RACE RELATIONS AND EMPLOYMENT IN CHARLOTTESVILLE

REPORT OF THE SOCIAL DEVELOPMENT COMMISSION AND SUBCOMMITTEE ON RACE RELATIONS & EMPLOYMENT

PREPARED FOR THE SOCIAL DEVELOPMENT COMMISSION BY THE DEPARTMENT OF COMMUNITY DEVELOPMENT OCTOBER 1985
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The report presents the results of Phase I of the Social Development Commission's study of race relations in Charlottesville as it applies to Race Relations and Employment. The study was conducted in two phases, the first concentrating primarily on City government and the University of Virginia, and the particular problems faced by minority businesspersons. Phase II will focus more extensively on the private sector. A companion study on Race Relations and Employment in the City of Charlottesville will be done by the Social Development Commission with the assistance of City Councilors and School Board members, late 1985.

The report is organized as follows. Section I outlines the various forms of discrimination and some of the historical and social dynamics that contribute to a clear understanding of the problem. Section II presents data on the labor market in the Charlottesville community. Section III discusses tests that may be conducted by the Commission by University and private sector personnel. Section IV contains recommendations and initiatives to improve the minority businesspersons' environment and lay the groundwork for long-term solutions. Specific recommendations are made to minority communities and lay the groundwork for long-term solutions. Specific recommendations are made to minority communities and lay the groundwork for long-term solutions. Specific recommendations are made to minority communities and lay the groundwork for long-term solutions. Specific recommendations are made to minority communities and lay the groundwork for long-term solutions.
EXECUTIVE SUMMARY

This report presents the results of Phase I of the Social Development Commission's study of race relations in Charlottesville as it applies to Race Relations and Employment. The full study on Race and Employment will be carried out in two phases. Phase I presents an analysis of the employment problems faced by minorities in our area, concentrating primarily on City government, the University of Virginia, and the particular problems faced by minority businesspersons. Phase II will focus more extensively on the private sector. A companion study on Race Relations and Education initiated by the Social Development Commission with the participation of City Councilors and School Board members, is scheduled for completion in late 1985.

The report is organized into seven sections. Section I outlines the various forms of discrimination and some of the historical and social dynamics that obscure a clear understanding of the problem. Section II presents data describing the labor market in the Charlottesville-Albemarle community. Section III discusses testimony presented before the Commission by University and City officials and private businesspersons. Section IV summarizes testimony before the Commission regarding the private sector including problems faced by minority business owners. Section V reviews public/private initiatives to improve minority employment. Section VI presents general conclusions from the study. Section VII details a series of specific recommendations designed to remedy short term difficulties and lay the groundwork for long term solutions.

Data for this report were gathered through a series of public hearings with City and University officials, minority business persons, and other representatives from commerce and industry. Background statistics were obtained from the 1980 Census, reports filed with the federal government under Equal Employment Opportunity (EEO) guidelines, and through the cooperation of organizations interviewed for this study.

The report presents two major findings:

1. Both in City government and at the University of Virginia, blacks are disproportionately clustered in service/maintenance and laboring jobs, many of which are low-pay, low-skill jobs offering little opportunity for self-development. A very small percentage of blacks have professional, managerial or administrative jobs which, typically, are well-compensated and offer responsibility, visibility and the potential for advancement.

2. There are fewer than 50 businesses in Charlottesville owned and operated by blacks, and blacks have more problems than
There is little doubt that these problems are exacerbated by the recent recession and cutbacks in federal programs. Adequate federal support for child care, transportation and job training is essential for improving the employment opportunities of all. Also critical to solving the problems of minority employment is the role of public education, the topic of the companion report. Finally, in reviewing the report it is important to be aware, as the Commission has been throughout the study, that addressing racial issues involves human emotions and perceptions which often conflict.

Given these socio-economic, institutional and human constraints, the Commission recognizes that one Commission and one City can only do so much. Nevertheless, this report proposes several courses of action that could have a significant impact on people in our community. It concludes with a series of specific recommendations focusing on the leadership role the City of Charlottesville must take in improving economic opportunities for blacks. The Commission chose to focus on recommendations that could be carried out by the City believing that the City as a public institution has a special responsibility, not simply to adopt policies and programs, but to use its resources to affect the public consciousness.

With this in mind, the Commission proposes the recommendations which follow. They are divided into three categories. The first category contains recommendations for action by the City of Charlottesville. The Commission has attempted to rank these recommendations by importance, need to act, ability to act, and possible precedent. The second category contains recommendations for action by the Social Development Commission. Both recommendations in this category propose the continued involvement of the Social Development Commission in race relations issues in Charlottesville. The third category contains recommendations for action by the Chamber of Commerce and the University of Virginia. In making these recommendations the Commission extends an invitation to other agencies and institutions in the City and the County to work for increased cooperation in dealing with race relations in our area.

The recommendations given highest priority are designated with an H.

H 1. The City should help to organize a Minority Business Enterprise Committee that may lead to the establishment of a private non-profit Community Development Corporation (CDC).

H 2. The City should strengthen its Affirmative Action policy.

H 3. The City should increase career training and development efforts through a career development program and the use of
The City should include affirmative action concerns as a criterion for awarding Industrial Revenue Bonds (IRBs) and for determining City involvement in public/private partnerships.

The City and other agencies and institutions should seek to increase minority participation on boards and commissions.

The City purchasing department should continue to use its purchasing power to improve the status of minorities in business.

The Social Development Commission should remain active in studies of race in Charlottesville.

The Social Development Commission should continue to monitor social agencies' minority employment figures and should consider the performance of agencies when reviewing their funding applications.

The Chamber of Commerce should increase its efforts to help and encourage minority businesspersons.

The University of Virginia should encourage more minority and entry level workers to use the University Day Care facility.
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PREFACE

This report presents the results of Phase I of the Social Development Commission's study of race relations in Charlottesville as it applies to Race Relations and Employment. The full study on Race and Employment will be carried out in two phases. Phase I presents an analysis of the employment problems faced by minorities in our area, concentrating primarily on City government, the University of Virginia, and the particular problems faced by minority businesspersons. Phase II will focus more extensively on the private sector. A companion study on Race Relations and Education, initiated by the Social Development Commission with the participation of City Councilors and School Board members, is scheduled for completion in late 1985.

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There are many numbers in this report. They are necessary to tell the story; but they are only a reflection of the essence and impact of the problem. Behind the statistics are real persons, each with hopes, desires, and frustrations. The numbers should not blind us to the continuing problem of discrimination and the various forms that it takes in our community and society.

The challenge of creating rewarding jobs and advancement opportunities for all citizens--and particularly for those in the black community--is more acute now than at any time since the Second World War. The task will require thoroughness of thought and diligence of purpose. This report represents one attempt of the Charlottesville Social Development Commission to engage the problem, and to contribute to its solution.
I. The Dynamics of Discrimination

Work is a fundamental feature of modern life; it is necessary for economic survival and may occasionally bring personal fulfillment. Persons with "good jobs" obtain greater economic rewards and higher status than those with lesser positions or who are unemployed. The former have access to better housing, superior goods and services, and more opportunities for their children. The latter often experience an uncomfortable present and an uncertain future. It is not surprising, therefore, that people desire jobs which combine economic security with personal growth and advancement. Due to social and historical forces, however, the preferable positions—especially those that combine economic security with personal creativity—are at a premium. Although the number of blacks and women in such jobs improved somewhat in the 1970s, the largest majority of these positions remain the province of white males. Comprising 50 percent of the labor force, white males control 59 percent of all managerial positions in the U.S. By comparison, blacks, who comprise 10 percent of the labor force, make up only 6 percent of the nation's managers.

Moreover, stark reality forces many persons to abandon the goal of obtaining personally rewarding work in favor of simply getting "a job." For the black community, this reality is an unemployment rate double that of whites and jobless figures among teenagers as high as 50 percent of their numbers in the labor force.

The causes for black unemployment and underemployment are rooted in the complex interplay between social relationships and history. Immediately one thinks of prejudice and discrimination. These are important concepts for this report and, although familiar, are sometimes confused. When we talk about prejudice, we are talking about an attitude that blacks are inferior or an attitude that links a person's behavior to his or her race. Prejudicial attitudes directed toward blacks, such as the stereotype that "all of them are alike" or "they don't want to work," are imbedded in our culture.

Prejudice is not the same as discrimination, the unfair or unequal treatment of a person because of race. With discrimination, we are talking about what people actually do—their behavior—rather than what they think. Prejudice may or may not lead to discrimination. For example, someone harboring a prejudice may be prevented from discriminating in housing or employment by numerous laws, despite his or her prejudicial attitudes. At the same time, however, prejudiced individuals often find it easier to behave in a discriminatory fashion. Thus while the terms are different, both have the effect of limiting the ability of blacks to gain good jobs and achieve equality. Prejudice and discrimination typically refer to the qualities of individuals. When out in the open, the individuals
responsible for such attitudes or actions can be held accountable, either by the social conscience of the community or by enforcement of laws preventing discrimination. There is someone to blame, and a remedy occasionally can be sought.

A more difficult problem to address, however, is the discrimination that cannot be traced directly to specific individuals but results from the normal operations of organizations in our society. This type of discrimination—labeled by some as institutional discrimination—is not necessarily conscious or deliberate; it is the result of social patterns developed over long periods of time that have the effect of perpetuating racial inequality.

For example, a corporation may seek "the most qualified" candidate for a job regardless of race. However, the "most qualified" college graduates may be recruited from Harvard rather than Virginia Tech or Virginia Union, a process which filters out potential black applicants due to their lower numbers at Harvard. At the same time, Harvard is admitting "the most qualified" high school students—meaning those with good grades from suburban rather than inner city schools. Again, a filtering has occurred. Because the number of blacks attending suburban schools is low due to socio-demographic patterns beyond their control, this reduces the potential minority population attending Harvard. Throughout this process it is clear that the term "most qualified" implies a constellation of personal characteristics developed through selective institutional channels. At each phase in the process, blacks are filtered out. Rarely can individuals in this process be blamed for overt discrimination; yet discrimination in fact—measured by lower numbers of blacks in preferred positions—has resulted. Such is the nature of institutional discrimination.

This process results in blacks being concentrated in the low-pay sectors of the economy. And because it is rooted in the dynamics of institutions, the discriminatory results pose more vexing problems than the individual acts of discrimination that were the focus of Civil Rights activists in the 1960s. Major studies have shown that prejudice has declined in the last twenty years and deliberate racial discrimination, with some exceptions, has been legally banned. Yet racial inequality continues today and, in some places, seems to be worsening. If institutional discrimination is one of the root causes of this inequality, changes must be made in the operation of society's basic organizations.

The presence of institutional discrimination implies that some kind of affirmative action be taken on behalf of blacks to remedy the historical legacy of racism. Forms of affirmative action are diverse, giving way to great public misunderstanding of the term. Affirmative action may simply mean that an employer seeks to expand the pool of black job applicants without any commitment to hire minorities. This is the most common form of affirmative action; it is often referred to as
Equal Opportunity, and employers who embrace this approach may do nothing more than merely advertise that "minorities are encouraged to apply." Affirmative action may also imply a policy of preferential hiring such that, given essentially equal qualifications of a black and a white for a position, the black will get the job. A variant on this approach allows an employer to prefer a black over a white with higher qualifications so long as both meet minimum standards necessary to the job. Finally, affirmative action has been viewed to imply quotas. In reality, quotas are rarely used as part of an affirmative action program; they are typically imposed only by courts after a pattern of overt discrimination in a particular organization has been clearly demonstrated.

Public institutions, as representatives of the societal good, have a special obligation to lead in the effort in attacking all forms of discrimination, especially those which flow from the basic structure of our institutions. The City of Charlottesville and other governmental bodies should not be satisfied with merely following the letter of the law, but should lead the way in providing affirmative opportunities for minorities. In the process, it should challenge private institutions and individual citizens to do the same.

Similarly, the public sector, especially through the schools, can serve as a vehicle by which minority youth can be motivated to work for a brighter future. A common complaint expressed by businesspersons who discuss racial inequality in the labor force focuses on what they perceive to be a lack of motivation on the part of some black youths to seek good jobs and work for promotion while on the job. Although it would be a drastic mistake to view lack of motivation as a racial trait, we must recognize that individuals who perceive few opportunities are less likely to be motivated. It is much easier to be motivated if you feel your efforts will be rewarded. With the leadership of local, state and educational institutions, opportunities for blacks will grow in our community. And as blacks gain positions of greater authority in the public and private sectors, the motivation of young people will expand to explore avenues once thought closed.

II. Minorities and the Charlottesville/Albemarle Labor Market

Although Charlottesville/Albemarle is a fairly prosperous area, the benefits of prosperity are not equally distributed. The most disheartening statistic concerns black unemployment. In 1970 the unemployment rate among minorities was twice that for whites. In 1980 it improved slightly, although the unemployment rate among black males continued to be double the unemployment rate of white males (Table I).

The employment pattern for minorities is also problematic. Tables II and III reveal that in 1970 there were only 300 blacks in professional/managerial jobs (5.4 percent), 267 in technical/sales jobs (5.6 percent) and 127 in craft and repair
jobs (7.2 percent). At the same time, close to half (1331) of all service workers were black (Table II).

Table III reveals that by 1980 minorities were still underrepresented in higher-paying categories. Although 16.2 percent of the workforce were minority workers, only 6.8 percent of professional/managerial, 11.8 percent of technical/sales workers and 8.3 percent craft/repair workers were minorities.*

A closer examination of the census data from both 1970 and 1980 reveals that inequality exists within as well as between categories. In 1970 minorities who were classified as professionals or managers tended to be teachers, ministers, or self-employed (Table IV). The same appears to be true for 1980, although changes in the census categories make exact comparison difficult. In 1980, 67.4 percent of all black managers and professionals were classified as having professional specialty occupations. The classification includes teachers, ministers and the self-employed. Thus some of the apparent gains in managerial positions for blacks can be accounted for as a transfer from technical specialties. These positions are not high level managerial positions. Similarly, the largest percentage of minority technical, sales and administrative support workers in 1980 held support positions.

The job market refers to the kinds of jobs which can be available for workers. Obviously, the job market influences the employment pattern. Less obviously, it also can influence job mobility. For example, if there are few transitional or middle-managerial jobs, it is difficult for workers to move into professional or managerial roles. In Table VI, the job market in Charlottesville in 1970 is compared with the employment patterns of whites and minorities. It reveals that the job market in Charlottesville is skewed toward white collar, professional occupations. In 1970, 32.7 percent of the total workforce held managerial professional jobs and 27.9 percent held technical or sales jobs. At the same time, 16.3 percent held service jobs and 12.4 percent were laborers.

