



League of Women Voters of Minnesota Records

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League of Women Voters of Minnesota
84 South Tenth Street, Room 406
Minneapolis 3, Minnesota

January, 1952

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REPORT ON CIVIL SERVICE

Civil Service has been a continuing item on the state League Program since 1935. At present it is a Platform, not a Current Agenda, item. Platform activity is confined to "sustained attention". Therefore, this report is a cursory picture of recent developments and a quick look at some areas needing continuing attention.

ENABLING ACT

Because the League of Women Voters received major credit for the passage of the 1939 Civil Service Act, under which our state merit system operates, it is inevitable that many Leagues will be sought out for consultation and guidance pertaining to the expansion of merit systems throughout the state.

The last legislature passed a state enabling act for general Civil Service (Laws 1951, Ch. 675) authorizing the establishment of a Civil Service Personnel System in any city of the second (20,000 to 50,000 population), third (10,000 to 20,000 population), or fourth class (under 10,000 population), village or borough and providing for the operation and abolition of such system. Establishment of a local merit system is provided by an ordinance approved by a majority of the voters voting on its approval at a general or special election. Within thirty days after the effective date of the merit system ordinance a personnel board of three members shall be appointed. In a municipality having police and fire Civil Service Commissions, all the members of such commissions shall become the members of the board established under the act and shall serve as members of the new board for the remainder of the terms for which they were originally appointed. Any permanent employee of a police or fire department under the jurisdiction of a commission at the time of the effective date of a merit system ordinance shall automatically become a permanent employee in the classified service subject to the protection of the new act. Nothing in the act precludes any municipality from abolishing the personnel board or modifying its powers and duties by home rule charter provisions.

Local Leagues interested in the new enabling act may secure data from the League of Minnesota Municipalities, 15 University of Minnesota Library, Minneapolis 14, Minnesota. They can supply Two Model Civil Service Ordinances, (415 h1), prepared to assist municipal councils interested in taking advantage of the new enabling act. They also have a twenty-nine page Model Civil Service Rules and Regulations, (415 h7), which embody what is considered to be "accepted and defensible practice in the establishment and administration of a sound merit system in small and medium-sized municipalities."

The enabling act makes the merit system subject to the veterans' preference law (197.45 and 197.46) without modification. Because of the general growing feeling that the veterans' preference law should be corrected to protect the merit principle within the Civil Service System, it is important that the problem of veterans' preference be taken into consideration in framing and applying the rules.

VETERANS' PREFERENCE

The Report of the Veterans' Preference in Public Employment Commission submitted to the 1951 Minn. Legislature is available in its final form. It was sent to each local League last year. This report deserves careful consideration especially since the veterans themselves seem to agree that too much preference works a hardship on veteran employees and non-veteran employees alike. The preference now granted by Minnesota State law to veterans and their widows is one of the strongest in the country. (See Veterans' Preference in Minn. by Legislative Research Committee, 1948.)

Out of twenty-two states which grant one or another form of preferences for war veterans thirteen of them, including Minnesota, afford preferences in promotions as well as in original appointments. For sometime the League has added support to the stand taken by the Executive Council of the Civil Service Assembly of U. S. and Canada, that preference should not be applied to promotional examinations. The Commission's report to the 1951 Minnesota Legislature recommends "that absolute preference be stricken from promotional examinations." It explains that "the predominance of testimony from employees in classified service of the State establishes the fact that absolute preference in promotional examinations creates dissatisfaction and hardship among veteran employees as well as non-veteran employees. Veterans were free in stating that they were willing and able to compete with non-veteran employees without the benefit of absolute preference."

A new professional magazine in the Civil Service field will aid in keeping abreast of court decisions: Civil Service Law Reporter issued monthly by the National Civil Service League, a citizens' organization devoted to adoption in government of a modern personnel system based on merit, H. Eliot Kaplan, Editor, 120 E. 29th St., New York 16, N. Y. First issue, July 1951. Subscription \$25 a year. In the Nov. 1951 issue, under Preference in Promotion for Veterans it is stated that the validity of veterans' preference in Civil Service appointments has been well established by Court decisions. September 24, 1951, the Pennsylvania Supreme Court reaffirmed the validity of a statute granting veterans' preference in original appointments in the Civil Service but held unconstitutional a similar preference sought to be granted in promotions. (Commonwealth ex rel. Maurer V. O'Neill) The Arizona Supreme Court stated the following in its opinion: (Parrack V. Ford, 68 Ariz. 205, 203 p. 2nd 872.) "The attitude in other states has been that after a veteran has secured employment he is on equal footing with others similarly employed and should no longer need to be entitled to preference over other employees. The public interest could well be adversely affected by a continual promotion of less fit persons on the public payroll by granting preference of even 5% on promotional examinations." This section in the Civil Service Law Reporter says that the dicta of the Arizona and Pennsylvania Supreme Courts appear to be the only dicta which specifically distinguished between the constitutionality of veterans' preference in promotions as contrasted with preference in initial appointments.

