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**SURVEY OF WOMEN
AND MINORITIES IN THE
CRIMINAL JUSTICE WORKFORCE**

EXECUTIVE SUMMARY

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PREFACE

The Massachusetts Committee on Criminal Justice (MCCJ) is the agency authorized by state statute to administer federal Law Enforcement Assistance Administration (LEAA) and Office of Juvenile Justice and Delinquency Prevention funds in the Commonwealth. MCCJ is mandated by federal and state law to ensure that no person is, on the basis of race, religion, color, sex, national origin, age or handicap, excluded from participation in, denied the benefits of, or otherwise subjected to discrimination under any program or activity supported with federal funds.

MCCJ is committed to carrying out its civil rights mandates under federal and state law. In March, 1978, MCCJ created a Civil Rights Compliance (CRC) Unit to perform compliance reviews of and to provide technical assistance to its subgrantees. One of the goals of the CRC Unit is to identify problems related to the utilization of women and minorities in the criminal justice workforce. To accomplish that objective, MCCJ conducted a survey in the fall of 1978 to determine the level of representation of women and minorities in the criminal justice workforce. This report presents the results of that survey.

The CRC Unit would like to gratefully acknowledge the work and cooperation of a number of groups in connection with the survey and this report. Members of the MCCJ Statistical Analysis Center were instrumental in the completion of the survey, especially James Blose, whose expertise and patience made the study possible, and Paul Hansen, who worked to prepare the computer program. Nancy Feldman, the CRC Legal Intern, contributed valuable insight to the project. The CRC Unit would also like to thank those agencies that responded to the survey for their cooperation. Without the assistance of those mentioned, as well as many others, this study could not have been carried out.

SURVEY OF WOMEN AND MINORITIES IN THE CRIMINAL JUSTICE WORKFORCE

EXECUTIVE SUMMARY

I. INTRODUCTION

A. Description of Survey

The Civil Rights Compliance (CRC) Unit of the Massachusetts Committee on Criminal Justice (MCCJ), with the assistance of the MCCJ Statistical Analysis Center, conducted a survey of 684 criminal justice agencies in the fall of 1978 to determine the level of representation of women and minorities in the Massachusetts criminal justice workforce.

After compiling a list of criminal justice agencies and developing a survey instrument, survey forms were mailed to 684 agencies. The final response rate was 460 agencies (67.3%), which represented 20,000 of the estimated 27,000 employees in the criminal justice workforce*. In addition, the responses received represented every geographic area of the state.

The information requested in the survey was a numerical breakdown of each agency's workforce by race, sex, salary and job category. After editing and cross-checking the data for accuracy and completeness, the forms were coded for computer programming so that an analysis could be made by both job category and program area (i.e. police, courts, probation, corrections and juvenile justice).

A complete report detailing the results of the survey is available from the CRC Unit upon request. In addition, a compilation of the computer printouts is available in a separate volume.

B. Objectives of the Survey

The objectives of the survey included the following:

- (1) To determine the levels of representation of women and minorities in the criminal justice workforce;
- (2) To analyze the percentages of women and minorities in the criminal justice workforce as compared to their availability in the labor force;
- (3) Since there has never been a comparable study, to provide baseline data by which to compare similar information in the future;
- (4) To determine in which program areas, such as police, courts, probation, corrections or juvenile justice, the most serious deficiencies exist; and,
- (5) To identify the job categories in which women and minorities are concentrated or most severely underutilized.

* See LEAA publication, Expenditure and Employment Data for the Criminal Justice System - 1977, Table 9, page 52. Data in this report originate from a survey of all state and local governments in this nation, conducted annually for LEAA by the U.S. Census Bureau.

C. Background Data

The most recent, reliable data on the composition of the Massachusetts labor force is the 1976 data from the Massachusetts Division of Employment Security (DES)*. According to the DES statistics, the composition of the Massachusetts labor force is as follows:

White Male	55.0%	White Female	41.2%
Black Male	1.7%	Black Female	1.5%
Hispanic Male ¹	1.0%	Hispanic Fem ¹	.6%
Other Male ²	.4%	Other Female ²	.3%

These statistics are included in order to make a comparison between the labor force and the criminal justice workforce in the analysis section of this report. It should be noted that it is widely recognized that census procedures fail to accurately count minorities, and that there are more minorities in the population than appear in the census statistics. An effort was made to identify alternative sources of statistics which more accurately reflect the minority population. However, while several sources concurred that DES statistics are not accurate in this respect, those sources were not able to suggest any reliable alternative statistics.

D. Methodology

There are several methodological issues which deserve comment:

1. Listing of Criminal Justice Agencies

In order to conduct a valid survey, it was necessary to develop a comprehensive list of all criminal justice agencies in the Commonwealth. Generally, the list included: (1) agencies of state and local government that exercise responsibility in law enforcement, courts, prosecution, defense and legal services, corrections, probation, parole and other functions related to criminal justice administration; (2) college and university police forces; and, (3) agencies receiving federal funds from MCCJ if not otherwise included on the list.

2. Data Collection Procedures

Because of the large number of agencies involved, a mail survey was the only practical method for data collection. No attempt was made to estimate data for agencies that did not respond to the survey. Therefore, the data cited in this report refer solely to those agencies responding to the survey.