* Although these figures illustrates some gains for blacks in the 1970s, one should not overstate their significance. The number of blacks in the local labor force expanded by 33 percent during this period (the number of whites, increased by 13 percent). Consequently, some of the increases in black employment in professional and technical categories can be explained simply by larger numbers of blacks in the local labor force. Perhaps more significant, however, is the fact that the census bureau reorganized categories in 1980 so that accurate comparisons between 1970 and 1980 cannot easily be drawn. Some service occupations, for example, became reclassified as technical/sales. Whether these positions were occupied by blacks, thereby helping to explain the increase in black employment in this category, is impossible to determine without more sophisticated data collection and statistical manipulation than can be done for this report.
When the occupational profiles for whites and minorities are plotted alongside the market profile, the discrepancy in employment becomes obvious. In 1970 55.6 percent of working blacks were employed in service occupations while only 12.5 percent of employed minorities were managers or professionals.

Table VII indicates that as of 1980 the relative imbalance between whites and minorities in professional and managerial categories had not changed greatly. In Charlottesville in 1980, 31.8 percent of all workers held professional and managerial jobs. However while 35.6 percent of all white workers were classified professional and managerial only 13.5 of all minority workers were professionals and managers. Minorities continued to predominate in service occupations. While 38 percent of the minority workforce held service jobs, only 11.7 percent of the white workforce held service jobs.

The most significant growth from 1970 to 1980 occurred in the "technical and sales" category. In 1970, 32.4 percent of all white and 11.1 percent of all black workers were in jobs classified as "technical and sales." By 1980, 33 percent of all white and 23.3 percent of all black workers held technical and sales jobs. Since there was no decrease in the percentage of white workers in that category, it is most likely that the growth represents new jobs.

III. Minority Employment in Charlottesville: The Public Sector
A. Introduction

The University of Virginia and the City of Charlottesville are two of the area's largest employers. Based on 1983 data for full and part-time jobs, the University employs approximately 10,000 persons while Charlottesville, including the schools, employs from 1,600 to 1,700. The area workforce is approximately 51,000. Together the University of Virginia and the City of Charlottesville, therefore, account for 23 percent of total area employment. If only full-time employees are counted, the City and the University account for better than 27 percent of the available jobs (U. S. Census, 1980; EEO Report, City of Charlottesville, January, 1985; EEO Report, University of Virginia, 1984).

Because they control so many of the available jobs, the City and UVA greatly influence the structure of the labor market in the Charlottesville/Albemarle area.

Consequently, the Social Development Commission began its study of race relations and employment in Charlottesville by examining employment patterns and practices at the University of Virginia and the City of Charlottesville. The study concentrated on full time employees, was limited to non-faculty positions at UVA (6,487 in 1984) and on jobs in major departments within the City.
(615 in 1984), although general data for the City as a whole was gathered as well (884 employees in 1984). Data on employment patterns in the City schools is also included.

B. The University of Virginia

Data provided by the University of Virginia for Fall 1984 showed that the University employed 6487 persons in full-time non-faculty positions. Minorities fill 19 percent (1235) of these positions. The distribution among EEO categories is as follows:

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<th>EEO Category</th>
<th>Number Employed</th>
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<tr>
<td>Executive/Administrative/Managerial</td>
<td>420</td>
<td>22</td>
<td>5.0%</td>
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<tr>
<td>Professional (non-faculty)</td>
<td>1771</td>
<td>62</td>
<td>3.5%</td>
</tr>
<tr>
<td>Secretarial/Clerical</td>
<td>1768</td>
<td>272</td>
<td>15.5%</td>
</tr>
<tr>
<td>Technical/Para-Professional</td>
<td>998</td>
<td>181</td>
<td>18.1%</td>
</tr>
<tr>
<td>Skilled Craft</td>
<td>444</td>
<td>83</td>
<td>18.7%</td>
</tr>
<tr>
<td>Service/Maintenance</td>
<td>1086</td>
<td>615</td>
<td>56.6%</td>
</tr>
<tr>
<td>TOTAL</td>
<td>6487</td>
<td>1235</td>
<td>19.3%</td>
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Minority employment approaches the 20 percent level in two categories: skilled craft (18.7 percent) and technical/para-professional (18 percent). It exceeds 20 percent for service/maintenance workers, 56.6 percent of whom are black.

1) Changes Since 1976

Employment data was provided for the University for 1976, 1978, 1980, 1982 and 1984. A review of this data suggests that there have been some changes in minority employment at the University of Virginia since 1976. The most significant was a reduction in minority technical/para-professional workers from 27 percent of the total employed in that category in 1976 to 18 percent in 1984. During this same time there were increases in the percentage of minorities employed in the following areas: skilled craft, from 9.8 percent to 18.6 percent; management, from 2.9 percent to 5.2 percent; professional (non-faculty), from 2.4 percent to 3.5 percent; and secretarial/clerical, from 10.4 percent to 15.3 percent (Table IX, page ).

2) EEO/Affirmative Action Policy

In her presentation to the Social Development Commission (January 17, 1985) the Director of Equal Opportunity Programs for the University, Sondra Stallard, described the University of Virginia's EEO policy as being oriented toward affirmative action (See Appendix A). The University's philosophy recommends giving preference to a minority over a majority applicant with equal or marginally
better qualifications, even though it has no explicit policy to do so.

The University currently is negotiating with the state for more local control over EEO policies. At the same time, the University's EEO Officer and the University Personnel Department have been working together to increase publicity on EEO policies and procedures and to stay more closely in touch with individual departments.

3) Recruiting

The focus of the University's EEO policy is on recruiting. The University attempts to attract minorities. In addition, the University recruits for top positions on a national level and for professional positions regionally or statewide. Other positions are recruited from Charlottesville and nearby counties.

4) External Problems

Minority employment is affected by external as well as internal conditions. According to Dr. Stallard, three external conditions in particular affect the ability of the University to attract qualified minorities. These are relatively low salaries, negative perceptions of the "quality of life" in Charlottesville, and low job turnover. Salaries at the University do not quite meet those in the private sector or at other Universities. According to Dr. Stallard, while salaries for professionals are within 90 percent of the norm, this is not sufficient to attract highly qualified minorities. The cost of living in Charlottesville is high. She suggested that there is the perception that the cultural atmosphere in Charlottesville is "stifling" for minorities. That is, people believe the area has little to offer young professionals with other than traditional (middle class) interests. Finally, job turnover has been low. Therefore, even if salaries were increased and a social atmosphere more interesting to young black professionals were to develop, there are few positions to be filled.

In addition, in 1982, the state put a freeze on hiring, wages were frozen and merit increases suspended. There were budget cuts in 1981-82 (3.5 percent), 1982-83 (5 percent), and 1983-84 (1.5 percent); some departments were eliminated.

5) Internal Problems

Dr. Stallard stated that the large size and diversity of the University has been a major problem. Until 1982, the Personnel Department did not have a good system to match applicants with jobs. Hiring was done by department and was not easy to oversee. Another problem mentioned by Dr.
Stallard was low staffing in the Personnel Department resulting in less outreach. She said outreach often is not adequate to locate and recruit qualified minorities. The University now has a computer matching system and uses racially mixed interview teams.

The University's Equal Opportunity Program has a grievance procedure for employees and applicants. If asked, they will review any employment interview for a prospective employee who was not hired. Applicants as well as employees can petition for a hearing if they suspect discrimination. However, more than half of the complaints brought to the attention of the UVA Equal Opportunity Program are from Medical Center employees. This suggests a problem area for the University, as Center employees constitute 40 percent of the total University employment. Dr. Stallard suggested that a contributing factor might be the nature of the work: there are more high pressure jobs in the Medical Center than in the University proper and working conditions are often stressful.

The Equal Opportunity Program is currently running training programs for Medical Center employees. In 1984-85, 125 nursing supervisors and 700 non-nursing supervisors were trained. The programs deal with ways to avoid complaints, how to help employees and how to make employees more aware of their options for advancement.

6) Minority Hiring and Career Development Initiatives

The University has instituted a number of programs designed to improve hiring and advancement opportunities for minorities. Such programs include:

--Extensive Advertising
--Revised Recruiting Procedures
--Meeting With Local Agencies Which Serve the Minority Population
--On-Grounds Recruiting at Black Universities and Colleges

Other programs are designed to help employees move into better, more rewarding jobs. To the extent that minority employees participate in them, these programs can be expected to increase the number of minorities in higher level jobs. They include:

--Tuition Assistance for Employees Seeking more Education
--Career and Skills Assessment
--Supervisory Development Programs
--Skilled Craft Apprenticeship Program

7) The University Apprenticeship Program

The University of Virginia's apprenticeship program is a
four-year program instituted in 1982. It is operated by the Department of Physical Plant for job training in the construction and maintenance trades. Apprentices are hired to fill positions created through vacancies, expansion or change; graduates are certified as journeymen in their trades. The program has been approved by the State Department of Labor and Industry.

In 1982, 22 apprentices were hired. All were from within the University; 40 percent were minority. In 1983 and 1984, the positions were advertised outside of the University. There were 275 applications for seven positions. Three of the seven hired were minorities. All applicants were interviewed by the apprenticeship committee. In the future, applicants will be screened by the Department of Personnel. Graduation from an accredited high school or the equivalent is required. Other selection criteria includes the potential for leadership and demonstrated motivation.

The program cost in 1984-85 for 35 apprentices was $1,200. After three years of operation the program has had two graduates who came into the program at an advanced level, and only two have dropped out.

8) Support Services

The Medical Center has a day care program located at the Blue Ridge Center. It has room for 46 children; currently 40 children are enrolled leaving 6 openings. The center accepts children on a priority basis, as openings occur. The cost is high, however ($70/week for infants; $50/week for preschoolers) and may prohibit use by entry level and para-professional workers. At this time, no minority children attend the University Hospital Day Care Center.

C. City Government

As of January 1985, the City employed a total of 1650 people, with over half of these in the school system. Twenty-four percent of those employed were minorities. The City, therefore, employs a greater percentage of minorities than are counted as a percentage of the available labor force (excluding the City schools). To examine historical patterns in City government, the Commission examined the degree of minority employment in the City's major departments (See Table X). Of the 615 employees in these departments, 21 percent are black.

An analysis of minorities by job classification in those departments, however, provides a less encouraging picture (Table XI). Minority employees tend to be clustered in
para-professional, service/maintenance and clerical jobs. Fifty percent of the City's para-professional workers (e.g., public housing community worker, recreation specialist, social worker aide) are minorities, as are 32 percent of service/maintenance and 24 percent of the office/clerical staff. Minority representation in other job categories is poor (Table XI). Of 35 administrative officials in 8 major departments, only 2 are blacks (5.7 percent). Similarly, only 10 of the workers who are classified as professionals (10 percent) and one who is classified as a technical worker (3 percent) are minorities. There are also relatively few minorities employed as skilled craft workers as well (5 workers, 13 percent).

1) Changes Since 1974

An analysis of data for City government from 1974 to 1975 shows that the percentage of minorities employed by the City in major departments rose from 14 percent in 1974 to 27 percent in 1980. Since 1980, however, this percentage has declined, due largely to the termination of the federally funded CETA program. By 1984, 24 percent of all City workers (outside of the school system), and 21 percent of those employed in major departments, were black. And the July, 1985 EEO figures suggest a further decline. Noting that "the trend toward fewer minorities in City organization has continued," City Personnel Director, Bruce Keith reported the percentage of blacks employed has now dropped to 22.5 percent.

Significantly, several departments which had been notified of the need to increase their number of minority employees did not do so; some of these departments even reduced blacks in their employment. Of the 78 openings in the last year within departments identified as in need of more minorities, only eleven (14%) were filled by blacks.

2) EEO/Affirmative Action Policy

The City instituted its Affirmative Action Policy in 1975 (See Appendix A). The basic policy remains the same today. There are no quotas. Although the City currently is considering establishing goals for specific departments, the present policy is to be non-discriminatory in recruiting, hiring and other personnel actions.

In practice the City attempts to increase the number of minority job applicants by increasing their numbers in the applicant pool. Most positions are advertised in the newspaper; flyers advertising the position are posted; the position is filed with the Virginia
Employment Commission; and notices are sent to a mailing list which includes the City Schools, Piedmont Virginia Community College and organizations which represent minorities.

All applications are received by the Personnel Office and, to be considered, must be filed before a stated deadline. The Personnel Department reviews the applications and forwards those which fit the criteria established by the department. From 5 to 12 applications typically are sent forward for consideration. If an applicant is known to be a minority, he/she is given special consideration.

The interview is conducted by the department head who completes a rating sheet which points out criteria for selection or problems which led to rejection.

Although the City has no explicit written policy of preferential hiring, City Manager, Cole Hendrix (May 5, 1985) has indicated, in a meeting with the subcommittee, that supervisors should attempt to hire minorities over white males when both have comparable qualifications for a specific job. Mr. Hendrix noted, however, that there may be some misunderstanding among department heads as to this philosophy.

3) Promotion

Most promotions are handled as job openings; current employees who wish to move to a better job compete with the general public for the position. When appropriate, positions are open only to City employees. From July 1984 to January 1985, 23 percent of those promoted were minorities.

4) External Problems

City Personnel Director, Bruce Keith (January 17, 1985) said that, despite attempts to increase the applicant pool, the City still has problems attracting qualified minority workers. He agreed that competition for candidates is keen, and the City has little to offer that will attract minorities to the area, suggesting that the cost of living is high, salaries tend to be relatively low, and there is a perception that Charlottesville does not afford an interesting social life.

5) Internal Problems

The most significant internal problem cited by Mr. Keith was the reluctance of certain departments to hire and promote minorities. This is consistent with the most recent statistics.
Another problem appears to be confusion over what is the City's affirmative action policy. Mr. Hendrix has acknowledged that supervisors may not be sure of the policy. He has suggested that the City ascribes to a policy of preferential hiring given roughly equal qualifications. However, this is not the written policy.

In an attempt to increase minority employment, the City has been requiring those department heads who typically do not hire minorities to include EEO goals in their annual performance contracts. Department evaluations are based in part on how well the goals are met.
D. The City Schools

According to the year-end report, 766 persons were employed full-time by the Charlottesville Public Schools during 1984-85. Thirty one percent of those employed were minorities (See Table XII).

Seven of 23 administrators (23.3 percent) are minorities, and the professional staff is 21.2 percent minority. The greatest percentage of minorities are concentrated in the service/maintenance (62.6 percent) and skilled craft (51.6 percent) categories.

Even though most minority workers employed by the schools are in non-professional positions, the percentage employed in administrative and professional categories does parallel the percentage of minorities in the work force. Despite this, the Task Force on Race and Education found that there were too few minorities in decision-making roles (Task Force on Race & Education May 1, May 9, 1985).

A closer look at the minority administrative staff reveals a possible source of dissatisfaction. Of the seven black administrators, only three are in positions of primary responsibility. In addition, few minorities have authority at the professional level. For example, only one of the thirteen department heads at Charlottesville High School is black.

