should be the vanguard of employers in providing these training and employment services and should utilize every opportunity to obtain federal or other funds available for such efforts.

RECOMMENDATIONS

1. The City should continue the positive innovations of the past five years in the matter of recruitment, hiring, placement, and upgrading of minority employees.

2. Written policy statements relating to equal job opportunities should be disseminated at regular intervals during each year.

3. A full-time person should be appointed by the City Manager to be responsible for direction and guidance of the City's equal employment opportunity program. This person should have, among other responsibilities, that of conducting exit interviews with all minority persons in order to determine whether turnover is because of racial factors. He should also be required to make an evaluation of employment practices and employee utilization patterns adequate to show the nature and extent of barriers to equal opportunity for minorities and of any discriminatory under-utilization of minorities.

4. Within the next year, or as soon as possible, all tests, educational qualifications and other requirements for taking tests should be carefully reviewed to determine:

A. If there is a definite relationship to the job.

B. The effect on the employment of minorities.

C. Whether candidates are being evaluated for jobs on a higher level rather than on an entry level, thereby adversely affecting minority employees who may qualify on an entry level and who may be expected to develop skills on the job and to subsequently qualify for the higher level.

5. The City Manager should confer with the heads of those departments which have no, or very few, minority group employees to determine the reasons for this and to determine what corrective action, including recruitment, should be taken.

6. Placement of qualified members of minority groups in positions they have not previously entered, especially public contact positions, should be continued and accelerated.

7. Re-examination of existing jobs may well indicate that many of them could be performed by persons of lesser qualifications so that a new classification might be created enabling such persons to perform these duties and reserve the more complex or technical aspects for persons with higher skills or qualifications.

8. A program should be commenced for all supervision, meetings to be held regularly, to assist them in (a) understanding the problems of minority employees, (b) the effects of past discriminatory practices, (c) the City's determination to increase the number of minority employees, (d) the affording of opportunity for their upgrading, (e) the necessity to assign them to every City department or division, and (f) the need to provide assistance in upgrading.

9. Consideration should be given to appropriating additional funds for training purposes, to the end of upgrading educationally disadvantaged employees and providing assistance and counselling as to how they may increase their opportunities while employed.

10. A program for training and preparation of hard-core persons for City employment should be commenced.

11. The City now includes a non-discrimination clause in all contracts with persons doing business with the City. However, there is no formal procedure for implementing these clauses. The person designated as the equal opportunity officer should be responsible for ethnic reporting from contractors and subcontractors and should be responsible for the enforcement of the equal opportunity clauses.

FEPC FOLLOW-UP

The Fair Employment Practice Commission looks forward to its continued cooperation with the City of San Diego and to continued receipt of yearly ethnic reports. It is suggested that the City's future ethnic reports reflect, on all tables, percentage of the various minority groups in relation to the total number of employees in each category.

Table 1

ESTIMATED PROPORTION OF MINORITIES IN THE TOTAL POPULATION OF THE CITY OF SAN DIEGO, AND AMONG EMPLOYEES OF THE SAN DIEGO CIVIL SERVICE SYSTEM

	Population City of San Diego				Employees of the City of San Diego			
	October 1968*		April 1960[b]		July 1969		June 1963	
ETHNIC GROUP	No.	Pct.	No.	Pct.	No.	Pct.	No.	Pct.
TOTAL	692,600	100.0	573,224	100.0	5,606	100.0	4,495	100.0
White, other than Mexican-American	537,875	77.7	490,469	85.6	4,659	83.1	3,750	83.4
Total minorities	*154,725*	*22.3*	*82,755*	*14.4*	*947*	*16.9*	*745*	*16.6*
Mexican-American	71,505	10.3	38,043	6.6	298	5.3	254	5.7
Negro	63,595	9.2	34,435	6.0	574	10.2	456	10.1
Other non-white	19,625	2.8	10,277	1.8	75	1.4	35	0.8

* Estimates for October 1968 were prepared by the City Planning Department, based on survey of enrollment in the San Diego Unified School District, which district covers 97 percent of the city. Parochial and private schools were not included in the survey. These figures are to be used cautiously since they cannot be verified until 1970 census; they are an estimate based on a method of projection not previously used.