Two large state agencies - the Department of Youth Services and the Department of Corrections provided partial information which did not conform to the requested format, and therefore could not be computerized. However, the figures they provided are included in the full report in an appendix. Furthermore, while the data from DYS and DOC is relevant, there are a total of only 3,200 employees in the two agencies, compared to a total of 20,000 employees in the survey analysis. Therefore, it does not appear that the fact the statistics from DOC and DYS could not be included in the analysis impaired the validity of the results.

* U.S. Census estimates for July 1, 1976. While 1977 figures are available, they are not as detailed as the 1976 information. Since the percentage distributions appear to be virtually identical, the 1976 figures are used.

¹ Estimate based on 1970 census. Individuals in this category are also included in either the "white" or "black" categories above, resulting in some double counting.

² Includes Asian and American Indian individuals.

3. Editing and Processing of Survey Data

All responses were edited to check inconsistencies and errors in format, and cross-checked against other sources of information where available. A computer program was written which processed the information necessary for the analysis of the utilization of women and minorities. The printout contained charts showing the total number of employees by race and sex within the salary ranges for each job category and for the total workforce. In addition, there were charts for each program area, and median income data were included on each chart. Based on this information, an analysis was made, the results of which are summarized in the next section of this report.

II. SUMMARY OF SURVEY RESULTS

A. Total Full-Time Employees - All Program Areas and Job Categories

1. Representation of Women and Minorities in the Criminal Justice Workforce

A total of 20,518 employees are represented in the survey results. The results indicate that there are 78.8% males and 21.2% females. More specifically, the percentage of race and gender groups are as follows:

White Males*	74.8%	White Females	18.8%
Black Males	2.6%	Black Females	1.8%
Hispanic Males	.6%	Hispanic Fem.	.4%
Asian Males	.1%	Asian Females	.1%
Amer. Indian		American Indian	
Males	.1%	Females	.0%
Other Males	.6%	Other Females	.2%

The total minority representation is 6.5%.

2. Salary Information

The overall median income for the 20,518 employees is \$14,162. If a comparison is made between the male median income, \$14,811, and the female median income, \$9,509, it is clear that a significant disparity exists. Similarly, the median income for minorities, \$12,288, is significantly lower than that of non-minorities, \$14,404. (See Figure 1 for a chart showing median incomes for all race/gender groups).

3. Comparison of Survey Results to Massachusetts Labor Force

According to the information from the Massachusetts Division of Employment Security, there are 57.1% males and 42.9% females in the labor force (see supra., page 2). Comparing these figures to the percentages in the survey results (78.8% males, 21.2% females) indicates a marked underrepresentation of women in the criminal justice workforce as compared to the labor force (see Figure 2). The comparison between the survey results and the labor force for minority representation shows a less marked underutilization. However, since DES statistics generally underestimate the percentage of minority group members, the utilization of minorities was still quite low.

* See Appendix I for definitions of race categories.