1) Changes Since 1974

The percentage of minorities employed by the school system increased from 25.2 percent in 1973-74 to 31.2 percent in 1984-85. The increases have occurred in all categories of employment, with the exception of skilled craft (Table XII). There has been least change in minority professional staff (20.6 percent to 21.2 percent). The greatest increases have been in para-professional (20 percent to 38 percent) and service maintenance (46.4 percent to 62.6 percent). The percent of minorities in administrative positions increased from 16.7 percent to 23 percent. This change has been due to staff growth. Six new positions were added; 50 percent of those were filled by minority employees.

The increases in service/maintenance and para-professional categories appears to be due to a reduction in staff with new employees in those categories being predominantly black.
2) **EEO/Affirmative Action Policy**

The school system affirmative action policy states:

"The Charlottesville City School Board specifically prohibits discrimination against any individual for reasons of race, creed, national origin, sex or age. Accordingly, equal opportunity for employment in all positions shall be extended to all qualified persons, and the school system will promote equal opportunity through a positive and continuing affirmative action program" (Personnel information 5-6).

In addition to this policy statement, the School Board adopted a program to implement the Affirmative Action Plan (see Appendix A). Significant provisions of this program include:

- **Regular, periodic dissemination of information and discussions with staff, administration, school board and the public;**
- **Steps to take for increasing the number of minority applicants;**
- **Steps to take for fostering promotions from within, career development and inservice training;**
- **Review each semester of the entire program by an advisory council consisting of certified and classified employees.**

3) **Recruiting & Promotion**

The affirmative action program encourages promotions and hiring from within and does not require outside advertising of job openings. When advertising is used, however, minority media are contacted (See Appendix A).

Internal promotions are encouraged through counselling, support for career training, and conspicuous posting of job vacancies. In order to assist individuals in obtaining positions which are commensurate with their ability, the personnel office maintains a "skill bank." Any employee is permitted to place in this "bank" a description of his or her skills which may be relevant to the performance of any other school job. There is no indication as to whether "skill bank" participants are given priority in hiring.

Although preferences are not included within the Affirmative Action hiring policy, the school's Reduction in Force (RIF) policy recognizes the
importance of maintaining minority employment. This section of the policy provides that "when a RIF is declared and until such time as the School Board declares that a RIF is no longer in effect, no minority staff member will be terminated if in doing the resulting proportion of minority to majority staff members is decreased by more than four percent of the extent minority to majority proportion at the time the RIF was declared." (Personnel Manual 9-25A Programs, Services, Staff Reduction).

External Problems

A major barrier to efforts designed to increase minority employment in the school is low turnover. Turnover now averages five percent per year; only twenty new teachers will be hired for the 1985-86 school year. In addition, a declining student population reduces the number of new hires. Finally, a Virginia report cited by school Personnel Director, Robert Hart, suggests that the pool of potential black job applicants is small because low numbers of minorities are choosing education as a career. Charlottesville has difficulty competing with larger cities to recruit blacks for the specialized positions that often become available.

E. Other

1) Social Agencies

The City provides limited funding for a variety of social agencies in the City. City funding can amount to from 1 to 30 percent of an agency's annual budget; the remainder is received from federal, state, and private sources. In 1984-85, the City appropriated $659,195 to human service agencies not directly affiliated with the City, two percent of the City's total budget.

Employment data from the seventeen agencies funded in 1984-85 show that as of June, 1985 only three agencies/programs had minorities in top administrative positions: Jefferson Area Board for Aging (2, 33%); Monticello Area Community Action Agency (1, 25%) and the United Way Child Care Committee (2, 33%). Central Virginia Child Development Association, Jefferson Area United Transportation, Inc. & Retired Senior Volunteer Program had no minorities in professional positions. Region Ten employs only 2 (3%) and the Health Department, 7 (13%) (Table XIII).

Although 28 percent of the total employment of these
agencies was black, these workers were concentrated in clerical/para-professional positions (50% of this category was black). Only 12 percent of administrative/professional staff was black.

2) **Boards and Commissions**

There are over 30 Boards and Commission with members appointed by City Council. These range from advisory boards such as the Community Attention Advisory Board to governing or regulatory bodies such as the Planning Commission and the Community College Board. These boards and commission are generally composed of citizens and local officials concerned with the subjects discussed. Membership qualifications are defined separately for each board. With the exception of the Social Development Commission and the CDBG Task Force, none of the requirements mandate any minority member. Nor is Council presently under any formal obligation to consider the race of appointees when vacancies are filled (Table XIV).

There are significantly lower percentages of minorities appointed to city boards and commissions than the percentage of minorities in the overall population. Over half of the appointed boards contain no minorities at all. Five more have less than 20 percent minority membership. No blacks are members of two boards which consider minority issues-- Jefferson Area Board for Aging and Region Ten Community Services.
IV. The Private Sector

The private sector employs approximately 60 percent of the area's labor force (Virginia Employment Commission 2nd Quarter 1984 Report). It is a dynamic sector; between 1977 and 1983, the number of Charlottesville businesses increased by 25 percent (Charlottesville Economic Development Status Report, 1984, p. 14). Although the private sector will be addressed more extensively in Phase II of this report, some preliminary data related to the status of minority-owned businesses will be presented here.

A. The Chamber of Commerce:

One of the focal points for business development in the community is the Chamber of Commerce. In testimony before the Commission (March 11, 1985), Jerry Brown, President of the Chamber, indicated that in 1984, only nine of the body's 75 members were minorities. Most Chamber activities are designed to serve the business community at large and are not targeted specifically to the needs of minorities. Nevertheless, several programs initiated or supported by the Chamber might, in Mr. Brown's view, assist minority-owned businesses or improve minority employment. These include:

1. The SCORE/ACE Program. Managed by a subcommittee of the Chamber, this program utilizes retired business executives in providing free business advice to individuals and organizations who request it. Since its inception in 1981, it has served 473 clients; 53 of these were minorities.

2. Leadership Charlottesville. Leadership Charlottesville is a leadership development program which is coordinated by the Chamber since 1982, the program is designed to acquaint individuals with the community and its leaders, a critical task for any entrepreneur-black or white-who seeks to establish a network of contacts from which a business may grow. Minorities were involved in 1982 and 1983, but 1984 had no black participants.

3. Summer Youth Employment Program. Initiated and coordinated by MACAA and supported by the Chamber, this program enrolls participants in training courses and employs individuals in various jobs (e.g. child care aide, library shelver, clerk). In 1983, 84 percent of the participants (108 youths) were black. In 1984, the figure was 87 percent.

B. Problems of Minority-Owned Businesses:

There are few minority owned businesses in our community. While exact figures are not available, the Department of Community Development estimates that as of March 1984, only 29 businesses in our area were owned by blacks. Increasing the
number of minority-owned businesses is desirable for the following reasons: First, our nation views entrepreneurship as an acceptable route to personal success. Such success in the black community can weaken prejudicial stereotypes and encourage a greater reliance on merit in the judging of performance. Second, minority entrepreneurs are role models for black youth; the greater their number, the easier the task of minorities in their attempts to enter the labor market at higher ranks. Third, as numbers of minority businesspersons increase, so too will the interaction with the white business community. Finally, the economic success of black businesspersons will bring greater political and social status, both of which will improve the position of minorities in the future.

Testimony before the committee by three black entrepreneurs--Bill Cooper, Co-founder of Cricket & Company (a hairdressing salon), Eugene Williams of Dogwood Housing (real estate development) and James Wyant of Buddy's Seafood Restaurant, revealed the great difficulties faced by blacks in their attempts to start and maintain new businesses. These include:

1. **Lack of Access to Adequate Capital.** Most businesses require initial outlays for construction, equipment, and inventory. Moreover, they rarely make a profit for at least two years. Hence, a potential businessperson must raise both start-up capital to begin operations and working capital to pay rent and salaries until profits are realized. Since there is little capital accumulation in the black community or in organizations designed to spur black economic development, minority entrepreneurs must either save over a period of time or must secure the assistance of predominantly white investors. Neither task is easy. Mr. Cooper and Mr. Wyant essentially took the first route while Mr. Williams, in addition to providing his own funds, was able to secure, after considerable efforts, a number of other investors for his enterprise.

2. **Lack of Technical Assistance and Entrepreneurial Expertise.** Unless the entrepreneur has had business courses or experience, he/she is likely to overlook the hidden expenses of doing business. In addition, most people who go into business have experience in their fields. Few minorities have had such business experience. Thus, many minorities could use help in developing a business plan.

3. **Discrimination in Acquiring Locations for Business and in Acquiring Patrons.** Location is often critical to a new business's success. Mr. Cooper testified that he suspected discrimination played a role in his initial inability to locate in an area thought most desirable. And many black-owned businesses face severe problems if they are unable to appeal to white patrons; their market
is constrained and so too are their potential profits.

4. Lack of Contact and Support. Few minorities have access to a network of individuals to assist in raising capital or in locating the right space for the business. Two of the three businessmen who addressed the commission had previously worked with the Department of Community Development and found that useful. Mr. Williams suggested getting minority youth involved in business activities earlier and providing more opportunities for minorities to meet people and to see how the community works. Personal motivation was undoubtedly a key factor in the success of the individuals who testified before the Commission. But their motivation alone could not have overcome the severe problems they faced. Rather, they had the motivation which, given their contacts in the community, created the conditions for possible economic success.

V. Public/Private Initiatives

The public sector has always attempted to encourage the expansion of businesses. Today, local governments are increasingly being asked to subsidize private development, either by providing direct tax subsidies or by approving measures that allow businesses to take advantage of federal tax law. In Charlottesville city government, efforts to attract businesses are concentrated in the Economic Development Coordinator. To date, economic development in the City has not focused explicitly on creating opportunities for minorities.

A. Economic Development and Industrial Revenue Bonds

In recent years, Charlottesville has been extremely active in attempting to use Industrial Revenue Bonds (IRBs) to entice businesses to locate in the City. When the City approves issuance of these bonds, it effectively enables private firms to borrow money to finance new construction at lower-than-market interest rates by entitling them to obtain tax subsidies from the federal government. Proponents of IRBs argue that they create jobs and increase tax revenues. City Development Officer, George Ray told the Commission, for example, that the $70 million in bonds granted by the City in the last five years will create over 2,000 jobs. (George Ray, March 11, 1985).

Charlottesville does not presently attach affirmative action conditions to IRBs, and the Charlottesville Industrial Development Authority does not screen applications with that in mind. To date there have been no IRBs awarded to minority businesses and, as far as the Commission is aware, no applications have been made.

In addition to his efforts in the IRB area, the Economic
Development Officer:

a) works with the Virginia Economic Development Authority (serving Planning District 10) to get low-interest loans for small businesses;
b) provides site location assistance;
c) makes direct mail contact with under-represented businesses to encourage them to locate in the area.

At this time minority business or employment considerations have not played a role in these activities.

B. The Radisson Hotel

One of the largest economic development projects in Charlottesville in the last twenty years was the construction of the Radisson Hotel (now Omni Hotel) in downtown Charlottesville. The project serves as an example of how the City - through the City Manager's office - successfully used its leverage to increase minority employment, especially in supervisory positions.

The City Manager reported that, as of the hotel's opening in May, 1985, approximately 48 percent of all hotel employees were black, with 27 percent of the 17 executive managers and 61 percent of the 13 mid-level managers drawn from the minority population. The Monticello Area Community Action Agency (MACAA) and Virginia Employment Commission (VEC) were also involved in screening for non-managerial positions.

As management of the hotel changes from Radisson to Omni, close attention should be paid to the racial composition of the staff.

C. Encouragement of Minority Business and Employment Through Purchasing

The purchasing power of the City (approximately $6 million per year) places it in a strong position to influence the growth of any business, including those controlled by minorities. In response to the Virginia Public Procurement Act of 1984, the City established the Disadvantaged Business Enterprise (DBE) Program in the hope of fostering private sector minority employment through City-awarded contracts. This program establishes in writing what has been in practice for several years.

Although the City is legally prohibited from setting aside certain contracts for minority or women-owned businesses, the City must "establish programs to facilitate participation of minority and women-owned businesses in our procurement practice." (Assistant City Attorney Sheila Haughey to City Purchasing Agent Al Elias, June 18, 1985). The City's program, therefore, is limited to outreach, education and encouragement; quotas are not allowed.
The Purchasing Department attempts to identify DBEs through a supplement to the bidders application form. In addition, the Department extends special privileges to minority businesses to ensure them an opportunity to participate in all phases of bidding and contract granting process. For example, the Purchasing Department has processed manual checks to expedite payments, has paid money prior to start-up to allow purchase of supplies and equipment, and has delayed the start date of work to allow a business to secure required insurance or bonds. Purchasing has eliminated bonding requirements when possible and has returned bid bonds (money deposits) when good faith efforts were made to meet contract requirements but failed because of inability to secure necessary bonds, insurance, or financing (Al Elias, June 20, 1985). It has also allowed firms to use the City's intent to award a contract as necessary collateral to secure financing. This policy has survived a legal challenge; it was recently upheld in court.

These procedures have been established to help assist minority firms overcome the difficulties they have encountered with banks, insurance companies, and bonding firms.

D. Training for Employment & Promotion in the Private Sector

The Charlottesville/Albemarle Employment & Training Commission was formed to examine training programs available to minorities. It's 1984 report was reviewed by the Chairman of the Commission, Francis Fife, in a session with the Social Development Commission on March 11, 1985. Mr. Fife explained that his Commission had met with directors of area training programs, employers and unemployed and underemployed area workers. The group concluded that:

1. **Motivation is a key ingredient in worker success, whether in a training program or on the job.** Although the Training Commission did not specifically explain this statement, the focus of the report indicates that the commissioners felt it was most important to eliminate factors that frustrate motivation (e.g., poor information on what it takes to get ahead, no networks, few opportunities for advancement, lack of an adequate support system).

2. **Federal cutbacks hurt the marginally poor.**

3. **Support systems are weak.**
   a. The growth in the numbers of single parents is a growing problem. Many have few skills and therefore hold entry level jobs which pay poorly. Child care for work or education is expensive.
   b. Transportation systems are not adequate.
4. **Area schools may not be meeting the needs of mid-range students.**
   a. Most of the unemployed/underemployed workers wish they had been given more practical experience in school.
   b. Many marginal students need special help and few receive it.

5. **The job market presents problems for low and moderately skilled workers.**
   a. There are too few jobs for low and moderately skilled workers (area employment favors unskilled and highly skilled workers).
   b. Competition may be unfair (hiring may be influenced by stereotypes, UVA students are favored; often personal connections are necessary).

There was some disagreement among Employment and Training Commission members as to the extent to which biases in the system make it difficult for minority workers to find satisfactory jobs. However, interview data collected by the Race & Employment Subcommittee tends to support such a view.