[b] Estimates for April 1960 were derived from Census Tract data published in the 1960 Census of Population and Housing.

Employees of the City of San Diego, July 1969, By Ethnic Group, Occupation, Salary Rate, and Educational Requirements of the Job

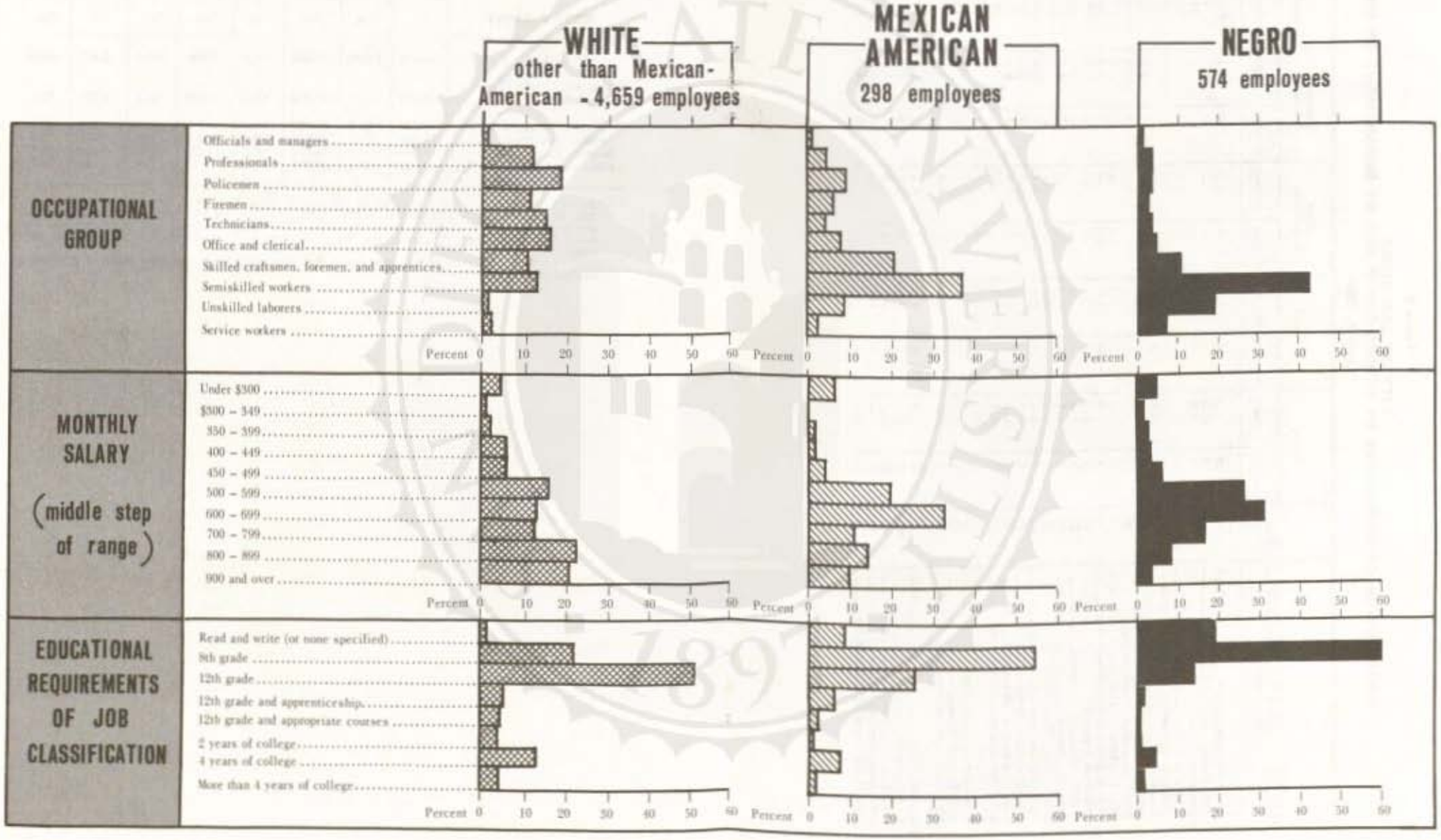

Table 2

CITY OF SAN DIEGO
DISTRIBUTION OF EMPLOYEES BY ETHNIC GROUP AND BY DEPARTMENT OR DIVISION
July 1, 1969

Department	Employees	Negro		Oriental		Other Non-White		Mexican-American		Other White*		Total Minorities	
		Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
General Administration**.....Total	842	33	3.9	16	1.9	9	1.1	25	3.0	759	90.1	83	9.9
0100 Mayor	8	1	12.5	--	--	--	--	--	--	7	87.5	1	12.5
0200 City Council	18	1	5.6	1	5.6	--	--	--	--	16	88.9	2	11.1
0300 City Clerk	17	--	--	--	--	1	5.9	--	--	16	94.1	1	5.9
0400 City Manager	8	--	--	--	--	--	--	--	--	8	100.0	--	--
0410 Budget	20	1	5.0	1	5.0	--	--	--	--	18	90.0	2	10.0
0470 Special Projects	12	2	16.7	--	--	--	--	1	8.3	9	75.0	3	25.0
0480 Community Development	12	--	--	--	--	--	--	2	16.7	10	83.3	2	16.7
0490 Employee Services	13	--	--	--	--	--	--	--	--	13	100.0	--	--
0600 Auditor and Comptroller Dept.	50	1	2.0	2	4.0	--	--	7	14.0	40	80.0	10	20.0
0700 City Treasurer	36	2	5.6	--	--	--	--	1	2.8	33	91.7	3	8.3
0800 Purchasing Department	22	1	4.5	--	--	--	--	--	--	21	95.5	1	4.5
0900 City Attorney	68	3	4.4	1	1.5	--	--	2	2.9	62	91.2	6	8.8
1000 Property Department	22	--	--	--	--	--	--	--	--	22	100.0	--	--
1100 City Engineer	247	3	1.2	4	1.6	3	1.2	4	1.6	232	93.9	14	5.7
1200 Planning Department	90	2	2.2	--	--	1	1.1	3	3.3	84	93.3	6	6.7
1300 Civil Service Department	34	5	14.7	1	2.9	1	2.9	1	2.9	26	76.5	8	23.5
1400 Data Processing Department	60	2	3.3	4	6.7	--	--	--	--	54	90.0	6	10.0
7100 CHIRP	9	1	11.1	--	--	--	--	--	--	8	88.9	1	11.1
8100 Central Duplicating	12	--	--	--	--	1	8.3	--	--	11	91.7	1	8.3
8300 Central Stores	20	2	10.0	--	--	1	5.0	1	5.0	16	80.0	4	20.0
9000 Civil Service Clerical Pool	33	3	9.1	2	6.1	1	3.0	--	--	27	81.8	6	18.2
Public Safety.....Total	1,775	46	2.6	4	0.2	7	0.4	49	2.8	1,669	94.1	106	6.0