FIGURE 1

MEDIAN INCOMES OF CRIMINAL JUSTICE WORKFORCE

BY RACE/GENDER GROUPS

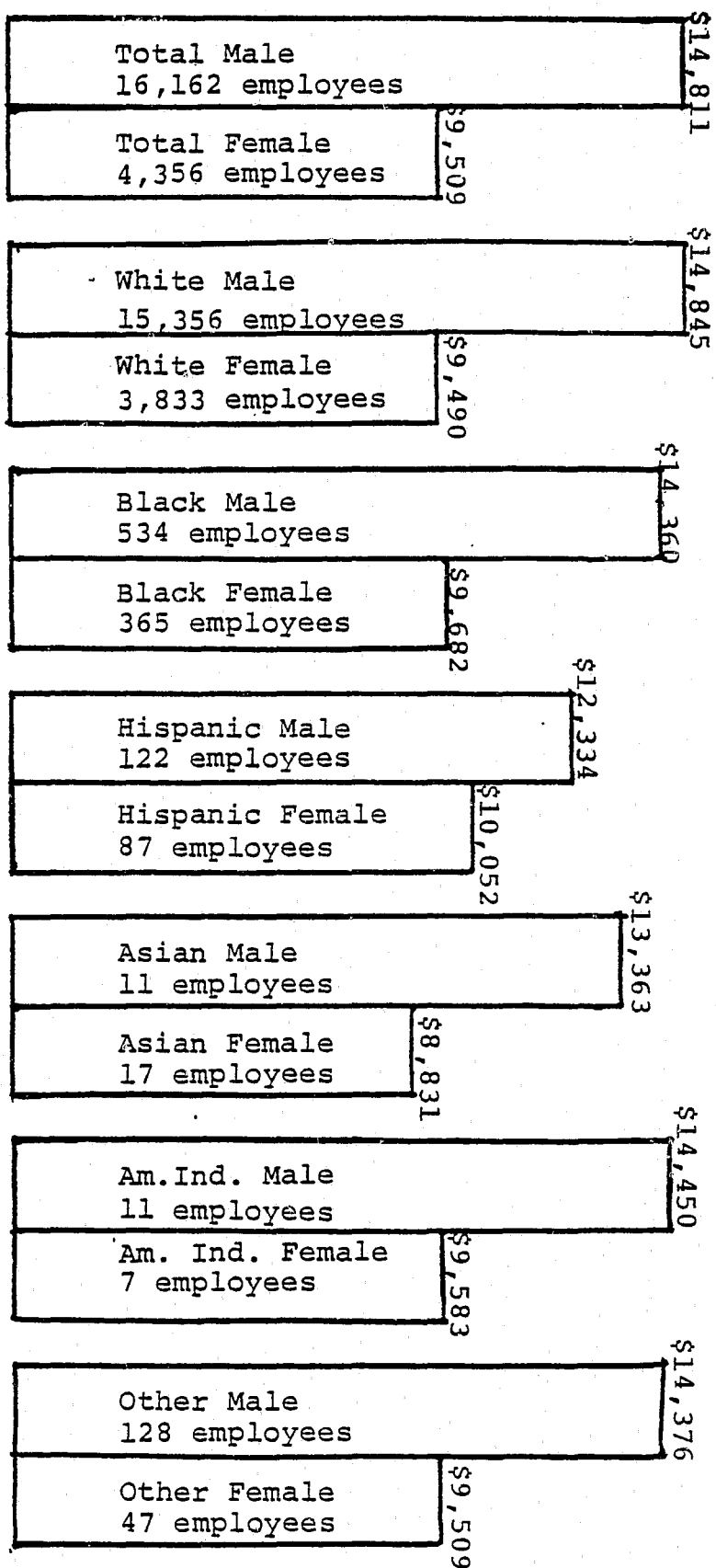
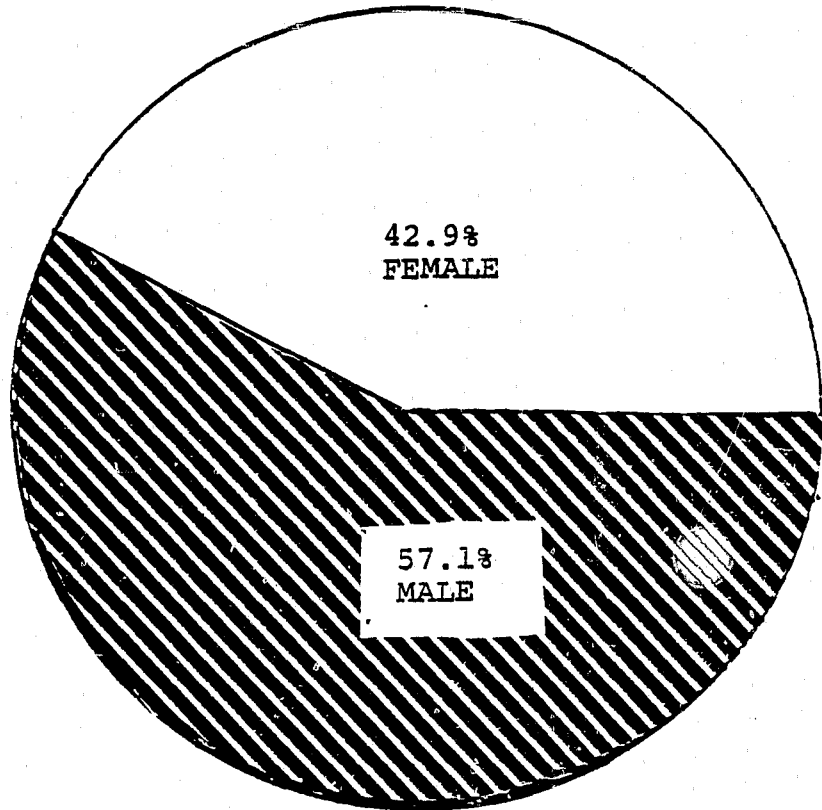