Many of the Social Development Commission subcommittee data, in fact, confirmed findings of the Employment and Training Commission.

1. **Cutbacks in federal programs such as CETA have decreased minority employment in the city.** More recent cutbacks in job training funds allocated through the Job Training Partnership Act have further eroded opportunities for minorities by reducing or in some cases eliminating programs designed to improve job skills for disadvantaged workers.

2. **Support systems are weak.** According to several leaders of the black community (Drewary Brown, Alicia Lugo, Priscilla Whiting; Commission meeting, June 10, 1985) black workers in entry level positions are in need of better transportation and more day care. Mrs. Whiting also suggested training in life skills.

3. **The Charlottesville economy and job market present difficulties for low and moderate skilled workers.** Drewary Brown, Alicia Lugo and Priscilla Whiting noted how difficult it was for blacks to compete for jobs in Charlottesville. They referred to the same problems: there is little turnover, and choice jobs are often taken by persons affiliated with the University.
VI. Conclusion

Our report and the recommendations which follow focus extensively on two major problems:

1. Blacks are disproportionately clustered in low-pay, low-skill jobs offering little self-development, and a very small percentage of blacks have well-compensated jobs with responsibility, visibility and the potential for advancement.

2. There are fewer than 50 businesses in Charlottesville owned and operated by blacks, and blacks have more problems than whites in beginning their own businesses.

These problems must be understood in a broader national and historical context. Recently released studies reveal a deterioration in the living standards of black Americans relative to whites. The National Urban League reports that the ratio of black to white median family income fell from .61 in 1970 to .56 in 1981. One out of every three blacks—as compared with one out of 10 whites—lives below the poverty level. The Children's Defense Fund recently found that, for the first time in a decade, the black infant mortality rate is increasing.

There is little doubt that these developments and the problems discussed in this report are exacerbated by the recent recession and cutbacks in federal programs. Adequate federal support for child care, transportation and job training is essential for improving the employment opportunities of all. Also critical to solving the problems of minority employment is the role of public education (the topic of a companion report). We are also aware that addressing racial issues involves human emotions and perceptions which often conflict.

Given these socio-economic, institutional and human constraints, we recognize that one Commission and one City can only do so much. Nevertheless, this report proposes several courses of action that we feel will have a significant impact on people in our community. This report concludes with a series of specific recommendations focusing on the leadership role the City of Charlottesville must take in improving economic opportunities for blacks. Going beyond the specific recommendations, however, the City as a public institution has a special responsibility not simply to adopt policies and programs, but to use its resources to affect the public consciousness.

In this mass media age, the image projected by the City may determine rather than reflect the position of blacks in the community. It has been said that "black professionals find little in Charlottesville that would inspire them to come here." To the extent that this is true, the City should promote the wide variety of cultural attractions and contacts available here. In all of its contacts with the public—from promotional literature to office
receptionists—the City's image is at stake. It is essential that blacks play a prominent, respectful role in that image. At the same time, it is important that the City have blacks employed in positions which serve large numbers of the minority population.

We have made great progress in Charlottesville since the advent of the Civil Rights movement. Employment statistics for blacks have improved in the equal opportunity laws and job training programs. However, we are now faced with the more difficult problem: to eradicate the remaining inequalities of opportunity which result from long-standing socio-economic patterns and from preconceived notions that are culturally ingrained. This struggle will require the firm determination of every employer and employee—both black and white—and the honest commitment of community leaders.

The highest priority recommendations are designated with an M.
VII. Recommendations

There are three categories of recommendations. The first category contains recommendations for action by the City of Charlottesville. The Commission has attempted to rank these recommendations by importance, need to act, ability to act, and possible precedent. The second category contains recommendations for action by the Social Development Commission. Both recommendations in this category propose the continued involvement of the Social Development Commission in race relations issues in Charlottesville. The third category contains recommendations for action by the Chamber of Commerce and the University of Virginia. In making these recommendations the Commission extends an invitation to other agencies and institutions in the City and the County to work for increased cooperation in dealing with race relations in our area.

The highest priority recommendations are designated with an H.

H 1. Organize a Minority Business Enterprise Committee that will encourage minority ownership of local businesses. Such a committee would:

a) Identify and publicize programs, policies, and legislation that can improve opportunities for minority business owners (e.g. SBA's Minority Business set-aside loan program).

b) Maintain a network of resource organizations and individuals that can provide technical assistance to minority businesses or individuals trying to start their own businesses.

c) Publicize the City's successful minority entrepreneurs and conduct outreach to make individuals aware of possibilities in this area. (e.g. columns in local newspapers, public brochures).

d) Establish a private non-profit Community Development Corporation (CDC), which would include a revolving capital loan fund that could be used as a source of capital to start businesses or to leverage additional monies from the private sector.

e) Address the report of the consultant to be hired by the CDBG Task Force to review and report on the needs of minority entrepreneurs.

The Committee should be viewed as a possible forerunner to an initial Board of Directors for the CDC.

Justification

The ownership and control of economic resources are the keys to success in our society. Ownership provides persons with the ability to purchase goods and services in the marketplace while enabling them to influence their destiny and change the direction of their lives. Minority ownership can assist in
the destruction of racial stereotypes, permit sums of capital to accumulate in the black community, and enhance the status of minorities in the eyes of all races. In the past, governmental action has inhibited the development of black business. In Charlottesville, for example, the redevelopment of Vinegar Hill in the 1960s had the affect of displacing many black businesses. Today, only 3.9 percent of the city's businesses are minority-owned. Some positive steps can be accomplished by minority group members themselves, as witnessed by the successes of the individuals who testified before our commission. However, the problems are great, and without the leadership of local government in a systematic cooperative effort, further gains are likely to be minimal. Hence, the committee would serve as a catalyst for entrepreneurs in the minority community by bringing together citizens with a wide variety of business experiences who are committed to addressing the difficulties of starting and maintaining a business, including problems cited in testimony before this commission (page ), such as unsatisfactory access to capital, inadequate entrepreneurial expertise, insufficient technical assistance, and overt and subtle discrimination.

Implementation

The Minority Business Enterprise Committee should be appointed by City Council. It should be a citizens advisory group composed of business persons, community leaders, and educators, and should include substantial minority participation. An effort should be made to involve individuals with business knowledge or experience, including representatives from the Chamber and financial institutions who can provide legal and technical assistance. Initially, the group should be a standing committee, charged with compiling and disseminating information and with resolving some of the critical issues that will affect the structure of the CDC. (Some of these issues are discussed in the Appendix A to this report). An effort should be made to enlist the support of surrounding counties in forming the committee, but its formation should not be delayed simply in hopes of enlisting this additional support.

The group should consider acquiring an independent, perhaps non-profit status, especially if it moves to establish the capital fund. This would allow additional flexibility in raising funds and providing technical assistance. Both the political and financial support of the City is necessary to the establishment of CDC. The CDBG funds should be used to establish the business enterprise committee and may eventually be ear-marked for the CDC technical assistance arm and/or the capital loan fund, given a satisfactory resolution of issues such as those addressed in the Appendix.
2. Strengthen the City's Affirmative Action Policy

The city should develop a stronger affirmative action policy which includes preferences for hiring qualified minorities, promotions from within and reduction in force actions. This policy should be unambiguously communicated to supervisors responsible for hiring and promotion.

Justification

The current city Affirmative Action policy is ambiguous. As was the case when the social Development Commission conducted its 1975 study, many supervisors do not sufficiently understand problems of minority employment or the nature of Affirmative Action. To remedy institutional discrimination, some preferences are needed. While it is important to avoid quotas and insure that qualified people are hired, a more vigorous effort must be made by the city to affirmatively act on behalf of blacks.

Implementation

The city Attorney should work with appropriate City staff and the Social Development Commission to draft a clear preferential hiring policy. Department heads should be educated as to the purposes and rationales for instituting the policy by the City Manager's Office in conjunction with the Social Development Commission. To facilitate implementation of this policy, the City should attempt to hire a minority in the Personnel Office at the first available opening. The City Manager should monitor supervisors' efforts to utilize the bank to increase minority promotions and such considerations should be included in the supervisors' performance contracts.

3. Increase City Career Training & Development Efforts

The city should make a concentrated effort to increase career training and development. This could be done through a) establishment of a career development program, and b) development and utilization of a "skill bank" for City employees.

a. Career Development Program

The city should investigate the possibility of establishing a program for employees who wish to develop skills needed for advancement. It could be modeled after similar programs at the University of Virginia, such as the apprenticeship program.

Justification

In City government, as elsewhere in Charlottesville, minority employees tend to be clustered in low-pay, low
skilled positions. A career development program would enable more employees to develop the skills needed to make them eligible for promotion or transfer to more stable or rewarding jobs.

Implementation

Staff in the Community Development Office, in cooperation with the Personnel Office of the City and the Social Development Commission, should research University's career development programs such as the apprenticeship program and determine how they can be applied to the City. An appropriate program should be instituted on a trial basis in one or two specific departments.

b. Develop a "Skill Bank" for City Employees.

The City Personnel Department should institute a "skill bank" similar to the one used by the City Schools (page 3). Justification

The 1975 report on race and employment in Charlottesville noted that there were few opportunities for minorities to advance as City employees. Data suggests this is still a problem. Minorities continue to be over-represented in lower level positions. Solutions are not simple. The number of upper-level jobs is limited, competition for those jobs is keen, candidates must have the appropriate skills and motivation and must be aware of what is available. Providing opportunities for lower-level employees to improve their skills (as in an apprenticeship program) can help. However, job openings would not necessarily coincide with training schedules--reducing motivation to improve skills. A skill bank would provide motivation for an employee to increase his or her skills. At the same time, it would provide the City with information on the pool of skilled workers available for advancement.

Implementation

The current promotion from within policy can be improved through the use of a skill bank. Employees who would like to change or improve their positions can register and identify education, training and other experience which would qualify them for a variety of jobs. This information can be filed in the computer for access and cross referencing. When job openings occur, qualified employees would be notified and given priority. The personnel department could hold periodic workshops to advise employees of the range of positions available, what training is required to qualify for each, and where such training might be obtained. One explicit goal of
the skill bank is the promotion of black City workers to higher positions. Consequently, the City Manager should monitor supervisors' efforts to utilize the bank to increase minority promotions and such considerations should be included in the supervisors' performance contracts.

4. Include Affirmative Action Concerns as a Criterion for Awarding Industrial Revenue Bonds (IRBs) and for Determining City Involvement in Public/Private Partnership

City Council and the Charlottesville Industrial Development Authority should adopt additional guidelines for Public/Private partnerships and the issuance of IRBs that reward firms with effective affirmative action plans and who demonstrate a commitment to hire minorities from the community, especially in managerial positions.

Justification

The City can act on behalf of its minority population to encourage businesses to hire more minorities, especially in management and administrative positions. The recent experience with the Radisson Hotel demonstrates that the City can affect the level of minority employment in public/private economic development, if it chooses to do so.

Implementation

The Charlottesville Industrial Development Authority (IDA) should develop and the City Council should adopt new criteria that requires candidates for IRBs to submit data about their past performance in hiring and promoting blacks. The IDA should consider this performance in evaluating applications. Emphasis should be placed on measurable criteria and past performance, and not on statements of good intentions, though written assurances of future improvement should be welcomed.

5. Increase Minority Participation on Boards and Commissions

City Council should appoint greater numbers of minorities to Boards and Commissions. Other appointing organizations should review their appointment policies as well.

Justification

These bodies set important local policies through their review and decision-making function. At present, minorities are not adequately represented on many of these bodies. Minority interests are best considered and protected when representation is adequate. At the same time, greater representation provides blacks the opportunity to exercise
leadership and build contacts, thereby improving the opportunities for further individual and community advancement.

Implementation

City Council should have an explicitly stated policy which seeks to improve minority representation on boards and commissions. Vacancies should be publicized more extensively in the black community, and Council should actively recruit minorities to serve on these bodies. Wherever possible, boards should strive for at least 20 percent minority representation. Board members should be encouraged to actively recruit blacks to fill vacant positions.

6. Continue Using the City's Purchasing Department to Improve the Status of Minorities in Business.

The City can do this by: 1) continuing to do business with minority-owned firms; 2) giving preference to firms which demonstrate a clear commitment to the hiring and promotion of blacks.

Justification

This recommendation is a modification of a proposal made in the Social Development Commission's 1975 Report on Employment and Job Discrimination. Current policy recognizes the importance of increasing the number of contracts with minority-owned firms. The City also requires vendors to submit an affirmative action statement, but the minority hiring and promotion performance of those firms is not systematically evaluated. Informing vendors of the City's intention to consider Affirmative Action performance is likely to make firms more sensitive to the need to go beyond mere statements of purpose toward genuine improvement in numbers of blacks hired and promoted.

Implementation

1) The City should attempt to increase the number of minority firms with which it contracts by:

   a. better dissemination within City departments of minority business lists developed by the Department of Community Development, The Chamber of Commerce and others.
   b. continuing to inform minority firms in a timely fashion of contracts up for bids.
   c. continuing to recognize and implement the principle that some preferences of minority firms are necessary.

2) The City should require vendors to submit minority employment data for the previous five years (including the percentage of blacks in supervisory positions),
inform vendors that past performance is a consideration in the letting of contracts, and use its leverage to improve the number of blacks hired and promoted within bidding firms. The Director of Purchasing, in conjunction with the City Manager's Office, should prepare a yearly list of major city contractors, with an explanation of how affirmative action concerns played a role in the letting of contracts. The list should be sent to City Council and the Social Development Commission for their evaluation of the process.

7. The Social Development Commission Should Remain Active in Studies of Race in Charlottesville

The Social Development Commission should remain active in monitoring City, University and private initiatives to improve black employment. This will include preparation of Phase II (focusing on private sector) of this report, periodic review of the City's affirmative action efforts, active involvement in the formation of the Minority Business Enterprise Corporation, and further collection of data on:

a. black employment in skilled and managerial positions;

b. minorities in private employment, especially in the fields of real estate, banking, and manufacturing;

c. black teenage unemployment, and the role of the Summer Youth Employment Programs in addressing this problem.

Justification

The issues relating to race and employment are important and complex. The data presented in this report required careful analysis and consideration. It did not cover all issues and should be considered as Phase I of a continuing study.

Implementation

The Social Development Commission should continue to make race relations a major priority. Phase II of this report should be concluded within the next year, and the Community Development Department should assist the SDC in gathering data on a continuing basis.

8. Minority Employment in Social Agencies

The Social Development Commission should continue to monitor social agencies' minority employment figures and should consider the performance of agencies when reviewing their funding applications. The Social Development Commission should commend agencies for past performance and improvements (e.g. MACAA, JABA) and should encourage agencies that need to improve (e.g. Health Department, Region Ten).