1500 Police Department	1,085	27	2.5	2	0.2	6	0.6	29	2.7	1,020	94.0	64	5.9
1600 Fire Department	580	18	3.1	1	0.2	1	0.2	16	2.8	544	93.8	36	6.2
1700 Inspection Department	91	--	--	1	1.1	--	--	2	2.2	88	96.7	3	3.3
1900 Police-Animal Regulation Div.	19	1	5.3	--	--	--	--	2	10.5	16	84.2	3	15.8
Public Works, Airports, Equip.....Total	1,333	329	24.7	8	0.6	13	1.0	120	9.0	863	64.7	470	35.3
3000 Public Works—Admn. Div.	17	--	--	1	5.9	1	5.9	1	5.9	14	82.4	3	17.7
3100 Public Works—Street Division	292	87	29.8	--	--	5	1.7	57	19.5	143	49.0	149	51.0
3200 Public Works—Park Division	320	32	10.0	4	1.3	3	0.9	29	9.1	248	77.5	68	21.3
3300 Public Works—Cemetery	21	5	23.8	--	--	--	--	1	4.8	15	71.4	6	28.6
3400 Public Works—Sanitation Div.	308	175	56.8	--	--	1	0.3	14	4.6	117	38.0	190	61.7
3600 Public Works—Build & Electrical	223	24	10.8	3	1.4	1	0.5	8	3.6	185	83.0	36	16.1
3700 Airports Department	13	--	--	--	--	--	--	--	--	13	100.0	--	--
8800 Equipment Division	139	6	4.3	--	--	2	1.4	10	7.2	119	85.6	18	13.0
Utilities.....Total	621	92	14.8	4	0.6	6	1.0	70	11.3	449	72.3	172	27.7
6100 Utilities Administration	25	2	8.0	--	--	--	--	1	4.0	22	88.0	3	12.0
6300 Water Quality	172	19	11.1	3	1.7	1	0.6	8	4.7	141	82.0	31	18.0
6500 Utilities Engineering	55	1	1.8	--	--	--	--	1	1.8	53	96.4	2	3.6
6600 Utility Systems	308	64	20.8	--	--	5	1.6	59	19.2	180	58.4	128	41.6
6900 Utilities Customer Service	61	6	9.8	1	1.6	--	--	1	1.6	53	86.9	8	13.1
Recreation.....Total	703	57	8.1	2	0.3	2	0.3	27	3.8	615	87.5	88	12.5
2100 Recreation Dept.—Admin. Div.	20	--	--	--	--	--	--	--	--	20	100.0	--	--
2200 Recreation Dept.—Recreation	405	47	11.6	1	0.3	1	0.3	23	5.7	331	81.7	72	17.8
2300 Rec. Dept.—Aquatic-Lifeguard	193	1	0.5	1	0.5	1	0.5	2	1.0	188	97.4	5	2.6
2400 Rec. Dept.—Golf Division	47	2	4.3	--	--	--	--	2	4.3	43	91.5	4	8.5
2500 Rec. Dept.—Lake Rec. Division	17	--	--	--	--	--	--	--	--	17	100.0	--	--
2700 Rec. Dept.—Community Services	21	7	33.3	--	--	--	--	--	--	14	66.7	7	33.3
Library													
2000 Library Department.....Total	332	17	5.1	4	1.2	--	--	7	2.1	304	91.6	28	8.4
Total	5,606	574	10.2	38	0.7	37	0.7	298	5.3	4,659	83.1	947	16.9