LITTLE HOOVER COMMISSION RECOMMENDATIONS

The League's State Current Agenda item of relationship of revenue requirements and revenue sources in Minnesota, touches on efficiency and economy in state government. Here Civil Service again becomes our concern. The Little Hoover Commission gives as a major defect in the present Civil Service Law the "closed back door" limiting the removal of unsatisfactory employees. Another recommendation has to do with the appointment of the Director of Civil Service who at the present time is an appointee of the Civil Service Board. There seems to be a growing feeling that the Director should be appointed by the Governor and be responsible to the Chief Executive. The Little Hoover Commission recommends that the Governor appoint the Director from a list of three qualified applicants supplied by the Civil Service Board. The

Veterans' Preference Commission recommended that the Governor appoint a qualified Civil Service Director interested in the principles of a good merit system for a term of four years, with the consent and advice of the Senate. This latter appointment procedure lacks recognized safeguards essential to a highly specialized job of professional status.

Other administrative practices of the Civil Service Department are part of efficiency in government. A single merit system for all state officials and employees has been recommended; a permanent and uniform efficiency and merit rating system should be established in accordance with accepted professional standards. A determination is needed of those practices which should be guaranteed by law and those which should remain policy under the control of qualified leadership.

Much creditable progress has been made in Minnesota Civil Service since 1939. Under consideration at the present time are recommendations of various official and various common-interests groups. These recommendations need to be compared and carefully selected for backing in order that the progress in Civil Service will not be impeded. Evaluation and wise choices will give the State merit system support which inevitably will accrue to efficiency in government.

OTHER LEAGUE MATERIAL ON CIVIL SERVICE

Veterans' Preference in Minnesota--Oct. 1948 - 5¢

History and Development of League Support of Civil Service--Jan. 1950 - 3¢

Statement of LWV before Interim Commission on Veterans Preference--Jan. 1950 - 3¢

Comparative Study--Feb. 1951 - 7¢

(Present Civil Service Laws

(Recommendations of the Minn. Efficiency in Government Commission

(Recommendations of the Veterans Preference in Public Employment Commission

January 8, 1952

Mrs. Vera J. Likins
Office Management Division
Civil Service Department
St. Paul 1, Minnesota

Dear Mrs. Likins:

Thank you for the recent material on veterans' promotion. You were very thoughtful to send it immediately. The Pennsylvania case described was the one I asked about when I last saw you.

If the meetings of the Board are scheduled for the following months, may I be notified of the meetings? Thank you for your help.

Very sincerely,

Mrs. Max Seham
Civil Service Committee

March 4, 1952

253 Plymouth Bldg.
Mpls. 3, Minn. —

Dear Mrs. MacMillan:

I am enclosing for your consideration a copy of the letter which I have sent to Mrs. Alfred Fairbridge. It is self explanatory. Because I haven't been able to cover all the details or enlarge upon the many interesting possibilities open for study programs. I'd be glad to appear in person, if you think that might be desirable.

Mr. Crow of the Minneapolis Tribune staff has volunteered to be of any help possible in organizing materials and in making available research, statistics, and program subjects.

Sincerely
J. Edgar Byrne

BETTY C. BYRNE
253 Plymouth Building
Minneapolis 3, Minnesota

February 28, 1952

St. Paul Board of League of Women Voters
St. Paul, Minnesota

Attention: Mrs. Alfred Partridge, President

RE: A proposal for study by the League of the State, Federal
and International Mental Health Program

Dear Mrs. Partridge:

The Mental Health program is a subject to which the League has not previously directed its attention since its conception by legislative act in 1939. Because it has seemed to be the subject of so much discussion, so many group and radio programs, editorials, etc. it might appear to the casual observer that enough has already been or is being done. Actually, at this point, no program of such large and costly range, has ever been more in need of adult study by adult groups with an emphasis on the "factual" approach to its many problems. To put it bluntly, the whole program here in Minnesota and undoubtedly extended into the Federal program, has suffered gravely from mass hysteria and emotionalism -- from too much loose and uninformed talk, rumor, and idle speculation.