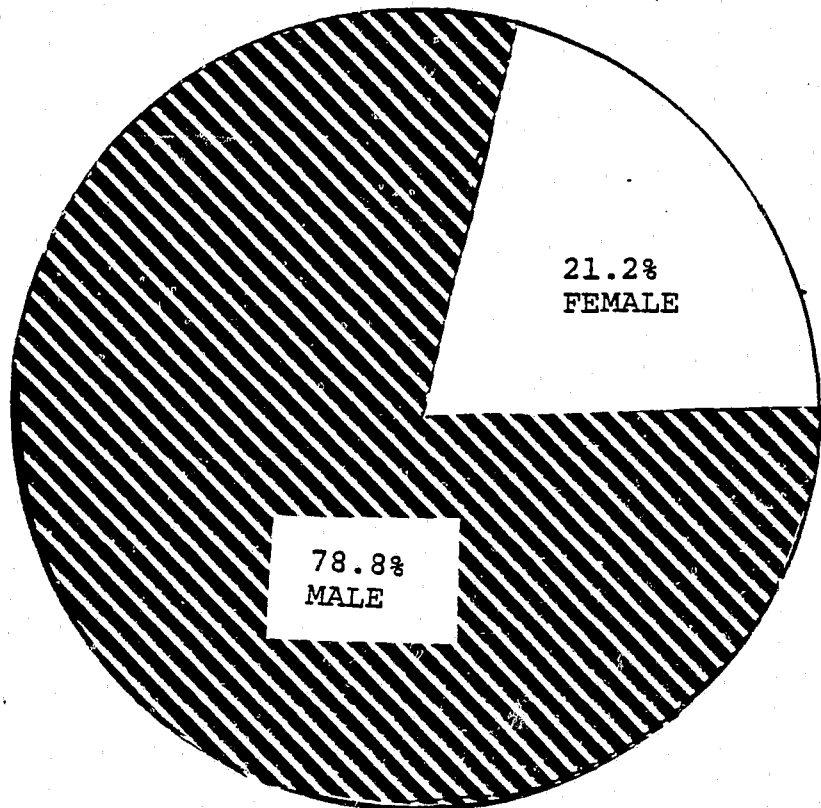
FIGURE 2

PERCENTAGES IN LABOR FORCE AND IN
CRIMINAL JUSTICE WORKFORCE OF MALES/FEMALES

MASSACHUSETTS
LABOR FORCE



CRIMINAL JUSTICE
WORKFORCE



B. Analysis of Survey Results by Job Category

1. Introduction

The job categories in the survey are: (1) officials/administrators; (2) professionals - level I; (3) professionals - level II; (4) para-professionals; (5) office/clerical workers; and, (6) service/maintenance workers. (See Appendix II for definitions of all job categories).

A compilation of the total workforce by job categories indicates that 67.7% of the total 4,356 female employees are in the office/clerical category; while males are concentrated in the professional II job group with 74.4% of the males in that category. It is interesting to note further that white male professional II employees constitute over half (55.6%) of the entire criminal justice workforce. (See Figures 3 and 4 for graphic summaries of the percentages of race/gender groups in each category).

2. Utilization of Women and Minorities

In the officials/administrators job group, only 12.3% of the 848 employees are women, and there is a total minority representation of only 5%. Further, there are no Asian American employees represented in this category.

As level I professionals, women and minorities are even more drastically underutilized. Of the 2,037 employees in that category, there are only 9.9% women, and minorities constitute only 4.6% of the level I professionals.

The largest number of employees (61.8%) are level II professionals. The utilization of minorities, 5.9%, is 1.3% higher than in the professional I category. However, the utilization of women, 5.2%, is 4.6% lower than in professional I. It should be noted that the utilization of blacks, 4.1%, is higher than in the professional I category. Most of this increase, and most of the increase in minority employment overall in this category, can be attributed to the utilization of black males. White males, however, still constitute 90% of the level II professionals, 3.2% more than in the professional I category.

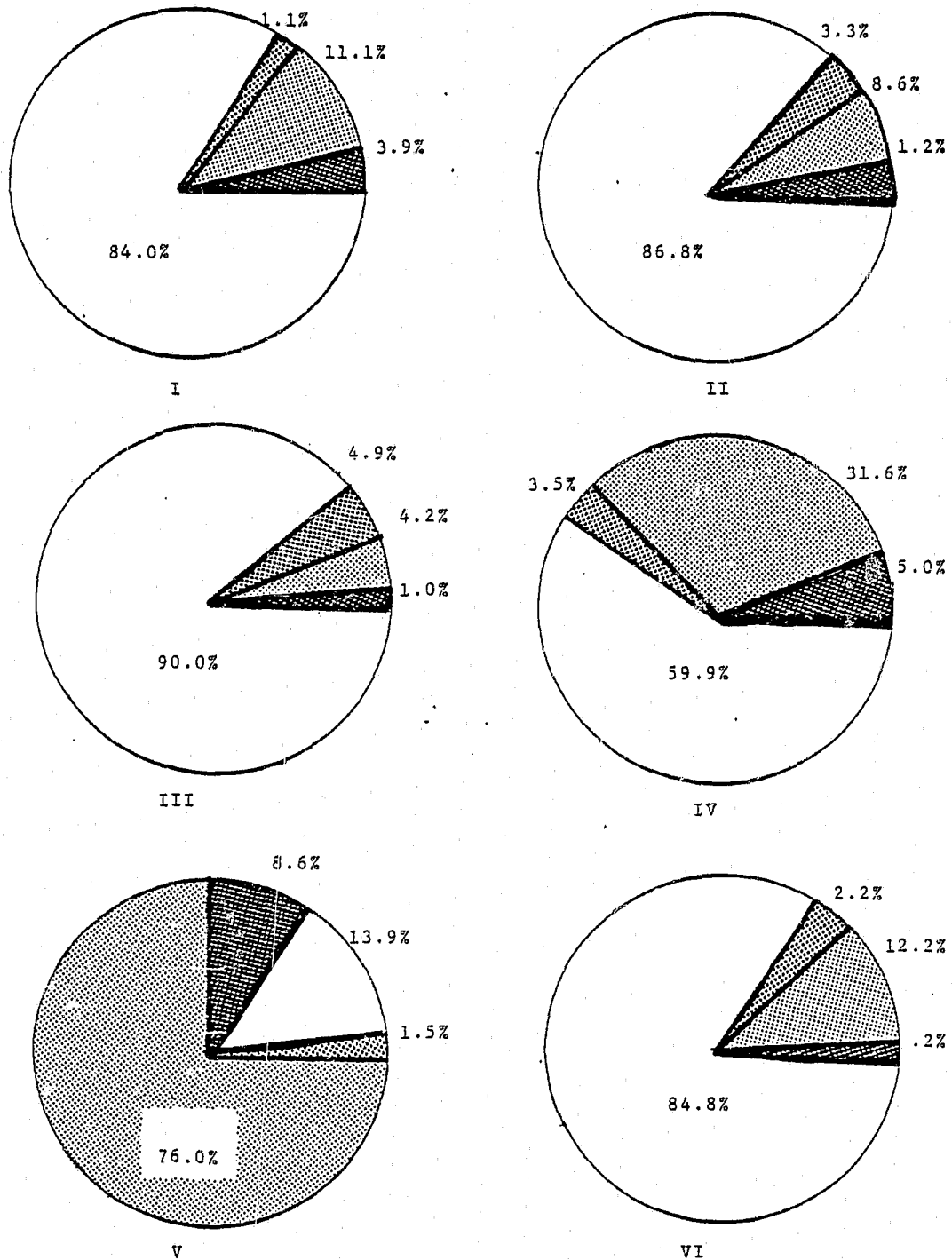
As para-professionals, white males continue to dominate. There is a total of 1,049 employees in this category, and over half, 59%, are white males. Further, 63.4% are males while only 36.6% are females. Out of the total 655 males, only 27 are minorities. Of 384 total females, only 52 are minorities. There are no Asian American males or American Indian males in this category.