* Includes 13 employees whose ethnic group was unknown.
** Included in total General Administration are 31 employees in departments/divisions with six or less employees. Of these 31, one is Negro and one is Mexican-American.

Table 3

CITY OF SAN DIEGO
OCCUPATIONAL CLASSIFICATION AND SUPERVISORY LEVEL OF EMPLOYEES BY ETHNIC GROUP
July 1969

Occupational Group	Total Employees	Total Minorities		Negro		Mexican-American		Oriental		Other Non-White		Other White*	
		Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
All occupations	5,606	947	16.9	574	10.2	298	5.3	38	0.7	37	0.7	4,659	83.1
Officials and managers	70	3	4.3	1	1.4	2	2.9	--	--	--	--	67	95.7
Professionals	577	42	7.3	19	3.3	13	2.3	8	1.4	2	0.3	535	92.7
Sub-professionals (technicians)													
Police, supervisory	170	7	4.1	1	0.6	5	2.9	--	--	1	0.6	163	95.9
Police, non-supervisory	735	42	5.7	17	2.3	21	2.9	1	0.1	3	0.4	693	94.3
Fire, supervisory	160	7	4.4	5	3.1	2	1.3	--	--	--	--	153	95.6
Fire, non-supervisory	410	29	7.0	13	3.2	14	3.4	1	0.2	1	0.2	381	93.0
Other technical, supervisory	85	2	2.4	1	1.2	1	1.2	--	--	--	--	83	97.6
Other technical, non-supervisory	614	42	6.9	20	3.3	13	2.1	5	0.8	4	0.7	572	93.1
Office and clerical													
Supervisory	81	3	3.7	1	1.2	2	2.5	--	--	--	--	78	96.3
Non-supervisory	708	71	10.0	29	4.1	21	3.0	15	2.1	6	0.8	637	90.0
Skilled craftsmen, foremen and apprentices													
Foremen	36	--	--	--	--	--	--	--	--	--	--	36	100.0
Skilled craftsmen	557	135	24.3	67	12.0	61	11.0	2	0.4	5	0.9	422	75.7
Apprentices	23	2	8.6	1	4.3	1	4.3	--	--	--	--	21	91.4
Semi-skilled workers													
Supervisory	131	29	22.1	13	9.9	15	11.4	--	--	1	0.8	102	77.9
Non-supervisory	856	346	40.5	235	27.5	96	11.2	5	0.6	10	1.2	510	59.5
Laborers (unskilled)	235	139	59.2	112	47.7	25	10.6	--	--	2	0.9	96	40.8
Service workers													
Supervisory	11	1	9.1	1	9.1	--	--	--	--	--	--	10	90.9
Non-supervisory	147	47	3.2	38	25.8	6	4.1	1	0.7	2	1.4	100	68.0