Nor have we a right to have too much complacency with our progress at this stage. That attitude in itself is possessed of dangerous consequences. Also, the hue and cry of "partisan politics" has stigmatized the program in the general public's mind. Small wonder that the average voter and the legislators themselves are confused as to how we got this far and where we go from here. Couple these factors with a lack of knowledge bred from the complete absence of organized and readily available study materials on all of the program's multiple aspects, and you have a situation making it impossible for any one to vote intelligently on such an important and expensive undertaking. Now is the time to assess it in the light of its past history, its present status, and its future long range planning. It is begging for comparison with what other states are doing, the Federal program, foreign countries.

In Minnesota past legislation pertinent to the mental health program needs overhauling. Some laws are poorly or carelessly written and need careful analysis before rewriting or amending. There is urgent need that the state civil service legislation, which the League sponsored ten years ago, be reconsidered in terms of today's unforeseen problems -- and in its relationship to the Mental Health laws and program. Here, in particular, in our Minnesota mental hospitals and institutional schools, the obsolete salary schedules and limited classifications which the state civil service imposes are working to everybody's disadvantage, including the taxpayer.

Our state civil service was adopted at a time where there was no apparent labor shortage and salaries were commensurably low. You are all familiar with the current acute personnel shortage, covering physicians, teachers, any and every kind of skilled and unskilled labor. We have grown accustomed to the high cost of living and salaries adjusted to it. The war situation and the draft have aggravated it, but there is no end to either in the foreseeable future. Business, Federal, County and urban civil service compete for available help at "going" rates of pay. Only state civil service is legally limited to offering only about half of what other employers can.

When you stop to think that in our hospitals every employee, with

February 28, 1952

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the exception of the superintendents, is, by law, compelled to be on state civil service with its contingent low salary schedules, you can readily imagine what a terrific problem it is to hire and keep employees. The turnover to better paying Federal, County, City or open positions is constant. The resultant waste of money and training time is appalling. Furthermore, there is injustice worked upon those who remain in their state civil service positions because of a sense of duty and responsibility. Their work load is increased, the hours they give lengthen far beyond a forty-hour week, and yet there is no relief in sight nor additional compensation.

Because of lack of space and time, I will cite only a few situations in the whole mental health program where the League's attention would benefit the citizenry.

I.

The "Beta" groups are schools for the education of the mentally retarded children whose I.Q.'s are too low to permit their attendance at "normal" public schools. By conservative estimate there are one thousand mentally retarded children in Minneapolis. The "Beta" class in this city is under the State Department of Education, subject to State standards and receiving state support of \$400.00 per child. In St. Paul, the city Department of Education finances it; it receives no state aid because it can't meet state standards for teachers, class-loads and physical plants. Our state standards of teacher certification etc. are most commendably high, but in the practical face of a most acute shortage of even general teachers and an even more barren roll of specially trained teachers, you have the insoluble problem of trying to reconcile one with another. The St. Paul "Beta" group parents feel that they cannot sacrifice what they have, a precious commodity of three specially trained teachers, even in return for desirable and needed state financial assistance.

There is an ever constant factor of 30,000 mental retarded children to be educated in Minnesota alone. In the rural counties, the parents of these children faced this problem of a lack of specially trained teachers, high state standards, plus a lack of transportation, by attempting to set up parent-run schools financed only by themselves. Teachers in the mental hospitals and institutional schools lose their professional status and become "institutional employees" with such low salaries that few are either attracted or want to stay.

Our current teacher graduate list from all accredited training schools in Minnesota is 26% under last year's and subject to greater loss by the inroads of the draft. We have always lost many of our Minnesota-educated graduates to other states immediately after graduation. Because of the increasing salary disadvantage, in all competitive fields, the rate at which we lose now is alarming. Our specially educated teachers' salaries are fixed at no more or less, as in the case of our institutional teachers, than general teachers.

Need I point further the urgent need for an immediate over-all survey of the Mental Health program in terms of the standards of public education, no adequate salary inducements, teacher shortages and obsolete civil service limitations.

II.

Commitments to State Institutions: This procedure in Minnesota is purely a legal one - whether it be voluntary or involuntary. Should it be legal

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or upon a medical recommendation? Should the state assume full guardianship as it does now, or should the statute be changed so that individual responsibility remains? The probate courts which deal with commitments have somewhat modified a harsh procedure in Hennepin and Ramsey counties. In the rural counties, in the hands of most probate judges, commitment is a harrowing procedure, left to the discretion of uneducated and unsympathetic elected officials who have not the necessary qualifications to have this responsibility.. Because rural probate judges hold other jobs to eke out their income and gain fees from commitment procedures, I leave it to you to draw your own conclusions. When legislative improvements or compromises in our commitment statutes have been suggested, rural judges have been the first to lobby against them.