As might be expected, the overwhelming majority (84.7%) of the 3,490 office/clerical workers are women. However, employees in this category comprise only 17% of the total criminal justice workforce. The 10.1% minority representation in this category is slightly higher than in other job categories.

Finally, of the 409 employees in the service/maintenance category, which constitutes only 2% of the criminal justice workforce, there are only 12.5% females. The representation of minorities, 2.4%, is significantly lower than in any other job category.

FIGURE 3

PERCENTAGES BY RACE/GENDER IN JOB CATEGORIES



- I Officials/Administrators - 848 employees
- II Professional I - 2037 employees
- III Professional II - 12,685 employees
- IV Para-Professional - 1049 employees
- V Office/Clerical - 3490 employees
- VI Service/Maintenance - 409 employees

KEY TO RACE GROUPS:

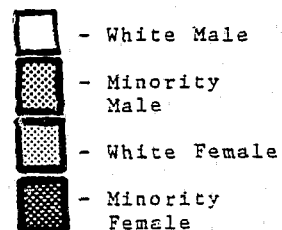
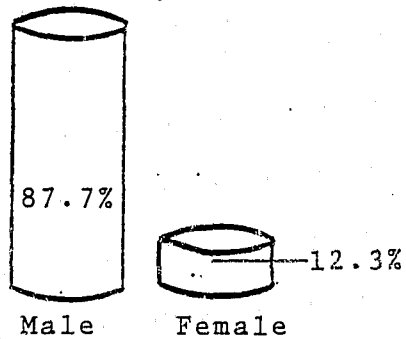


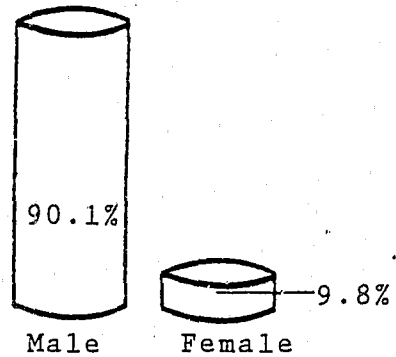
FIGURE 4

PERCENTAGES OF MALES/FEMALES IN JOB CATEGORIES

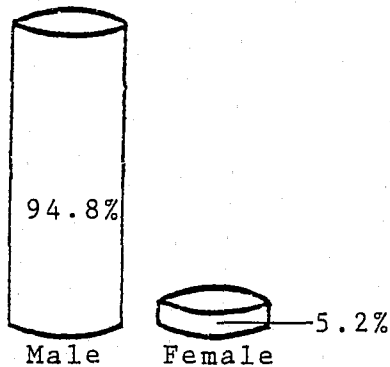
I Officials/Administrators
848 employees



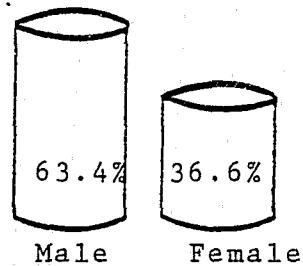
II Professional I
2037 employees



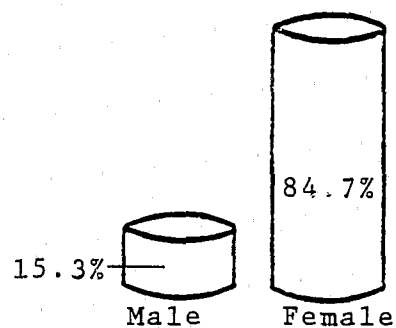
III Professional II
12,685 employees



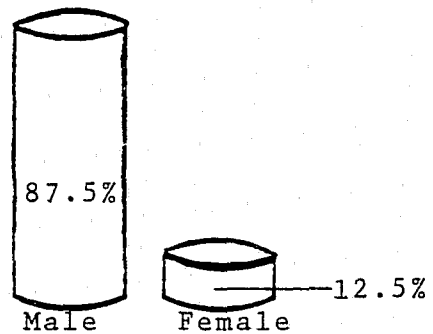
IV Para-professional
1049 employees



V Office/Clerical
3490 employees



VI Service/Maintenance
409 employees



3. Salary Information

The disparity between the incomes of males and females found in the overall workforce persists when a comparison is made of the incomes within a particular job category. As officials/administrators, for example, women are paid less than men by a wide margin. The median income for males is \$20,874 per year, while the median income for females is only \$16,578 per year. Further, the median income for minorities is significantly less than that of white males. For example, the median income for black males is only 76% of that of white males.