* Includes 13 employees whose ethnic group was unknown.

Table 4

CITY OF SAN DIEGO
SALARY RANGE OF EMPLOYEES BY ETHNIC GROUP
July 1969

Salary Level (middle step of salary range)	Total Employees	Total Minorities		Negro		Mexican-American		Oriental		Other Non-White		Other White*	
		Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
	5,606	947	16.9	574	10.2	298	5.3	38	0.7	37	0.7	4,659	83.1
Under $300	242	51	21.2	27	11.2	19	7.9	5	2.1	--	--	191	78.8
$300-349	22	7	31.7	5	22.7	--	--	1	4.5	1	4.5	15	68.3
350-399	87	15	17.1	6	6.9	5	5.7	3	3.4	1	1.1	72	82.9
400-449	263	27	10.3	17	6.5	5	1.9	3	1.1	2	0.8	236	89.7
450-499	286	48	16.7	30	10.5	11	3.8	4	1.4	3	1.0	238	83.3
500-599	931	225	24.2	148	15.0	59	6.3	10	1.1	8	0.9	706	75.8
600-699	892	287	32.2	182	20.4	96	10.8	--	--	9	1.0	605	67.8
700-799	690	130	18.8	92	13.4	32	4.6	1	0.1	5	0.7	560	81.2
800-899	1,134	100	8.8	50	4.4	42	3.7	5	0.4	3	0.3	1,034	91.2
900 and over	1,059	57	5.4	17	1.6	29	2.7	6	0.6	5	0.5	1,002	94.6

* Includes 13 employees whose ethnic group was unknown.

Table 5

CITY OF SAN DIEGO
EDUCATIONAL REQUIREMENTS OF JOB CLASSIFICATION OF EMPLOYEES BY ETHNIC GROUP
July 1969

Educational requirement of job classification	Total Employees	Total Minorities		Negro		Mexican-American		Oriental		Other Non-White		Other White*	
		Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
	5,606	947	16.9	574	10.2	298	5.3	38	0.7	37	0.7	4,659	83.1
Read and write (or no standard)	245	140	57.2	113	46.2	25	10.2	--	--	2	0.8	105	42.8
6th grade	1	--	--	--	--	--	--	--	--	--	--	1	100.0
8th grade	1,536	533	34.8	345	22.5	163	10.6	10	0.7	15	1.0	1,003	65.2
12th grade	2,521	176	6.9	76	3.0	69	2.7	18	0.7	13	0.5	2,345	93.1
12th grade plus apprenticeship	212	24	11.3	5	2.4	15	7.1	2	0.9	2	0.9	188	88.7
12th grade plus appropriate courses	171	7	4.1	2	1.2	5	2.9	--	--	--	--	164	95.9
Two years of college	146	4	2.8	2	1.4	1	0.7	--	--	1	0.7	142	97.2
Four years of college	635	56	8.8	26	4.1	18	2.8	8	1.3	4	0.6	579	91.2
Over four years of college	139	7	5.0	5	3.6	2	1.4	--	--	--	--	132	95.0

* Includes 13 employees whose ethnic group was unknown.

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