Justification
The social service agencies of the City serve a diverse population, including a large number of minority citizens. Blacks and other minorities employed by the agencies bring a valuable perspective to the daily operation of crucial social services, and they may serve as role models to other minorities in the City.

Implementation

The Social Development Commission should work with appropriate City staff to monitor agencies' minority employment figures, and should request and consider such figures during funding deliberations. Agencies should be informed about the Social Development Commission's views of minority employment in their organization.

Encourage the Chamber of Commerce to Take a More Active Role in Support of Minority Businesspersons

The Chamber of Commerce should devote more time and energy to encouraging minority businesses.

Justification

Starting a business is difficult under the best of circumstances. The Chamber has a range of resources designed to help businesspersons. Two programs are of particular interest: The SCORE/ACE program in which businesspersons provide advice and assistance to potential entrepreneurs and novice businesspersons; and Leadership Charlottesville, a three month program given annually to introduce potential community leaders to the community and its leaders. Of 473 persons using SCORE/ACE, 53 were minorities; no minorities participated in Leadership Charlottesville, 1984.

Implementation

The Chamber of Commerce should actively recruit black businesspersons. They should offer a sliding scale and vary participation requirements so that beginning businesspersons can take advantage of the Chamber's resources without making too large a commitment of time or money. The cost of Leadership Charlottesville ($275 for non-members) is more than most young professionals can afford. The Chamber should arrange a sliding scale and, possibly, offer a minority scholarship to Leadership Charlottesville.

Encourage More Minority Workers to Use the University Day Care Facility

The University Hospital Day Care facility should make the policy changes necessary to enable more minority employees to use their services.
Justification

There are no minority children presently enrolled in the day care center. This may be due to a number of factors such as location, cost, or priority ranking. The day care center is located at Blue Ridge Hospital, making it inaccessible to employees without transportation and inconvenient for employees who work at the main hospital. The cost is higher than other alternatives and is out of the range of entry level and para-professional workers--yet most minority workers are in entry level and para-professional jobs. Priorities were established to attract certain classes of workers and, to the extent that minorities are represented in those classes, are not discriminatory.

Implementation

The University Hospital should carefully review their day care center program. They should consider a more accessible location and initiate a sliding fee scale and a scholarship program. They should monitor the priority I groups to insure that minorities are well represented in those categories. Minority employees, especially single parents who appear to be motivated to develop their work skills, should be encouraged to use the facility.
## Table 1

**Unemployment in Charlottesville**

**By Categories, 1970-1980**

<table>
<thead>
<tr>
<th>Category</th>
<th>1970</th>
<th>1980</th>
</tr>
</thead>
<tbody>
<tr>
<td>All</td>
<td>2.6</td>
<td>3.1</td>
</tr>
<tr>
<td>Male</td>
<td>3.2</td>
<td>3.7</td>
</tr>
<tr>
<td>Female</td>
<td>2.5</td>
<td>2.7</td>
</tr>
</tbody>
</table>

### Sources

- 1970 U.S. Census
- 1980 U.S. Census
### Table I

**UNEMPLOYMENT IN CHARLOTTESVILLE**

**BY CATEGORIES, 1970-1980**

<table>
<thead>
<tr>
<th></th>
<th>1970</th>
<th>1980</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Other Than</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Black Workers</td>
<td>5.8</td>
<td>5.8</td>
</tr>
<tr>
<td>Men</td>
<td>3.2</td>
<td>3.2</td>
</tr>
<tr>
<td>Women</td>
<td>3.1</td>
<td>3.1</td>
</tr>
<tr>
<td><strong>Black</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Men</td>
<td>2.0</td>
<td>2.7</td>
</tr>
<tr>
<td>Women</td>
<td>2.5</td>
<td>2.7</td>
</tr>
</tbody>
</table>

**Source:** 1970 U.S. Census, 1980 U.S. Census
TABLE II

EMPLOYMENT OF BLACKS AND OTHERS BY JOB CLASSIFICATION

CHARLOTTESVILLE, 1970

<table>
<thead>
<tr>
<th>JOB CLASSIFICATION</th>
<th>BLACK WORKERS</th>
<th>PERCENT</th>
<th>ALL WORKERS</th>
<th>PERCENT</th>
</tr>
</thead>
<tbody>
<tr>
<td>Operators</td>
<td>17033</td>
<td>85.9%</td>
<td>20,000</td>
<td>82.7%</td>
</tr>
<tr>
<td>Laborers</td>
<td>2395</td>
<td>11.3%</td>
<td>2779</td>
<td>13.6%</td>
</tr>
<tr>
<td>Professional &amp; Managerial</td>
<td>300</td>
<td>1.4%</td>
<td>356</td>
<td>1.7%</td>
</tr>
<tr>
<td>Technical &amp; Sales</td>
<td>5573</td>
<td>26.4%</td>
<td>127</td>
<td>0.6%</td>
</tr>
<tr>
<td>Craft &amp; Repair</td>
<td>4750</td>
<td>22.8%</td>
<td>1773</td>
<td>8.8%</td>
</tr>
<tr>
<td>Service Occupation</td>
<td>2114</td>
<td>10.3%</td>
<td>2779</td>
<td>13.6%</td>
</tr>
</tbody>
</table>

SOURCE: 1970 U. S. Census
TABLE III

EMPLOYMENT OF BLACKS AND OTHERS BY JOB CLASSIFICATION

CHARLOTTESVILLE, 1980

<table>
<thead>
<tr>
<th>JOB CLASSIFICATION</th>
<th>BLACK WORKERS</th>
<th>ALL WORKERS</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>TOTAL NUMBER EMPLOYED</td>
<td>PERCENT</td>
</tr>
<tr>
<td></td>
<td>19,850</td>
<td>23.8%</td>
</tr>
<tr>
<td></td>
<td>6,277</td>
<td>20.0%</td>
</tr>
<tr>
<td></td>
<td>6,292</td>
<td>20.0%</td>
</tr>
<tr>
<td></td>
<td>3,185</td>
<td>10.5%</td>
</tr>
<tr>
<td></td>
<td>2,309</td>
<td>7.4%</td>
</tr>
</tbody>
</table>

JOB CLASSIFICATION

*cannot be accurately compared to 1970, as occupational groups were significantly altered for the 1980 census.

SOURCE: 1980 Census
# TABLE IV

JOBS HELD BY MINORITIES CLASSIFIED AS "PROFESSIONAL & MANAGERIAL"
CHLLETVILLE, 1970

<table>
<thead>
<tr>
<th></th>
<th>NUMBER</th>
<th>PERCENT</th>
<th>PERCENT OF CATEGORY</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Managers &amp; Administrators</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Salaried: Manufacturer</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Retail</td>
<td>29</td>
<td>9.7%</td>
<td>74.4%</td>
</tr>
<tr>
<td>Other</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Self Employed: Retail</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Other</td>
<td>10</td>
<td>3.3%</td>
<td>25.6%</td>
</tr>
<tr>
<td><strong>SUBTOTAL</strong></td>
<td>39</td>
<td>13%</td>
<td>100%</td>
</tr>
<tr>
<td><strong>Professional, Technical &amp; Kindred</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>engineers</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>physicians, dentists</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>health workers</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>teachers</td>
<td>55</td>
<td>18.3%</td>
<td>21.1%</td>
</tr>
<tr>
<td>technicians</td>
<td>116</td>
<td>38.7%</td>
<td>44.4%</td>
</tr>
<tr>
<td>-- other professionals</td>
<td>11</td>
<td>3.7%</td>
<td>4.2%</td>
</tr>
<tr>
<td>(ministers, etc.)</td>
<td>79</td>
<td>26.3%</td>
<td>30.3%</td>
</tr>
<tr>
<td><strong>SUBTOTAL</strong></td>
<td>261</td>
<td>87.7%</td>
<td>100%</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td>300</td>
<td>100%</td>
<td></td>
</tr>
<tr>
<td>JOB HURAL</td>
<td>NUMBER</td>
<td>PERCENT</td>
<td>PERCENT OF CATEGORY</td>
</tr>
<tr>
<td>-----------</td>
<td>--------</td>
<td>---------</td>
<td>---------------------</td>
</tr>
<tr>
<td>MANAGERIAL, PROFESSIONAL</td>
<td>429</td>
<td>36.7%</td>
<td>100%</td>
</tr>
<tr>
<td>Specialty</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>--Executive, Administrative &amp; managerial</td>
<td>140</td>
<td>12.0%</td>
<td>32.6%</td>
</tr>
<tr>
<td>--Professional Specialty</td>
<td>289</td>
<td>24.7%</td>
<td>67.4%</td>
</tr>
<tr>
<td>SUBTOTAL</td>
<td>429</td>
<td>36.7%</td>
<td>100%</td>
</tr>
<tr>
<td>TECHNICAL, SALES &amp; ADMINISTRATIVE SUPPORT</td>
<td>741</td>
<td>63.3%</td>
<td>100%</td>
</tr>
<tr>
<td>--Technicians Related</td>
<td>160</td>
<td>13.7%</td>
<td>21.6%</td>
</tr>
<tr>
<td>--Sales</td>
<td>71</td>
<td>6.0%</td>
<td>9.0%</td>
</tr>
<tr>
<td>--Administrative Support, including clerical</td>
<td>510</td>
<td>43.6%</td>
<td>68.8%</td>
</tr>
<tr>
<td>SUBTOTAL</td>
<td>741</td>
<td>63.3%</td>
<td>100%</td>
</tr>
<tr>
<td>TOTAL</td>
<td>1170</td>
<td></td>
<td>100%</td>
</tr>
</tbody>
</table>
### Table VI

**LABOR MARKET PROFILE, 1970**

**CHARLOTTESVILLE, VIRGINIA**

<table>
<thead>
<tr>
<th>Job Category</th>
<th>% of All Workers</th>
<th>% of White Workers</th>
<th>% of Black Workers</th>
</tr>
</thead>
<tbody>
<tr>
<td>Professional &amp; Managerial</td>
<td>12.5</td>
<td>32.4</td>
<td>36.3</td>
</tr>
<tr>
<td>Technical &amp; Sales</td>
<td>10.4</td>
<td>22.2</td>
<td>5.3</td>
</tr>
<tr>
<td>Craft &amp; Repair</td>
<td>9.9</td>
<td>16.3</td>
<td>10.2</td>
</tr>
<tr>
<td>Service Occupation</td>
<td>7.5</td>
<td>12.4</td>
<td>15.2</td>
</tr>
<tr>
<td>Operators &amp; Laborers</td>
<td>12.5</td>
<td>32.4</td>
<td>36.3</td>
</tr>
</tbody>
</table>

**Source:** 1970 U.S. Census
TABLE VII

LABOR MARKET PROFILE, 1980

CHARLOTTESVILLE, VIRGINIA

% OF ALL WORKERS % OF WHITE WORKERS % OF BLACK WORKERS

TOTAL NUMBER OF WORKERS

% OF LABOR MARKET

JOB CATEGORY

SOURCE: 1980 U. S. Census
TABLE VIII

LABOR FORCE PROFILE 1970-1980

<table>
<thead>
<tr>
<th></th>
<th>1970 ALL WORKERS</th>
<th>1980 ALL WORKERS</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>BLACK WORKERS</td>
<td></td>
</tr>
<tr>
<td>PROFESSIONAL &amp; TECHNICAL OCCUPATION</td>
<td></td>
<td></td>
</tr>
<tr>
<td>MANAGERAL &amp; SALES</td>
<td></td>
<td></td>
</tr>
<tr>
<td>JOB CLASSIFICATION</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

TOTAL NUMBER OF WORKERS

SOURCE: U.S. Census
### TABLE IX

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>BM</td>
<td>BF</td>
<td>WM</td>
<td>MF</td>
<td>BM</td>
</tr>
<tr>
<td>EXECUTIVE/ADMINISTRATIVE/ MANAGERIAL</td>
<td>11</td>
<td>0</td>
<td>266</td>
<td>101</td>
<td>7</td>
</tr>
<tr>
<td>PROFESSIONAL (Non-Faculty)</td>
<td>8</td>
<td>17</td>
<td>209</td>
<td>806</td>
<td>10</td>
</tr>
<tr>
<td>SECRETARIAL/CLERICAL</td>
<td>26</td>
<td>149</td>
<td>146</td>
<td>1284</td>
<td>31</td>
</tr>
<tr>
<td>TECHNICAL/PARAPROFESSIONAL</td>
<td>29</td>
<td>151</td>
<td>193</td>
<td>283</td>
<td>32</td>
</tr>
<tr>
<td>SKILLED CRAFTS</td>
<td>31</td>
<td>4</td>
<td>319</td>
<td>4</td>
<td>40</td>
</tr>
<tr>
<td>SERVICE/MAINTENANCE</td>
<td>225</td>
<td>324</td>
<td>207</td>
<td>215</td>
<td>246</td>
</tr>
</tbody>
</table>

*Minorities other than Black Americans are not included in the numbers reported for each EEO category. Temporary and part-time employees also are not reported.

Included in the counts for "EXECUTIVE/ADMINISTRATIVE/MANAGERIAL" and "PROFESSIONAL" are full-time employees with 9-10 month contracts as well as those with 12 month contracts.

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Total</td>
<td>W%</td>
<td>M%</td>
<td>F%</td>
</tr>
<tr>
<td>UTILITIES &amp; TRANSPORTATION</td>
<td>58</td>
<td>48%</td>
<td>10%</td>
<td>2%</td>
</tr>
<tr>
<td>POLICE</td>
<td>92</td>
<td>79%</td>
<td>13%</td>
<td>11%</td>
</tr>
<tr>
<td>STREETS &amp; HIGHWAYS</td>
<td>84</td>
<td>73%</td>
<td>11%</td>
<td>7%</td>
</tr>
<tr>
<td>PUBLIC WELFARE</td>
<td>41</td>
<td>35%</td>
<td>6%</td>
<td>36%</td>
</tr>
<tr>
<td>FINANCE/ADMINISTRATION</td>
<td>70</td>
<td>62%</td>
<td>8%</td>
<td>29%</td>
</tr>
<tr>
<td>FIRE</td>
<td>57</td>
<td>51%</td>
<td>6%</td>
<td>2%</td>
</tr>
<tr>
<td>PARKS &amp; RECREATION</td>
<td>NO INFORMATION</td>
<td>65</td>
<td>47%</td>
<td>18%</td>
</tr>
<tr>
<td>HOUSING</td>
<td>24</td>
<td>19%</td>
<td>5%</td>
<td>4%</td>
</tr>
<tr>
<td>COMMUNITY DEVELOPMENT</td>
<td>8</td>
<td>7%</td>
<td>1%</td>
<td>2%</td>
</tr>
<tr>
<td>TOTALS</td>
<td>434</td>
<td>374%</td>
<td>60%</td>
<td>92%</td>
</tr>
</tbody>
</table>

* Ordered by number of employees, 1984  (Largest department - smallest)
* Only larger departments and the Department of Community Development are included.