In the professional I category, males, especially white males, still earn substantially more than women for similar work. The median income for white males in this category is \$17,598, and for females, \$15,014.

In the professional II category, while there appears to be some levelling of median incomes, white males still have a higher median income. Of the 304 employees earning over \$20,000 per year in this category, 280, or 92%, are white males, and the remaining 8% are white females with the exception of one black female. Further, of the 295 level II professionals earning less than \$10,000 per year, 219 are white males, indicating that white males are still being hired into entry level positions at a percentage rate higher than either women or minorities.

In the para-professional category, the white male median income is \$11,148 and the white female median income is \$9,293.

In the office/clerical category, although women comprise the majority of employees, they are still paid less than men. In the salary range of \$13,000 - \$15,900 per year, women comprise 78% of the 123 office/clerical workers. However, in the salary range of \$16,000 or more per year, women comprise only 33% of the 20 office/clerical workers in that category.

Finally, the pattern that is apparent in other categories reflecting higher male median incomes than female median incomes continues in the service/maintenance category. The female median income, \$8,860, is 81% of the male median income. The Hispanic median income is quite low (\$5,950 per year); however, there are only two individuals in that category.

C. Analysis of Survey Results by Program Area

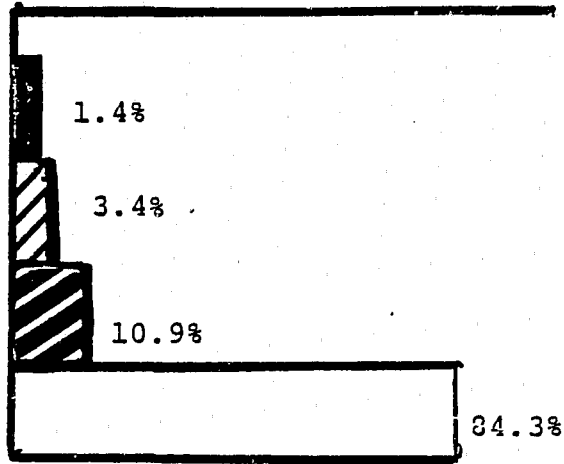
1. Introduction

The program areas in the survey are: (1) police; (2) courts; (3) probation; (4) corrections; and (5) juvenile justice. A compilation of the total workforce in the survey by program areas indicates that 82.1% of the 16,162 male employees are in the police area, while 42.2% of the 4,356 female employees in the survey are in the police program area. Further, it is interesting to note that white male police area employees constitute 62.1% of the entire criminal justice workforce (see Figure 5 for percentages by race/gender in each program area).