III.

In regard to civil service as it affects our mental health program, I have already stated a very few of the problems it poses as it is legally enforced. Certainly the entire program needs re-evaluation, and a plan for legislative action by elimination, modification, or cooperative compromise. The whole success of the mental health program hinges upon this necessary action. The voting public is almost entirely in a state of complete ignorance in regard to its own state civil service program and its mental health program. Nor do our legislators have any advantage here. The two are as closely irrevocably locked as Siamese twins by a system of conflicting laws -- and, in the case of our mental hospitals, as helpless to progress independently.

- - -

From a standpoint of expense, the mental health program is one of the most costly of our new and highly necessary programs, comparing in appropriations only less than the veterans' bonus. Because economy can be effected only by efficient coordinated planning, standardization, wise appropriating, and considered legislating, again may I stress the need for your study in these related fields.

To state the situation which is current and exists at this very moment: The taxpayers have already willingly assumed the burden for the care and improvement of our mentally ill and retarded. The legislature has duly appropriated the money for the institutions, but it remains "in surplus" to revert to the general fund in July because it can't be wisely spent for the "help" and personnel which constitutes the backbone of hospital maintenance and expense in the budget. Our hospitals are literally suffering from lack of help, the money is there to pay for it, but the state civil service low salary schedules and obsolete categories and quotas have made it legally impossible to spend this money for the purpose for which it was dedicated.

Not knowing the real reason for the funds in surplus for our hospitals, most voters and the legislature itself may jump to the conclusion that our hospitals need no more. Actually with every day that passes, with this situation uncorrected, our mental health program is taking a step backward. For these reasons, and many more which a need for brevity does not permit my touching upon, I submit it to the League in its entirety as a problem deserving of thorough study. In all of its implications, the Mental Health program is indeed a worthy challenge for the League.

Sincerely

Betty C. Byrne

BCB:fdp

P. S. Here appended is a skeleton outline of points of question in our state civil service laws:

(1) In going over the statutes of the state civil service, it seems to me that too much power is vested in the office and person of one man. Has this been made for executive and administrative efficiency, or does it constitute a dangerous one man dictatorship of the system and corresponding control over systems in other departments subject to it?

(2) Only administrative heads, such as superintendents of hospitals, are exempted from civil service. Although they are held responsible by the public and the legislature for a high standard of hospital administration, they have no actual control over the backbone of a hospital, its personnel. After a short six months' probationary period, the employee goes on permanent status and is subject to removal or dismissal only by a hard burden of establishing proof. Is this six months' period long enough, or should it be extended to two years? Should transfer upon recommendation of the superintendent be obligatory?

(3) With a physician shortage comparable to that existing among teachers, should either of these two professional classes remain under civil service? Its supposed benefits are not, upon study, either attracting or holding these people. Statistics and trends verify that statement readily.

(a) With civil service quota of only seven doctors and two dentists, an institutional population of almost three thousand, such as exists at Faribault, is hard pressed for even adequate medical and dental care. Because of this, they resort to calling in many local doctors and dentists at prevailing rates and that doesn't give more than emergency medical care.

(b) The hospitals suffer from an almost 100% annual turn over of psychiatric aides. Why? Is it recruitment?

(4) With the advent of new approaches, modern treatments, and solutions to old problems, a need has arisen for the enlargement of present civil service categories and created a need for new ones in our hospitals. Social workers, dieticians, guidance supervisors, clinical directors, liaison coordinating officers - to name only a few.

(5) Recruitment, veterans' preference and proper screening, overlapping retirement and pension programs all need study before the program can function efficiently.

(6) Of utmost and immediate concern, salary schedules need to be enlarged all the way up and down the line. Otherwise, the money which the legislature has already appropriated cannot now be wisely spent because neither the superintendent nor the civil service commission can hire the kind of specialized personnel which our mental hospitals require.

Only as a further evidence of the ruinous results of haphazard legislation by uninformed and harassed legislators, may I point out that at the last session, the salaries of hospital superintendents with years of experience in administration at their posts are now fixed by law at a figure lower than the maximum allowed their assistants under civil service!

File Copy

March 17, 1952

Miss Betty Byrne
253 Plymouth Bldg.
Minneapolis 3, Minn.