W = White    M = Minority    F = Female
### TABLE XI

EMPLOYMENT OF MINORITIES AND WOMEN BY JOB CLASSIFICATION

CITY OF CHARLOTTESVILLE

1974 - 1984

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Total</td>
<td>W/%</td>
<td>M/%</td>
<td>F/%</td>
</tr>
<tr>
<td>ADMINISTRATIVE OFFICIALS</td>
<td>57</td>
<td>54</td>
<td>3</td>
<td>11</td>
</tr>
<tr>
<td>FINAL</td>
<td>100% 95% 5% 19%</td>
<td>100% 94% 6% 15%</td>
<td>100% 89% 11% 16%</td>
<td>100% 91% 9% 17%</td>
</tr>
<tr>
<td>PROFESSIONAL</td>
<td>51</td>
<td>46</td>
<td>5</td>
<td>23</td>
</tr>
<tr>
<td>FINAL</td>
<td>90% 10% 45%</td>
<td>87.5% 12.5% 47%</td>
<td>93% 7% 49%</td>
<td>90% 10% 51%</td>
</tr>
<tr>
<td>TECHNICAL</td>
<td>32</td>
<td>30</td>
<td>2</td>
<td>2</td>
</tr>
<tr>
<td>FINAL</td>
<td>94% 6% 6%</td>
<td>94% 6% 19%</td>
<td>97% 3% 26%</td>
<td>97% 3% 29%</td>
</tr>
<tr>
<td>PROTECTIVE SERVICE</td>
<td>116</td>
<td>101</td>
<td>15</td>
<td>4</td>
</tr>
<tr>
<td>FINAL</td>
<td>87% 13% 3%</td>
<td>83% 17% 6%</td>
<td>80% 20% 5%</td>
<td>77% 23% 6%</td>
</tr>
<tr>
<td>PARA PROFESSIONAL</td>
<td>6</td>
<td>3</td>
<td>3</td>
<td>4</td>
</tr>
<tr>
<td>FINAL</td>
<td>50% 50% 67%</td>
<td>54% 46% 58%</td>
<td>47% 53% 40%</td>
<td>50% 50% 50%</td>
</tr>
<tr>
<td>OFFICE/CLERICAL</td>
<td>59</td>
<td>48</td>
<td>11</td>
<td>46</td>
</tr>
<tr>
<td>FINAL</td>
<td>81% 19% 78%</td>
<td>77% 23% 83%</td>
<td>74% 26% 86%</td>
<td>76% 24% 84%</td>
</tr>
<tr>
<td>SKILLED CRAFT</td>
<td>22</td>
<td>19</td>
<td>3</td>
<td>0</td>
</tr>
<tr>
<td>FINAL</td>
<td>86% 14% X</td>
<td>84% 16% X</td>
<td>82% 18% X</td>
<td>87% 13% X</td>
</tr>
<tr>
<td>SERVICE/MAINTENANCE</td>
<td>91</td>
<td>73</td>
<td>18</td>
<td>2</td>
</tr>
<tr>
<td>FINAL</td>
<td>80% 20% 1%</td>
<td>67% 33% 3%</td>
<td>69% 31% 1%</td>
<td>68% 32% 3%</td>
</tr>
<tr>
<td>TOTALS</td>
<td>434</td>
<td>374</td>
<td>60</td>
<td>92</td>
</tr>
<tr>
<td>FINAL</td>
<td>86% 14% 21%</td>
<td>79% 21% 28%</td>
<td>80% 20% 27%</td>
<td>79% 21% 28%</td>
</tr>
</tbody>
</table>

V = White  
M = Minority  
F = Female
### Table XII

**Employment of Minorities & Women by Job Classification - Charlottesville City Schools, 1975, 1980, 1985**

<table>
<thead>
<tr>
<th>JOB CLASSIFICATION</th>
<th>1973 - 74</th>
<th>1982 - 83</th>
<th>1984 - 85</th>
<th>% OF TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Total</td>
<td>White</td>
<td>Minority</td>
<td>Male</td>
</tr>
<tr>
<td>Administrative</td>
<td>24</td>
<td>20</td>
<td>4</td>
<td>29</td>
</tr>
<tr>
<td></td>
<td>100%</td>
<td>83.3%</td>
<td>16.7%</td>
<td>100%</td>
</tr>
<tr>
<td>Professional</td>
<td>447</td>
<td>355</td>
<td>92</td>
<td>451</td>
</tr>
<tr>
<td></td>
<td>100%</td>
<td>79.4%</td>
<td>20.6%</td>
<td>100%</td>
</tr>
<tr>
<td>Technical</td>
<td></td>
<td></td>
<td></td>
<td>1</td>
</tr>
<tr>
<td>Clinical</td>
<td>35</td>
<td>27</td>
<td>8</td>
<td>37</td>
</tr>
<tr>
<td></td>
<td>100%</td>
<td>77.1%</td>
<td>22.9%</td>
<td>100%</td>
</tr>
<tr>
<td>Skilled Craft</td>
<td></td>
<td></td>
<td></td>
<td>31</td>
</tr>
<tr>
<td></td>
<td>100%</td>
<td>45.2%</td>
<td>54.8%</td>
<td>0</td>
</tr>
<tr>
<td>Paraprofessional</td>
<td>110</td>
<td>88</td>
<td>22</td>
<td>86</td>
</tr>
<tr>
<td></td>
<td>80%</td>
<td>20%</td>
<td>100%</td>
<td>67.4%</td>
</tr>
<tr>
<td>Service/Maintenance</td>
<td>138</td>
<td>74</td>
<td>64</td>
<td>89</td>
</tr>
<tr>
<td></td>
<td>53.6%</td>
<td>46.4%</td>
<td>100%</td>
<td>46.1%</td>
</tr>
<tr>
<td>Totals</td>
<td>754</td>
<td>564</td>
<td>190</td>
<td>723</td>
</tr>
<tr>
<td></td>
<td>100%</td>
<td>74.8%</td>
<td>25.2%</td>
<td>100%</td>
</tr>
</tbody>
</table>

**Source:** Charlottesville Public Schools

EEO Reports, 1973-74, 2/83, 5/85

D.C.D. 7/26/85
<table>
<thead>
<tr>
<th>AGENCY</th>
<th>ADMINISTRATIVE/PROFESSIONAL STAFF</th>
<th>SERVICE/PROFESSIONAL STAFF</th>
<th>CLERICAL/PARA-PROFESSIONAL STAFF</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Total</td>
<td>Minority</td>
<td>Female</td>
<td>Total</td>
</tr>
<tr>
<td></td>
<td>%</td>
<td>%</td>
<td></td>
<td>%</td>
</tr>
<tr>
<td>charlottesville/albemarle legal aid society</td>
<td>1</td>
<td>100</td>
<td>0/0</td>
<td>1/50</td>
</tr>
<tr>
<td>charlottesville housing improvement program</td>
<td>1</td>
<td>100</td>
<td>0/0</td>
<td>0/0</td>
</tr>
<tr>
<td>charter house</td>
<td>3</td>
<td>0</td>
<td>0/0</td>
<td>2/67</td>
</tr>
<tr>
<td>community attention</td>
<td>4</td>
<td>0</td>
<td>0/0</td>
<td>2/50</td>
</tr>
<tr>
<td>central virginia child development association</td>
<td>6</td>
<td>0</td>
<td>0/0</td>
<td>2/100</td>
</tr>
<tr>
<td>ems council</td>
<td>1</td>
<td>0/0</td>
<td>1/100</td>
<td>1</td>
</tr>
<tr>
<td>jefferson area board for aging</td>
<td>6</td>
<td>2</td>
<td>2/33</td>
<td>6/67</td>
</tr>
<tr>
<td>jaunt</td>
<td>2</td>
<td>0</td>
<td>0</td>
<td>2/100</td>
</tr>
<tr>
<td>monticello area community action agency</td>
<td>6</td>
<td>0</td>
<td>0/0</td>
<td>2/100</td>
</tr>
<tr>
<td>madison house</td>
<td>1</td>
<td>0</td>
<td>0</td>
<td>1/100</td>
</tr>
<tr>
<td>offender aid &amp; restoration</td>
<td>1</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>outreach counseling</td>
<td>1</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>red cross home care</td>
<td>1</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>region ten community services</td>
<td>4</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>rsvp</td>
<td>1</td>
<td>0</td>
<td>0</td>
<td>1/100</td>
</tr>
<tr>
<td>shelter for help in emergency</td>
<td>1</td>
<td>0</td>
<td>0</td>
<td>1/100</td>
</tr>
<tr>
<td>thomas jefferson health department</td>
<td>6</td>
<td>2</td>
<td>2/33</td>
<td>4/67</td>
</tr>
<tr>
<td>united way child care</td>
<td>4</td>
<td>0</td>
<td>0</td>
<td>2/50</td>
</tr>
<tr>
<td>youth service center</td>
<td>6</td>
<td>0</td>
<td>0</td>
<td>2/33</td>
</tr>
<tr>
<td>total</td>
<td>41</td>
<td>5/12</td>
<td>24/94</td>
<td>214</td>
</tr>
</tbody>
</table>

1 CHIPS is a housing improvement program. Work crews were classified as clerical/para-professional.

2 JABA's administrative staff as recorded consists of the Director, the directors of 3 area programs and the financial aide. JABA considers program directors as administrators as well, they were not included as to be consistent in reporting format.

3 JAUNT has a vacancy at the service/professional level.

4 Region Ten administrative staff as recorded, consists of the agency director and the director of the agency's three major divisions. Region Ten considers group leaders (here classified as service/professional) as part of the administrative staff.

5 The Health Department's service/professional staff includes Public Health Nurses and Dental Health and Environmental Health workers.

6 The United Way Child Care Committee is a volunteer board. There are no paid workers, administration is contracted to CYCDA.
<table>
<thead>
<tr>
<th>BOARD OR COMMISSION</th>
<th>BOARD MEMBERSHIP</th>
<th>CITY COUNCIL APPOINTEES</th>
<th>MINORITY APPOINTEES</th>
</tr>
</thead>
<tbody>
<tr>
<td>A-3012</td>
<td>Architectural Review Board</td>
<td>7 men, 0 women</td>
<td>7 men, 0 women</td>
</tr>
<tr>
<td>A-3013</td>
<td>Board of Zoning Appeals</td>
<td>5 men, 0 women</td>
<td>5 men, 0 women</td>
</tr>
<tr>
<td>A-3014</td>
<td>Building Code Board of Appeals</td>
<td>5 men, 0 women</td>
<td>5 men, 0 women</td>
</tr>
<tr>
<td>A-3015</td>
<td>Downtown Board of Architectural Review</td>
<td>6 men, 2 women</td>
<td>6 men, 2 women</td>
</tr>
<tr>
<td>A-3016</td>
<td>Jefferson Area Board for Aging Board of Directors</td>
<td>16 men, 4 women</td>
<td>4 men, 1 woman</td>
</tr>
<tr>
<td>A-3017</td>
<td>JABA Advisory Council on Aging</td>
<td>9 men, 5 women</td>
<td>1 man, 0 women</td>
</tr>
<tr>
<td>A-3018</td>
<td>Jefferson-Madison Region Library</td>
<td>11 men, 8 women</td>
<td>4 men, 1 woman</td>
</tr>
<tr>
<td>A-3019</td>
<td>McGuffey Center Commission</td>
<td>5 men, 2 women</td>
<td>5 men, 2 women</td>
</tr>
<tr>
<td>A-3020</td>
<td>Monticello Area Community Action Agency Board</td>
<td>24 men, 13 women</td>
<td>2 men, 1 woman</td>
</tr>
<tr>
<td>A-3021</td>
<td>Personnel Appeals Board</td>
<td>3 men, 1 woman</td>
<td>3 men, 2 women</td>
</tr>
<tr>
<td>A-3022</td>
<td>Piedmont Virginia Community College Board</td>
<td>12 men, 4 women</td>
<td>4 men, 1 woman</td>
</tr>
<tr>
<td>A-3023</td>
<td>Planning Commission</td>
<td>7 men, 1 woman</td>
<td>1 man, 7 women</td>
</tr>
<tr>
<td>A-3024</td>
<td>Redevelopment and Housing Authority</td>
<td>5 men, 2 women</td>
<td>5 men, 2 women</td>
</tr>
<tr>
<td>A-3025</td>
<td>Retirement Commission</td>
<td>9 men, 1 woman</td>
<td>9 men, 1 woman</td>
</tr>
<tr>
<td>A-3026</td>
<td>Rivanna Water and Sewer Authority</td>
<td>5 men, 1 woman</td>
<td>1 man, 4 women</td>
</tr>
<tr>
<td>A-3027</td>
<td>Social Development Commission</td>
<td>11 men, 3 women</td>
<td>11 men, 4 women</td>
</tr>
<tr>
<td>A-3028</td>
<td>Landmarks Commission</td>
<td>7 men, 3 women</td>
<td>7 men, 3 women</td>
</tr>
<tr>
<td>A-3029</td>
<td>Region Ten Community Services Board</td>
<td>14 men, 6 women</td>
<td>4 men, 2 women</td>
</tr>
<tr>
<td>A-3030</td>
<td>Highway Safety Commission</td>
<td>7 men, 3 women</td>
<td>3 men, 1 woman</td>
</tr>
<tr>
<td>A-3031</td>
<td>Ch'ville-Albemarle Airport Commission</td>
<td>7 men, 0 women</td>
<td>3 men, 0 women</td>
</tr>
<tr>
<td>A-3032</td>
<td>Community Attention Home Advisory Board</td>
<td>9 men, 6 women</td>
<td>9 men, 2 women</td>
</tr>
<tr>
<td>A-3033</td>
<td>Industrial Development Authority</td>
<td>7 men, 0 women</td>
<td>7 men, 1 woman</td>
</tr>
<tr>
<td>A-3034</td>
<td>Social Services Advisory Board</td>
<td>9 men, 2 women</td>
<td>7 men, 1 woman</td>
</tr>
<tr>
<td>A-3035</td>
<td>School Board</td>
<td>7 men, 2 women</td>
<td>7 men, 2 women</td>
</tr>
<tr>
<td>A-3036</td>
<td>Jefferson Area United Transportation Board</td>
<td>12 men, 5 women</td>
<td>5 men, 1 woman</td>
</tr>
<tr>
<td>A-3037</td>
<td>Thomas Jefferson Planning District Commission</td>
<td>16 men, 4 women</td>
<td>4 men, 1 woman</td>
</tr>
<tr>
<td>A-3038</td>
<td>Ch'ville-Albemarle Regional Jail Board</td>
<td>7 men, 2 women</td>
<td>2 men, 1 woman</td>
</tr>
<tr>
<td>A-3039</td>
<td>Thomas Jefferson Visitors Bureau Board</td>
<td>3 men, 1 woman</td>
<td>1 man, 3 women</td>
</tr>
<tr>
<td>A-3040</td>
<td>Ch'ville Development Block Grant Task Force</td>
<td>12 men, 5 women</td>
<td>12 men, 5 women</td>
</tr>
<tr>
<td>A-3041</td>
<td>Youth Commission</td>
<td>9 men, 3 women</td>
<td>9 men, 3 women</td>
</tr>
<tr>
<td>A-3042</td>
<td>Retired Senior Volunteer Program Advisory Board</td>
<td>*6 men, 3 women</td>
<td>*6 men, 3 women</td>
</tr>
</tbody>
</table>

Where members do not a vacancy exists

D.C.D. 7/26/85

48
UNIVERSITY OF VIRGINIA
Affirmative Action and Equal Opportunity
Policies and Programs On Employment

APPENDIX A

AFFIRMATIVE ACTION AND EQUAL OPPORTUNITY
POLICY STATEMENTS

COMPLAINT AND SUGGESTION PROCEDURES FOR EMPLOYEES
All employees of the University will serve as Equal Opportunity Officers to assist with complaints relating to employment discrimination. Complainants and employees will be informed of the Equal Opportunity Office's role in investigating these complaints. Employees may also file complaints with the Equal Opportunity Office. The Equal Opportunity Office is responsible for investigating complaints made by employees or applicants alleging discrimination in employment. All employees will be provided with the complaint procedure for employees.