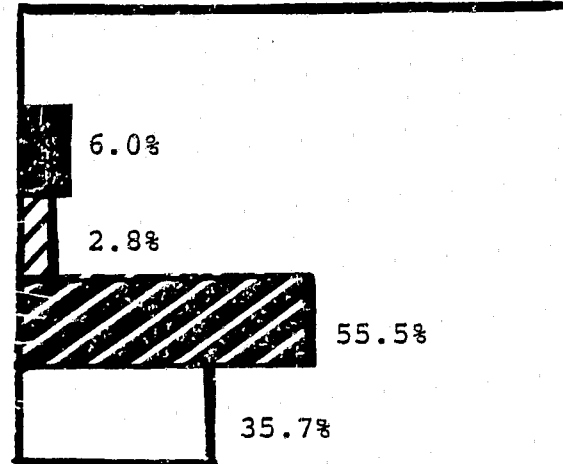
FIGURE 5

PERCENTAGES BY RACE/GENDER IN PROGRAM AREAS

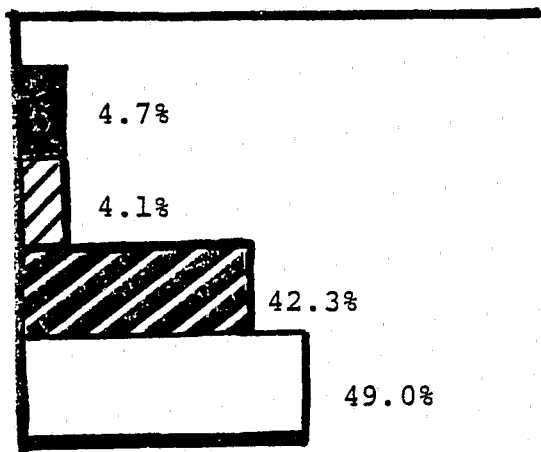
POLICE



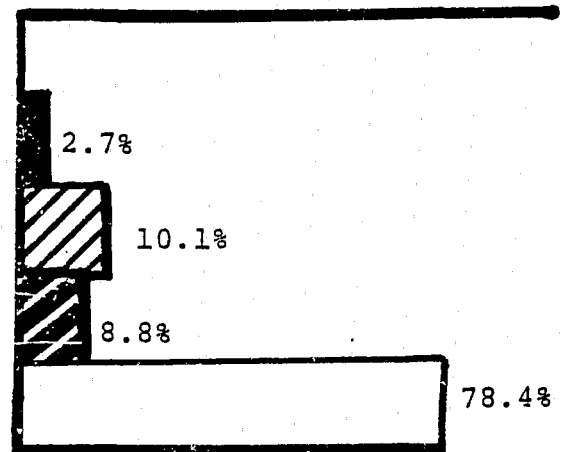
COURTS



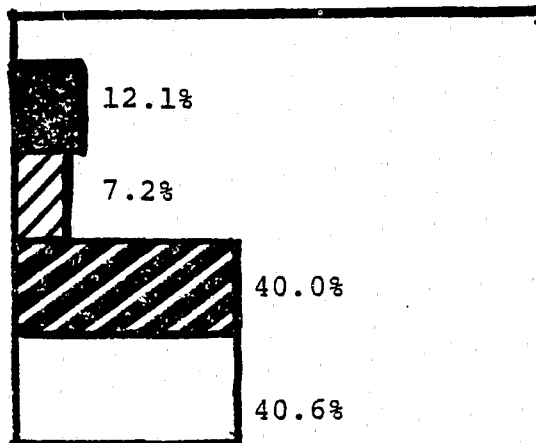
PROBATION







CORRECTIONS



JUVENILE JUSTICE



KEY TO RACE/GENDER:

-  - Minority Female
-  - Minority Male
-  - White Female
-  - White Male

2. Analysis of Results

The overwhelming majority of criminal justice employees work in the police area. Of the approximately 20,000 total criminal justice employees, slightly more than 15,000 work in the police area. Of the 15,115 police sector employees, only 12.2% are women which represents the lowest percentage of females of all program areas except corrections. There is also a low representation of minorities with 3.4% minority males and 1.4% minority females in the police workforce. Further, only 361 of the total 15,115 employees in the police area are black males. An analysis of the various job categories within the police area indicates that white males constitute 93.3% of the officials/administrators category; 96.3% of the professional I category; and 93.3% of the professional II category. When salaries in the police sector are examined, it is evident that a disparity exists. The median income for males, \$14,758, exceeds that for females, \$9,209, by a substantial margin. This disparity exists within job categories as well.

In the courts area, the majority (52.3%) of the 2,229 employees are in the office/clerical job category. Because women constitute 89.0% of the office/clerical workers, the overall representation of women in the courts area (61.5%) is significantly higher than other program areas. However, among the officials/administrators, level I professionals and level II professionals, men outnumber women by a ratio of three to one. The representation of minority males, 2.8%, is the lowest of all the program areas.

Of the 1,230 employees in the probation area, 47% are women. However, the majority (69.4%) of the 578 female probation employees are office/clerical workers. The minority representation in the probation area is 4.1% minority males and 4.7% minority females, which is slightly higher in each gender group than in either the police program area or the courts program area. There are no Asian American employees in the probation area. The disparity between the median income of males, \$16,655, and females, \$9,625, is \$7,030 per year, and this represents the largest difference of any program area. Furthermore, the disparity exists in all job categories within the probation area.

The percentage of males in the corrections area, 88.5%, is higher than any other program area. Of the 1,119* employees in this area, only 129 are women and only 3 of them are officials/administrators. However, the minority representation in the corrections area, 12.8%, is higher than any other program area except juvenile justice. Further, the median incomes for males and females are closer in corrections than in other program areas. However, the male median income, \$14,367, still exceeds the female median income, \$12,149, by over \$2,000.

There are fewer total employees, 825**, in the juvenile justice program area than in the other program areas. Juvenile justice employees constitute only 4.0% of the criminal justice personnel. The representation of both women (52.1%) and minorities (19.3%) is higher in this area than in the other program areas. Further, the female and minority employees are represented in all job categories. For example, of the 216 level II professionals, 102 (47.2%) are women. Women comprise 30% of the officials/administrators in the juvenile justice area. However, within the officials/administrators category as well, the male median income, \$17,950, exceeds the female median income, \$15,719, by over \$2,000.

*As mentioned earlier, this does not include the Department of Corrections (DOC) employees because DOC did not respond in the requested format and therefore the information could not be coded.

**As mentioned earlier, this does not include the Department of Youth Services (DYS) employees because DYS did not respond in the requested format and therefore the information could not be coded.

III CONCLUSION

A. Major Findings

1. Women and minorities are underutilized in all program areas and job categories of the criminal justice workforce. In addition, minorities and women are paid at a significantly lower rate than white men, even within job categories.
2. Professional II, the job category with the largest number of employees, 12,685, or 61.8% of the total workforce, has the highest representation of white males (90%) of any of the job categories. All of the job categories except office/clerical and para-professional have a white male percentage of over 80%, and a total male percentage of over 87%.
3. The police program area, comprising 73.7% of the employees in the survey results, has the highest percentage of white males, 84.3%, of any program area. Further, the percentage of women, 12.2%, is the lowest of any program area except corrections.
4. The police area has the lowest minority representation of any program area, 3.4% minority male and 1.4% minority female. The police sector is the area of criminal justice which has the most visible contact with the general population, and could be a model for other areas in utilization of women and minorities. It is therefore disturbing that there are so few women and minorities in the police program area. For example, only 526 of the 15,115 police sector employees are black.
5. In the courts area, where office/clerical is the job category with the largest number of employees, the representation of women is 61.5%. However, in the upper level job categories; officials/administrators, level I professionals and level II professionals, men outnumber women by a ratio of three to one. Further, the representation of minority males, 2.8%, is the lowest of all the program areas.