Dear Betty Byrne,

In answer to your very interesting letter of February 28th, 1952, I would say that you should bring this matter to the attention of the local Board of your League. I assume that you have done this, because your letter is addressed to Mrs. Partridge. If this Board wishes, it may recommend to the State Board at least three weeks before our State Convention, which is May 21-22 in Rochester this year, that this item be placed on the agenda for the next year, 1952-53. You see, this is the second round of program suggestions coming from the local Leagues to the State Board. The first round was due four months before Convention. The process gets harder as the time goes along.

If your local Board does not recommend your item to the State Board, you as a member of the League of Women Voters of Minnesota, have a right to go to Convention and speak, asking the Convention to consider putting your item on the Agenda. If the Convention votes by a 2/3 majority to consider the idea, then you may present the item. However, there will be a limit on the number of minutes one person is allowed to talk, so if you are going to put over your idea, you will have to gather a number of supporters together to also speak to the item. After the matter is discussed, the Convention must vote by a 2/3 majority to put the item on the Agenda.

I should tell you that there is very little chance of your accomplishing your purpose. One reason is that there is a great deal of pressure among League members to cut the program. Last year, after much warm debate, and to the great disappointment of many League members, the Convention voted to take Civil Service off the Current Agenda. Therefore I see little chance of their deciding to take on an entirely new item for study such as the Mental Health Program. The only way I can see that the League of Women Voters might work along the lines you wish would be if Civil Service is put back on the Agenda again, and the functioning of Civil Service in relation to the Mental Hospitals would be included as part of the whole project.

If there are any questions, don't hesitate to call us.

Sincerely,

Mrs. K. K. McMillan, President.

BETTY C. BYRNE
253 Plymouth Building
Minneapolis 3, Minnesota

April 8, 1952

Mrs. Louella Newstrom
Secretary, Minneapolis League of Women Voters
84 South Tenth St.
Minneapolis, Minnesota

Dear Mrs. Newstrom:

I am enclosing a copy of a letter addressed
to President of St. Paul Board of League of Women Voters.

Copies have been sent to Mesdames Kottke, Everson, Livingston,
and M. E. Millan.

You will also find enclosed a copy of a
letter sent to Mrs. Kottke, Chairman of Section 24 of Minnea-
polis.

Sincerely

Betty C. Byrne +
Betty C. Byrne

Encs. (2)

BETTY C. BYRNE
253 Plymouth Building
Minneapolis 3, Minnesota

April 8, 1952

Mrs. F. W. Kottke
Chairman of Section
2741 Drew Ave. So.
Minneapolis, Minnesota

Dear Mrs. Kottke:

wh 6839
Sec. 24 of the Minneapolis, Minnesota League of Women Voters votes to include as an item of study and action the revision of State Civil Act as a whole with special emphasis on its relationship to institutional and mental hospital employees. " This is recommended by us because the money appropriated by the legislature for institutions and hospitals cannot be spent for the purpose for which it was intended and budgeted. It will revert to the general fund in July 1952.

This has also been voted upon favorably by Sec. 22 of St. Paul. Furthermore, it has been passed by the Minneapolis Board and recommended for favorable action to the State Board.

Sincerely

Betty C. Byrne

BCB:

BETTY C. BYRNE
253 Plymouth Building
Minneapolis 3, Minnesota

February 28, 1952

St. Paul Board of League of Women Voters
St. Paul, Minnesota

IN RE: A proposal for study by the League of the State,
Federal and International Mental Health Program

Dear Madam President:

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Nor have we a right to have too much complacence with our progress at this stage. That attitude in itself is possessed of dangerous consequences. Also, the hue and cry of "partisan politics" has stigmatized the program in the general public's mind. Small wonder that the average voter and the legislators themselves are confused as to how we got this far and where we go from here. Couple these factors with a lack of knowledge bred from the complete absence of organized and readily available study materials on all of the program's multiple aspects, and you have a situation making it impossible for any one to vote intelligently on such an important and expensive undertaking. Now is the time to assess it in the light of its past history, its present status, and its future long range planning. It is begging for comparison with what other states are doing, the Federal program, foreign countries.

29-640 - State salary minimum
43-80 - Prog less maintenance
80 new
+ 20
years
for
real
results

In Minnesota past legislation pertinent to the mental health program needs overhauling. Some laws are poorly or carelessly written and need careful analysis before rewriting or amending. There is urgent need that the state civil service legislation, which the League sponsored ten years ago, be reconsidered in terms of today's unforeseen problems -- and in its relationship to the Mental Health laws and program. Here, in particular, in our Minnesota mental hospitals and institutional schools, the obsolete salary schedules and limited classifications which the state civil service imposes are working to everybody's disadvantage, including the taxpayer.