All employees of the University will serve as Equal Opportunity Officers to assist with complaints relating to employment discrimination. Complainants and employees will be informed of the Equal Opportunity Office's role in investigating these complaints. Employees may also file complaints with the Equal Opportunity Office. The Equal Opportunity Office is responsible for investigating complaints made by employees or applicants alleging discrimination in employment. All employees will be provided with the complaint procedure for employees.

To file a complaint, the complainant or employee shall contact the Equal Opportunity Officer at the University of Virginia. The Equal Opportunity Officer will investigate the complaint and provide a written report to the employee or applicant. The Equal Opportunity Officer will then file a complaint with the Equal Opportunity Office. The Equal Opportunity Office will investigate the complaint and provide a written report to the employee or applicant. The Equal Opportunity Office will then file a complaint with the Equal Opportunity Office.

To file a complaint, the complainant or employee shall contact the Equal Opportunity Officer at the University of Virginia. The Equal Opportunity Officer will investigate the complaint and provide a written report to the employee or applicant. The Equal Opportunity Officer will then file a complaint with the Equal Opportunity Office. The Equal Opportunity Office will investigate the complaint and provide a written report to the employee or applicant. The Equal Opportunity Officer will then file a complaint with the Equal Opportunity Office.

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UNIVERSITY OF VIRGINIA
Affirmative Action and Equal Opportunity Policies and Programs On Employment

UNIVERSITY PRESIDENT'S STATEMENT

It is the policy of the University of Virginia that there shall be no discrimination by reason of race, color, religion, sex, age, national origin, political affiliation, veteran's status or handicap in either education or employment. Each officer of the University has responsibility for affirmative action to ensure equal opportunity for the employees and students under his or her direction and for applicants for employment. A University Director of Equal Opportunity Programs is responsible for developing programs to promote equal opportunity throughout the University. The Director will also report on the progress of the University in achieving equal opportunity goals.

The University of Virginia shall not tolerate sexual harassment, in any form, by any employee of the University. Each officer of the University has the responsibility to ensure that employees under his or her direction are informed of the University's policy on sexual harassment, and of available grievance procedures for violations of the policy.

By action of the Governor of Virginia on January 16, 1982, through Executive Order Number One, the policy of equal opportunity in all aspects of personnel management was renewed for state employees and applicants for employment, including the classified employees of the University. By action of the Rector and Board of Visitors of the University on October 15, 1982, the terms of that policy were affirmed for the faculty and staff of the University. The University of Virginia's Affirmative Action Plan for Equal Opportunity (Revised 1982) continued the University's long-standing programs for equal opportunity in employment of both faculty and staff with The Virginia Plan for Equal Opportunity in State Supported Institutions of Higher Education (Revised 1978).

The University's Plan on employment, therefore, includes the cited Virginia Plan as well as the University's provisions appropriate to equal opportunity in higher education in general and to the University of Virginia in particular.

FRANK L. HEREFORD, JR.
President

COMMONWEALTH OF VIRGINIA
EQUAL EMPLOYMENT OPPORTUNITY POLICY

It is the policy of the Commonwealth of Virginia to assure equal employment opportunity for all state employees and for all applicants for state employment. This policy specifically prohibits employment discrimination on the basis of race, sex, color, national origin, religion, age, or handicap.

State appointing authorities and other management principals will take positive affirmative measures as directed by the Secretary of Administration and Finance. Such measures shall emphasize the recruitment of qualified minorities, women, handicapped and older persons to serve at all levels of state government. This policy does not permit or require the lowering of bona-fide job requirements, performance standards, or qualifications to give preference to any state employee or applicant for state employment.

Allegations of violations of this policy shall be brought to the attention of the Office of Equal Employment Opportunity. No state appointing authority, other management principals or supervisors shall take retaliatory actions against persons making such allegations. Any state employee found in violation of this policy shall be subject to appropriate disciplinary action.

Given under my hand and the Seal of the Commonwealth of Virginia, this the sixteenth day of January, 1982.

CHARLES S. ROBB
Governor

COMPLAINT AND SUGGESTION PROCEDURES FOR EMPLOYEES

In order to ensure prompt attention to complaints relating to equal opportunity in employment, the University has designed and implemented a system for receiving, considering and acting on employee complaints and suggestions.

Six employees of the University will serve as Equal Opportunity Officers to consult with employees who have concerns relating to employment discrimination. Employee discussions with the Equal Opportunity Officers will be strictly confidential and permission of the employee is required for use of the information he or she has provided. The officers report their findings to the Director of Equal Opportunity Programs who will report to the President of the University any case in which an employee has not been satisfied.

University employees who believe that they have been discriminated against at the University by reason of age, color, handicap, national origin, political affiliation, race, religion, sex or veteran's status, or who have suggestions for facilitating efforts to ensure equal opportunity and non-discrimination at the University, should consult one of these officers:

Ms. Ann R. Antrobus (Associate Registrar, Carruthers Hall), telephone 924-4125.

Mr. Harrison W. Burgess (Health Affairs Management Assistant, Box 474, Medical Center), telephone 924-2969.

Ms. Vivian W. Jones (Supervisor B, Building Services, Physical Plant, Clark Hall), telephone 924-0539.

Ms. Grace H. Ordell (Assistant Director of Food Service, Food Center, 2454 Old Ivy Road), telephone 924-7781.

Mr. William D. Vining (Director of Employee Relations, Carruthers Hall), telephone 924-4376.

Mr. Nathaniel C. Wright (Housekeeping Executive Director, Housekeeping Department, University Hospital), telephone 924-5186.

NOTICE

TO FACULTY, STAFF, STUDENTS AND APPLICANTS

The University of Virginia does not discriminate in education and employment on the basis of race, color, religion, national origin, political affiliation, handicap, sex, age or veteran's status, and it operates both affirmative action and equal opportunity programs, including grievance procedures, that are consistent with both federal and state regulations.

This policy complies with the requirements of the Virginia Constitution, Article I, § 11; Titles VI and VII of the Civil Rights Act of 1964, as amended; the Age Discrimination in Employment Act of 1967, as amended; Title IX of the Education Amendments of 1972; the Rehabilitation Act of 1973; the Vietnam Era Veterans' Readjustment Assistance Act of 1974; Executive Order 11246, as amended, and regulations issued thereunder.

Any applicant for admission or employment or any student or employee who feels that he or she has been discriminated against by reason of race, color, religion, national origin, political affiliation, handicap, sex, age or veteran's status should contact Ms. Sondra F. Stallard, Director of Equal Opportunity Programs, Charlottesville, Virginia 22903. Telephone (804) 924-3200.
AFFIRMATIVE ACTION POLICY
OF THE
CITY OF CHARLOTTESVILLE, VIRGINIA

The policy of the City of Charlottesville, Virginia with reference to equal employment opportunity is as follows:

A. To recruit, hire, train and promote persons in all job classifications without regard to race, color, religion, sex or national origin.

B. To insure that no otherwise qualified handicapped person is denied, solely by reason of his handicap, employment, training or promotion.

C. To make all employment decisions in a manner which will further the principle of equal employment opportunity.

D. To insure that decisions regarding promotions are in accord with the principle of equal employment opportunity by imposing only valid requirements for promotional opportunities.

E. To insure the personnel actions with reference to such matters as compensation, benefits, transfers, recall from layoff, City sponsored training, education, tuition assistance and social and recreational programs will be administered without regard to race, color, religion, sex or national origin, age or handicap.

F. To comply with all applicable laws prohibiting discrimination in employment based on race, color, religion, sex, national origin, age or handicap.

G. To provide procurement opportunities to minority and female businesses and to continue efforts in the area of identifying minority businesses that could supply goods or services to the City while continuing the practice of providing technical assistance to minority businessmen who have a need for such assistance.
The City of Charlottesville has sought and will continue
to seek to enlarge job opportunities for men and women of all
religious, ethnic and racial backgrounds. The criterion for
selections has always been, and will continue to be, merit.

Affirmative Action is not another name for "preferential
treatment" or "discrimination in reverse." Affirmative Action
reinforces the merit approach to hiring by assuring that all
segments of our society, not just some, have an opportunity
to enter and advance in the public service on the basis of open
competition.

The Affirmative Action Plan (AAP) of the City of Charlot-
tesville includes the involvement of minority businesses in the
procurement process. The City will continue efforts to identify
minority business in the Charlottesville area and, when possible,
secure goods and/or services required by the city from these
vendors.

The AAP assists in seeking out individuals at any level in
the City service whose career potential has not been fully
developed. It encourages efforts to help move up in the
organization. The AAP applies to all executives, department
heads and employees of the City of Charlottesville.

On January 16, 1979 the Council of the City of Charlottesville
adopted this statement:

"The policy of the City of Charlottesville, Virginia with
reference to equal employment opportunity is as follows:

A. To recruit, hire, train and promote persons in all
job classifications without regard to race, color,
religion, sex or national origin.

B. To insure that no otherwise qualified handicapped person
is denied, solely by reason of his handicap, employment,
training or promotion.

C. To make all employment decisions in a manner which will
further the principle of equal employment opportunity.

D. To insure that decisions regarding promotions are in
accord with the principle of equal employment opportunity
by imposing only valid requirements for promotional
opportunities."
E. To insure the personnel actions with reference to such matters as compensation, benefits, transfers, recall from layoff, City sponsored training, education, tuition assistance and social and recreational programs will be administered without regard to race, color, religion, sex or national origin, age or handicap.

F. To comply with all applicable laws prohibiting discrimination in employment based on race, color, religion, sex, national origin, age, or handicap.

G. To provide procurement opportunities to minority and female businesses and to continue efforts in the area of identifying minority businesses that could supply goods or services to the City while continuing the practice of providing technical assistance to minority businessmen who have a need for such assistance.

Definitions

"Handicapped person" means any person who (1) has a physical or mental impairment which substantially limits one or more major life activities, (2) has a record of such impairment, or (3) is regarded as having such an impairment.

"Qualified handicapped person" means, with respect to employment, a handicapped person who, with reasonable accommodation, can perform the essential functions of the job in question.

Responsibility for the Affirmative Action Plan is assigned to the City Manager or his designee. All management personnel share in this responsibility.

This policy has been endorsed by the Council of the City of Charlottesville as properly reflecting the requirement of the City Charter."

RECRUITMENT ANDHIRING

A. Job Applications and Interviews

Time Limit - will be stated for the receipt of applications for each vacancy.

Job Standards - each applicant should be given access to these.

Job Interview - whenever possible the immediate supervisor should participate to assure that questions on needed skills, knowledges and abilities are asked.

Non-Objective Questions - should be avoided in the job interview.

Interview Form - each interview should be documented on a form provided by the Personnel Department.
Preference - when two or more applicants for a job possess equal qualifications an applicant from the Charlottesville region will be favored.

B. Job Specifications

Job Requirements - will be reviewed by department heads as positions become vacant to assure that they correlate to the skills and education actually needed. Desired changes will be recommended to the Personnel Department.

C. Recruitment

Sources - expand to include high schools, colleges and vocational schools with large minority populations. Expand to include veterans associations, women's and minority organizations and other sources identified by department heads.

II. UPWARD MOBILITY

A. General Policy

Career Goals - Personnel Department should discuss these with every employee.

Job Related Training - employees who have completed job related training should be given first consideration for promotion.

Upward Mobility List - of persons qualified for upward mobility to be matched to projected job vacancies will be maintained by the Personnel Department.

Promotions - should be made from within the City staff whenever possible.

B. Job Performance Rating

Performance Reports - should identify specific job duties and skills.

- should measure actual performance against duties, skills and desired performance levels.

- should document employees achievements and failures.

- Performance Expectations - supervisor and employee should mutually determine these for each rating period.

Written Comments - space on form should be used to state improvements expected in next rating period.
III. DISSEMINATION OF AAP

A. External

Press Briefing - City Manager should explain the plan.

B. Internal

Brochure - outlining AAP and explaining its functions for all current and future employees.

Meetings - conducted by Director of Personnel to distribute brochure to employees, explain the plan, and introduce AAP counselors.

Posters - with pictures and phone numbers identifying EEO counselors and posted in all City government work sites.

IV. PROCUREMENT

Minority Vendors - listing should be developed for Planning District X.

Business Information - a list of sources of information to refer people wishing to start businesses should be maintained in the Personnel Department and in the Purchasing Department.

V. EEO COUNSELORS AND COMPLAINT PROCEDURE

A. Appointment and Policy

Appointment - AAP manager will appoint a minimum of four counselors preferably representing field units, the uniformed services and City Hall offices.

Complaint Policy - Discrimination complaints maybe handled through the City's grievance procedure, or through an EEO Counselor. Any counselor receiving a complaint from his/her own department may use their best judgment whether to refer it to one of the other counselors.

B. Complaint Procedure - ten (10) work days shall be allowed the EEO counselor to investigate and solve a complaint at the departmental level. If the complaint is not resolved in that time, or if the employee is dissatisfied with the solution, it shall be taken to the AAP manager who shall have five (5) working days within which to resolve the problem. If the complaint still has not been resolved, at the time it shall be referred to the Personnel Appeals Board for action. The decision of the Board shall be final and binding.

Disappointed Job Applicants - should have an opportunity to complain directly to the AAP manager, by passing the Personnel Department which could be part of their problem.
VI. LEVEL OF RESPONSIBILITY

A. Responsibility of the Supervisor

Compliance - with all legal requirements and the principles of equal opportunity.