B. Possible Remedies

The scope of the survey was limited to a determination and presentation of the representation and salary levels of women and minorities in the criminal justice system as a whole, and within job categories and program areas. The survey did not include an examination of explanations for the level of representation of women and minorities in the criminal justice workforce. Possible factors for underutilization of women and minorities were, however, anticipated to the extent reasonable, and an attempt was made to respond to these in this report. For example, in order to determine whether disparities in the median income for males and females were due to the fact that the majority of females were in the office/clerical job category, and examination of median income and salaries within each job category was made. The results indicated that even within job categories, the salary disparity existed to a large degree.

In addition, although the survey did not include an examination into the feasibility of solutions, the CRC Unit would like to suggest several possible remedies for the gross underrepresentation of women and minorities in the criminal justice system. This list is not exhaustive, but it includes what the CRC Unit believes to be practical courses of action for authorities within the criminal justice system.

1. All sectors of the criminal justice system should reexamine the requirements for all job applicants in order to remove any discriminatory conditions for application and to ensure that selection criteria are job-related. For example, the contention that correctional officers must be male should be closely evaluated and an effort should be made to restructure jobs to allow women to be hired as correctional officers. In addition, in the courts area, there should be a vigorous attempt to increase the representation of women in court officer positions.
2. All sectors of the criminal justice system should engage in a massive public relations campaign and recruitment effort. For example, technical assistance for police recruitment in minority communities is widely available, and the various police departments acting individually or collectively, should utilize the resources available to them in this area.
3. In the courts area, there should continue to be a vigorous enforcement of affirmative action mandates. The courts, and the agencies charged with enforcing civil rights and equal employment opportunity laws should continue to pursue a system-wide effort to break old patterns of hiring, especially as they relate to discrimination against blacks. In addition, the gross disparity in salaries between males and females must be addressed.
4. Criminal justice agencies, either as a whole or individually, should consider setting up an employment service geared especially toward placing women and minorities in the jobs which have been traditionally segregated.
5. The criminal justice system itself, or an outside agency, should continue to monitor the utilization of women and minorities in all program areas and job categories. A follow-up study similar to the present one should be conducted on an annual or biannual basis.

A P P E N D I C E S

APPENDIX I

DEFINITIONS OF RACIAL CATEGORIES

The following definitions should clarify the meaning of the classification of racial and ethnic minority groups used in the survey.

1. The category "White" includes persons of Indo-European descent, including a Pakistani and East Indian.
2. The category "Black" includes persons of African descent as well as those identified as Jamaican, Trinidadian and West Indian.
3. The category "Hispanic" includes all persons of Mexican, Puerto Rican, Cuban, Latin American or Spanish descent.
4. The category "American Indian" includes persons who identify themselves or are known as such by virtue of tribal association.
5. The category "Asian American" includes persons of Japanese, Chinese, Korean or Filipino descent.
6. The category "Other" includes those of Haitian or Portuguese descent and others not covered by the specific categories on the form.

An employee may be included in the group to which he or she appears to belong, identifies with, or is regarded by the community as belonging. No person should be counted in more than one category.

APPENDIX II

DEFINITIONS OF JOB CLASSIFICATIONS

Classify jobs according to the usual requirements of the position, not according to the qualifications of the individuals involved.

Officials/Administrators

Occupations in which employees set broad policies, exercise overall responsibility for the execution of these policies, or direct individual departments or special phases of the agency's operation. For example: department and division heads, chief probation officers, correctional superintendents.

Professional I

Occupations which require specialized knowledge usually obtained through a graduate degree or through experience and training which provides comparable knowledge. For example: attorneys, social workers (requiring MSW), psychologists. Also includes those in the "Professional II" classification who exercise significant supervisory responsibilities but do not fall into the "Administrator" category defined above, e.g. police lieutenants.

Professional II

Occupations which require knowledge generally obtained through a college degree or comparable experience and training. Includes many protective service and social service personnel (includes those positions not normally requiring graduate training or highly specialized experience). For example: police officers and detectives, probation officers, correctional officers, counsellors, teachers, technicians, e.g. computer programmers.

Para-professionals

Occupations in which workers perform some of the duties of a professional in a supportive role, which normally require less formal training and/or experience. For example: dispatchers (unsworn), recreation assistant, child care workers, accounting assistants.

Office/Clerical

Occupations in which workers are responsible for the recording and retrieval of information, and other paperwork required in an office, usually not requiring college training or equivalent. For example: clerk-typist, bookkeepers, payroll clerks, office machine operators.

Service/Maintenance

Occupations in which workers perform duties which result in or contribute to the comfort, convenience or hygiene of other personnel or the general public; or which contribute to the upkeep of facilities or grounds. These occupations do not usually have specific educational requirements. For example: truck drivers, custodians, groundskeepers, janitors.

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