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wrong salaries
figures
in prior
administration

When you stop to think that in our hospitals every employee, with

like it

49 MHP - psycho aid pushed above low - probably
in same position - (\$189) 165 minimum
maintenance is same - \$35

*with other
state jobs
hard to get
men*

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Sincerely

BCB:fdp

Betty C. Byrne

P. S. Here appended is a skeleton outline of points of question in our state civil service laws:

*Single Admin
quasi
Judicial Board
local system*

(1) In going over the statutes of the state civil service, it seems to me that too much power is vested in the office and person of one man. Has this made for executive and administrative efficiency, or does it constitute a dangerous one man dictatorship of the system and corresponding control over systems in other departments subject to it?

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(3) With a physician shortage comparable to that existing among teachers, should either of these two professional classes remain under civil service? Its supposed benefits are not, upon study, either attracting or holding these people. Statistics and trends verify that statement readily. *suffer*

(a) With civil service quota of only seven doctors and two dentists, an institutional population of almost three thousand, such as exists at Faribault, is hard pressed for even adequate medical and dental care. Because of this, they resort to calling in many local doctors and dentists at prevailing rates and that doesn't give more than emergency medical care. *rather good*

(b) The hospitals suffer from an almost 100% annual turn over of psychiatric aides. Why? Is it recruitment?

(4) With the advent of new approaches, modern treatments, and solutions to old problems, a need has arisen for the enlargement of present civil service categories and created a need for new ones in our hospitals. Social workers, dieticians, guidance supervisors, clinical directors, liaison coordinating officers - to name only a few. *have all these*

(5) Recruitment, veterans' preference and proper screening, overlapping retirement and pension programs all need study before the program can function efficiently.

(6) Of utmost and immediate concern, salary schedules need to be enlarged all the way up and down the line. Otherwise, the money which the legislature has already appropriated cannot now be wisely spent because neither the superintendent nor the civil service commission can hire the kind of specialized personnel which our mental hospitals require.

Only as a further evidence of the ruinous results of haphazard legislation by uninformed and harassed legislators, may I point out that at the last session, the salaries of hospital superintendents with years of experience in administration at their posts are now fixed by law at a figure lower than the maximum allowed their assistants under civil service!

*answer is not
an salary -*

Copy sent to Betty Byrne, Mari Wanahee
& Impl. office & Mrs. McMillan

April 10, 1952

Mrs. Alfred Partridge
123 W. Fifth St.
St. Paul, Minnesota

Dear Jean Partridge,

We received in the office today a letter from Betty Byrne enclosing a copy of the letter she addressed to you regarding her proposal that the State League study Mental Health and its relation to the administration of Civil Service.

She enclosed a letter also stating that the Minneapolis Board had voted to recommend favorable action on this item. We probably did not explain quite clearly enough to her, when we talked with her about it, and she got a more optimistic (from her point of view) impression of what the Minneapolis Board did than was justified from the facts.

The fact is that several members of the Minneapolis Board talked with Betty Byrne and were interested and concerned with what she told them. It's also true that the Minneapolis Board did vote to ask that Civil Service be put back on the Agenda this year. They haven't decided yet on the exact working of the item. But I am sure that if they put the emphasis on reclassification, it will be in connection with all Civil Service jobs, not just those in connection with Mental Health work. And they will, I know, want to do some investigating before they make a decision.

Sincerely,

Mrs. Harold Wilson
Organization Secretary

State of Minnesota
Civil Service Department
St. Paul 1

State Board
Meeting
File copy

CIVIL SERVICE BOARD
MRS. HARRINGTON BEARD
F. W. RUSSELL
GEORGE F. ZIESMER

May 2, 1952

ROBERT D. STOVER
DIRECTOR

Mrs. H. K. MacMillan, President
Minnesota League of Women Voters
417 Essex Building
Minneapolis, Minnesota

Dear Mrs. MacMillan:

A copy of a letter of February 28, 1952, written by Mrs. Betty C. Byrne, 253 Plymouth Building, Minneapolis 3, to the President of the St. Paul Board of the League of Women Voters has been drawn to the attention of the Civil Service Board and me. The Board was concerned about the apparent misunderstanding of the operation of state civil service contained in Mrs. Byrne's letter.

We are hoping to arrange a meeting with Mrs. Byrne so that we may clarify these various points. In the meantime, however, the Board has suggested that we write this letter to the League. We appreciate Mrs. Byrne's sincerity and value her interest in improving the state civil service system.