Documentation - of all job interviews and state positive reasons for decisions.

Follow-up - explain reasons to those not hired or promoted.

Dismissal - clearly state the reasons

Employee Communication - solicit ideas, listen to them and explain final decisions and reasoning.

- discuss problems openly with all parties.

B. Responsibility of Personnel Department

Vacancies - should be fully and openly advertised.

Recruitment Base - report to AAP manager on efforts to expand.

Records - of job applicants by race/sex should be kept.

Oversight - of city-wide hiring, and reporting unfair practices to AAP manager.

Training - of employees to prepare them for upward mobility.

C. Responsibility of AAP Manager

Assistant to the City Manager - is assigned responsibility to see that the program works effectively.

Employment Review - done quarterly of City wide employment, promotions and procurement activities.

Complaints - review those solved below this level.

- receive and investigate all other complaints of discrimination.

Revised 1/79
AFFIRMATIVE ACTION PROGRAM
CHARLOTTESVILLE PUBLIC SCHOOLS
CHARLOTTESVILLE, VIRGINIA

INTRODUCTION

The School Board of the City of Charlottesville is committed to the concept of equal opportunity for all. These are not new concepts. However, the time has come to express formally the nature and objectives of an affirmative action program in accord with the principles on which statutes have been enacted to assure equal opportunity in placement, education, on-the-job training and advancement.

REGULATIONS

PURPOSE AND APPLICABILITY

The purpose of this document is to set forth a detailed program whereby the Charlottesville Public Schools can implement equal employment opportunities for minority groups and women at all levels of employment and endeavor, consistent with and appropriate to their qualifications.

EXECUTIVE RESPONSIBILITY

The Assistant Superintendent for Personnel and Staff Development functioning as an extension of the office of the superintendent of schools will be responsible for overall implementation of the affirmative action program and shall report progress periodically to the School Board through the Superintendent.
DISSEMINATION OF POLICY AND PROGRAM

Information about this School Board policy and its affirmative action program will be communicated periodically but not less than once each year to all employees.

To insure effective implementation, the subject of affirmative action and the school division's commitments under state and federal laws will be assigned a high priority for discussion at appropriate management and supervisory meetings, and reports will be made periodically to the School Board.

Community organizations and news media will be informed periodically in writing about this policy.

Preparation of all school division releases and publications pertinent to this affirmative action program shall be approved by the Superintendent. Copies of such documents shall be filed by the Assistant Superintendent for Personnel and Staff Development for use in discussions and reports to governmental agencies.

RULES AND PROCEDURES

A. Program of Affirmative Action

The Assistant Superintendent for Personnel and Staff Development will implement employment policies and procedures in accordance with requirements of this plan. In addition, the assistant superintendent will develop appropriate evaluation, training, transfer and promotion programs for employees.

B. Objectives and Duties

The Assistant Superintendent for Personnel and Staff Development will maintain data on employment practices and will continually review job descriptions of all positions to assure appropriate:

- skill requirements,
- experience requirements,
- education requirements,
- evaluation techniques where applicable, and
- lack of bias in the above.
The Assistant Superintendent for Personnel and Staff Development will establish channels of communication which will publicize the Charlottesville Public School System's affirmative action program.

1. Notices of job vacancies will be conspicuously posted.
2. Current employees will be encouraged to keep informed of vacancies and to communicate this information to acquaintances.
3. If and when media advertising is used, appropriate minority owned/or operated media stations and publications will be utilized.
4. Relationships will be developed with leading agencies which seek to place minorities and women in significant positions.

The Assistant Superintendent for Personnel and Staff Development will consider and develop new programs to strengthen the actions of the school system in the area of human rights and relations.

1. All employment application forms will be simplified to require only that information which is essential to the assessment of applicants for employment and is related to job performance.
2. Only screening procedures consistent with sound personnel policy will be used.
3. Efforts to provide promotional opportunities to current school system employees will include:
   (a) counseling of employees about advancement opportunities
   (b) identification of employees with potential for higher level jobs
   (c) restructuring, when possible, work schedules to permit continuing education and/or training
   (d) development of appropriate training programs
   (e) cooperation in providing employee-applicants suggestions regarding areas of needed improvement

The Assistant Superintendent for Personnel and Staff Development will be responsive to the intent of the program.

1. The Assistant Superintendent for Personnel and Staff Development will maintain a close and continuing relationship with all building administrators to assure their understanding of and compliance with the requirements of the affirmative action program.
2. Any administrator who does not wish to fill a vacated position will be expected to communicate the reasons for such action to the Superintendent. The Superintendent will then evaluate the reasons and will determine whether the position will be filled.

The Assistant Superintendent for Personnel and Staff Development will evaluate current programs for broadening educational and employment opportunities for minority groups and women to determine whether they are effective and, if not, to suggest and develop ways in which they may be improved.
1. Assessment of applicants for promotion will place primary importance on present job performance and potential to perform at the higher level.

2. Training and development programs offered will provide skills training relevant to school system jobs and assignments.

3. The description of career opportunities will include the listing of skills required for successful performance.

4. Evaluation plans will be designed to be appropriate to the task requirements of the job.

5. Inservice training courses in supervisory and management subjects and skills will contain specific and direct information relevant to human relations skills. Equal employment for minorities and women will comprise a significant part of the subject matter.

The Superintendent for Personnel and Staff Development will be conversant with the laws and rules of governmental agencies pertaining to equal opportunity and will prepare and maintain statistical data documenting the extent to which the school division is meeting the goals of the affirmative action program.

The Assistant Superintendent for Personnel and Staff Development will convene and chair the affirmative action advisory council.

B. Affirmative Action Advisory Council

Membership

The Council will consist of twelve members representing certificated and classified employees including minorities and women, to be appointed by the Superintendent. Appointments shall be for three-year terms. Members shall not be eligible to succeed themselves.

Meetings

The Council shall meet at least once each semester, or more often if circumstances warrant.

Duties and Objectives

The Council will assist and advise the Assistant Superintendent for Personnel and Staff Development in planning, developing and implementing the stated program.

C. Recruitment and Training

The school system will recruit on the basis of qualifications without regard to race, creed, national origin, sex or age.
Recruitment efforts will continue to focus on providing open-ended job opportunities for all qualified personnel. In order to assist individuals in obtaining positions which are commensurate with their ability, the personnel office will maintain a "skill bank" which will include descriptions of current employees' skills, regardless of the current position held by the employee. Any employee shall be permitted to place in this "bank" a description of his or her skills which may be relevant to the performance of any other school job. Such skills shall include, but not be limited to, educational background, community or other organizational experience, current educational efforts and skills developed on the job.

Sources of applicants, including public and private employment agencies, professional recruiting firms, placement offices, local churches and community interest groups will be informed of the School Board's nondiscrimination policy.

Appropriate notices setting forth the School Board's equality of opportunity policy will continue to be posted in the appropriate places of employment and will continue to be included in all solicitations or advertisements for new employees. The identification feature, "an equal opportunity employer" will be used on recruiting and other employment publications.

D. Employment and Placement

Charlottesville Public Schools is an equal opportunity employer. Applicants for employment are screened solely on the basis of skill, ability, experience, training and qualifications. Interviewers will be instructed to try to discover specialized or unusual work experience which applicants might not mention in the interview situation.

Employment application forms and other relevant personnel records shall be in compliance with applicable federal and state laws.

Regular meetings will be held with staff to discuss the school division's affirmative action program and to develop new concepts and insights about how best to achieve results.

E. Promotions, Demotions, Layoffs, Recall and Transfers

The school division will assure that all qualified personnel receive equal consideration for promotion to all levels of classified, teaching, supervisory and administrative employment.

Demotions, layoffs, recall following layoffs and transfers will be made without regard to race, creed, sex or age except in situations governed by the Reduction in Force Policy.

F. Compensation and Benefits

School division compensation and benefit programs are administered solely on the basis of entitlements without regard to race, creed, national origin, sex or age.

G. Contracts and Contractors

All contractors and subcontractors and all suppliers of materials shall be notified of the School Board policy of nondiscrimination.
d. Administrators

Administrative and supervisory personnel possess seniority within the school division only as members of the teaching staff. Any administrator or supervisor displaced as a result of a RIF will be recommended for retention in categories 1-6 (Section II[g.] on the basis of seniority. Each year of service as an administrator or supervisor shall be counted as one year of teaching experience in determining seniority. The division superintendent, subject to the approval of the School Board, shall have the authority to assign and/or reassign and/or transfer all personnel to any school or position within the division for which they are certified.

e. Maintaining Minority Proportion

In the event there is modification of programs and services, the number of certificated personnel which are required to implement the modified educational programs and services shall be determined as provided in this regulation. When a RIF is declared and until such time as the School Board declares that a RIF is no longer in effect, no minority staff member will be terminated if in so doing the resulting proportion of minority to majority staff members is decreased by more than four percent of the extent minority to majority proportion at the time the RIF was declared.

f. Determining Seniority for Retention

All certificated employees to be retained will be recommended for available positions within each category of endorsement on the basis of seniority (years of experience) as a certificated employee in education as credited by the Personnel Office. Within each category or specialty the senior employee(s) shall be recommended for retention. If ties exist, the certificated employee(s) with the most seniority within the school division (as recorded in the Personnel Office) will have preference. In the event that ties still exist, the preferences will be given to the employee(s) with the highest college degree. If a tie still exists, the preferences will be given to the employee(s) with the greatest number of credits beyond their degree as recorded in the Personnel Office as of March 1 of the school year preceding the school year in which the anticipated reduction is to take effect. If a tie still exists, preference will be given to the individual with the best overall rating on the most recent summative evaluation.
ISSUES IN THE ORGANIZATION AND ESTABLISHMENT OF A COMMUNITY DEVELOPMENT CORPORATION

Some of the issues the Organizing Committee should consider in establishing the CDC include:

1. **Should the CDC be a Private or Public Organization?**

   The Social Development Commission feels that a viable CDC must eventually be a private body. Public monies can and should be used to help establish such an organization, but the CDC will eventually fail unless it gains legitimacy in the private sector and is able to raise its own funds. In the CDC's initial phase, the organization will require strong political and financial backing from public bodies, especially the City. Both CDBG and general revenue monies should be used to establish the committees and the capital loan fund. In the long term, a move by the CDC to private status will increase its flexibility and remove it from possible political pressures.

   The public/private decision has implications for long-term control of the CDC. Social Development Commission feels that community involvement is essential, if only through citizen appointments to the CDC Board. Even if voting stock is eventually issued and sold, the CDC should maintain a structure that does not link control of the corporation exclusively to the ownership of stock and that maximizes community participation.

2. **Should the CDC be Structured as a Profit or Non-Profit Organization?**

   The use of public monies on behalf of those with less power and wealth suggests that a non-profit status would be more politically and socially desirable. This does not imply, however, that the CDC should strive to lose money. Eventually, it should plan to break even or show a surplus which could be returned to the capital fund. However, there are some considerations that could dictate a private status (e.g., if the CDC decides to sell stock to raise capital).

3. **Should the CDC Exclusively Promote Black Economic Development or Focus More Broadly on Problems of Low-Income Persons, of Which Low-Income Blacks Would be the Primary Category?**

   There are strengths and weaknesses in either approach. Focusing on low-income persons expands the potential financial base of the capital fund, allows more creativity in soliciting grants, and may allow support of a wider variety of businesses. But...
ISSUES IN THE ORGANIZATION AND ESTABLISHMENT
OF A COMMUNITY DEVELOPMENT CORPORATION

Some of the issues that the Minority Business Enterprise Committee should consider in establishing the CDC include:

1. **Should the CDC be a Private or Public Organization?**

   The Social Development Commission feels that a viable CDC must eventually be a private body. Public monies can and should be used to help establish such an organization, but the CDC will eventually fail unless it gains legitimacy in the private sector and is able to raise its own funds. In the CDC's initial phase, the organization will require strong political and financial backing from public bodies, especially the City. Both CDBG and general revenue monies should be used to establish the committee and the capital loan fund. In the long term, a move by the CDC to private status will increase its flexibility and remove it from possible political pressures.

   The public/private decision has implications for long-term control of the CDC. Social Development Commission feels that community involvement is essential, if only through citizen appointments to the CDC Board. Even if voting stock is eventually issued and sold, the CDC should maintain a structure that does not link control of the corporation exclusively to the ownership of stock and that maximizes community participation.

2. **Should the CDC be Structured as a Profit or Non-Profit Organization?**

   The use of public monies on behalf of those with less power and wealth suggests that a non-profit status would be more politically and socially desirable. This does not imply, however, that the CDC should strive to lose money; eventually, it should plan to break even or show a surplus which could be returned to the capital fund. However, there are some considerations that could dictate a private status (e.g., if the CDC decides to sell stock to raise capital).

3. **Should the CDC Exclusively Promote Black Economic Development or Focus More Broadly on Problems of Low-Income Persons, of Which Low-Income Blacks Would be the Primary Category?**

   There are strengths and weaknesses in either approach. Focusing on low-income persons expands the potential financial base of the capital fund, allows more creativity in soliciting grants, and may allow support of a wider variety of businesses. But
such a focus does not address the view, expressed by many scholars, including those who recently attended a University of Virginia Institute of Government seminar entitled " ____," that black economic development is fundamentally different from economic development in general. A thorough examination of these perspectives is not possible here, but it is an issue which the CDC must face and resolve.

4. How Should the CDC Raise Capital, and What Should be the Rate of Return to those Who Invest?

Establishment of a revolving loan fund cannot be based exclusively on city monies. The CDC should consider categories of investors and givers. Churches and charitable organizations may consider long-term low-interest loans or even outright gifts to the CDC. Private investors may desire a higher rate of return on their monies; such investment may take the form of stock or special certificates of deposit. The CDC should have a grant-writing capability to raise monies from foundations. Finally, the CDC should consider establishing a modest fee schedule for its technical assistance arm.

5. What Affiliation, if any, Should the CDC have with other Organizations that Serve Minority Businesses?

Some of the CDC services could potentially overlap with similar services provided by other community organizations. The CDC's technical assistance arm may appear similar to services provided by OIC, MACAA, or the Chamber of Commerce. Its lending arm could appear to be much like a bank. Should the CDC subcontract with OIC or MACAA for services it needs? Will the CDC move into areas traditionally served by OIC or MACAA? Will the CDC contract with banks to provide lending assistance or will it undertake the task itself? The issue of CDC independence/affiliation must be resolved before the organization moves to provide services in the community.

6. What Should be the Geographical Boundaries of the CDC?

To some extent, this should be determined by the localities willing to help fund and support it. However, the CDC would have a much greater impact if it was organized regionally. It would have greater access to resources and greater flexibility in the types of projects it could support.