Insofar as salaries are concerned, not only as they apply to employees in mental hospitals but also to employees of other departments as well, the Civil Service Department has made every effort to keep abreast with salary levels both in private industry and other governmental jurisdictions. The Department was responsible for developing and recommending to the Legislature a cost-of-living pay plan which is now in effect. In fact, Minnesota is the only state in the Union at the present time with a cost-of-living pay plan.

We realize that in some categories our salaries are below what is being paid by private industry. This is particularly true in the case of the higher administrative and professional salaries. This is a situation, however, which applies generally in the government service. We know also that our rates are not as high as those paid by the Federal service, and the Federal Government is actually paying more for most types of work in this area than is private industry. For your information, we are enclosing a list of typical classes which was prepared originally for our annual report to show changes in salaries in these particular classes that have been made since the first pay plan was established in 1940. This has been brought up to date to reflect the cost-of-living adjustment that will be made on July 1st. We believe that this list shows that significant changes have been made in the salaries paid state employees since civil service went into effect.

May 2, 1952

There is no doubt that we have experienced a higher turnover rate since the defense effort has been intensified again. This is true of almost every employer in the state, however. In comparison with other employers, our turnover has probably not been excessive and in no way approaches the 100 per cent figure quoted by Mrs. Byrne.

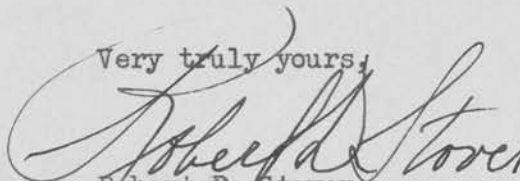
Mrs. Byrne seems to feel, and this opinion is shared by some others with whom I have talked, that doctors should be in the unclassified service so that they might receive more pay. There is no particular reason to believe that the mere placing of physician positions in the unclassified service would result in more pay for these positions. At the present time the positions of our hospital superintendents, who must be qualified psychiatrists, are in the unclassified service and yet this has not resulted in their salaries being placed far above those in the classified service. In fact, although the professional men working under the superintendents are not paid more, there are psychiatrists on the staff of the Mental Health Commissioner who come under the classified service whose salaries could exceed that paid the superintendents.

The placing of these positions in the unclassified service might have an unsatisfactory effect on recruiting for these jobs in that no job security or protection from dismissal could be held out as an inducement to the applicants for these jobs. I understand this has been a detriment in the efforts to secure a new Mental Health Commissioner, and the persons on the Governor's Advisory Committee on Mental Health feel that some changes should be made to provide protection and tenure in this position.

I think the League is well acquainted with the problems we face on veterans' preference and also our feeling in regard to the problem of the "open" and "closed back door." For your information, however, we are enclosing a copy of the report we sent to the Efficiency in Government Commission (Little Hoover Commission) which covers these two points in considerable detail.

We hope that at any time the League has any questions as to our functions and procedures or any suggestions as to our operations, that it will feel free to call upon us.

Very truly yours,


Robert D. Stover
Director

Enclosures

NARRATIVE STATEMENT

A

GENERAL

The charts, graphs and written material included in this report cover pretty much in detail the activities of the Department in the past five years. It has occurred to us, however, that the Commission might be interested in some general statements on areas of state personnel administration requiring additional attention and development.

The Civil Service Act was passed in the 1939 session of the Legislature. It was sponsored and supported by the administration, the Civil Service Council, and other civic groups. The Council is made up of ten state-wide organizations including the Minnesota League of Women Voters, the Minnesota Association of Professional Engineers, the Minnesota Farm Bureau, the American Federation of Labor, the Federation of Women's Clubs, the Parent-Teachers Association, the Business and Professional Women, the Minnesota Conference of Social Work, the Minnesota Educational Association, and the Junior Chamber of Commerce. The Council was not only active in its initial support, but has also been militant in fighting off attacks which have been made from time to time by those who do not favor the merit principle in government employment.

The Law itself represents modern thinking in the field of public personnel administration and follows very closely the "Model Civil Service Law" prepared by the National Civil Service League and the National Municipal League. Most students of public administration advocate the placing of

administrative and executive responsibility in the hands of a single administrator rather than dividing such responsibility among the members of a commission or board. The older civil service systems quite commonly placed administrative, as well as quasi-judicial and quasi-legislative responsibilities in the civil service commission or board. The "Model Law" and the newer civil service laws establish both a commission and an executive director and differentiate clearly between the policy-making, quasi-judicial and quasi-legislative responsibilities of the commission and the administrative and technical functions of the director. The Minnesota Law follows this modern concept.

Although the basic Civil Service Act is sound and is recognized as such by experts in the public personnel field throughout the country, revisions of some specific provisions might be desirable. For example, the sections regarding provisional appointments (those appointments made when no list of eligibles is available) are somewhat in conflict and cause confusion. There are two sections, Section 11 and 20, which have to do with this kind of appointment. Although these have been interpreted together by the Attorney General, there is still room for further clarification. At the present time we have no definite plans for recommending changes to the next session of the legislature in regard to these provisions. However, the matter has been discussed with the Attorney General and it is possible that before the next session it may be found advisable to suggest certain amendments. Up to this time we have felt that the Department has not had sufficient experience under normal conditions to be able to suggest what should be done in the way of definite time limitations on provisional appointments. Because of the importance of this factor to good merit

system administration, we have hesitated to make any recommendations until we can be sure that the recommendations will be sound.

Another area in which the Efficiency in Government Commission may be interested is that having to do with dismissals from the classified service of the state. This has been a controversial issue for years in the civil service field and in Minnesota for the past several years. One school of thought holds that dismissals from the public service should be made easy which is usually referred to as the "open back door" policy. The other school has held that dismissals should be subject to very definite controls which is referred to as the "closed back door" policy. At the present time Minnesota has a definite "closed back door" on dismissals. In the last three sessions of the legislature there have been bills introduced which would relax these provisions and would follow the provisions of the model civil service act referred to above. The law revised in this manner would provide that when an employee is dismissed by his department head, he would have a right to an open hearing before the Civil Service Board. The Board could not reinstate him directly to the position from which he had been dismissed unless it was proved that the action was taken for political, racial, or religious reasons. In all other cases the Board would give its recommendations and findings to the department head on which he would make his final decision. Under present law, the employee has the right of appeal in the case of a dismissal or demotion but the burden of proof rests with the department head. The Board has only two choices of action: either to support the action of the department head or reinstate the employee directly to the position from which he was dismissed. In the

1945 session, the bill providing for an "open back door" passed the Senate but did not get out of committee in the House. In the 1947 session the bill passed the Senate as introduced, was recommended out of committee in the House, but was finally amended on the House floor to provide even a more tightly closed back door than had been in the law prior to that time. It finally passed both houses in this amended form. In the 1949 session, an "open back door" bill was introduced in the Senate but did not get out of committee. These bills have been opposed vehemently by state employees and their organizations at each session when they have been introduced. This opposition was undoubtedly responsible for failure of the bills to pass.

Even though there is a special interim commission appointed to study the important subject of veterans' preference, the Efficiency in Government Commission may be interested in the veterans' preference provisions of the Civil Service Act because of their importance to the general efficiency of the state service. The preference granted by the state law is one of the strongest in the country. Non-disabled veterans and their widows are given an additional five points on their examination scores. Disabled veterans (those rated 0% or more disabled by Veterans Administration) and their widows, or their wives if the disabled veterans themselves are not able to qualify because of their disabilities, are given an extra credit of ten points. If this additional credit results in a passing score of 70% or better, the disabled veteran is moved automatically to the top of the list. These provisions apply not only to entrance examinations, but to promotional examinations as well. The Department has appeared on several different occasions

before the Interim Committee on Veterans' Preference and has submitted statistical data and comparisons with other veterans' preference laws. If the Efficiency in Government Commission is interested in copies of this material, we shall be glad to supply them. Valuable information on this subject may also be obtained from the report of the Legislative Research Committee published in February, 1948.

During the period covered by this report, the Department has been faced with some rather serious public and employee relations problems. Probably the most serious of these is the situation created by the "suspension period" during which permanent appointments to the public service in Minnesota could not be made. This period was established by the 1945 session of the Legislature and carried through until May 1, 1947. The purpose of the Legislature in establishing this suspension period was to insure to the men still in the armed services a chance to compete for state jobs upon their return from military service.

At the end of the suspension period, May 1, 1947, there were some thirty-two hundred state employees who had no civil service status. There were 1,200 others who had status in a lower position but had been promoted temporarily to higher jobs. The only way by which these people could obtain permanent civil service status was by competitive examination. It was obvious to anyone acquainted with the situation that many of those employed on a temporary basis, some of whom had two, three, and four years experience with the state, would fall by the wayside in the examination process. It was also obvious that those of the 1200 who had to be demoted to their old jobs would constitute an even more critical problem from the standpoint of employee relations. Not only would the strong veterans' preference provisions of the state law contribute to this turnover but also the fact that the calibre of people recruited during the war years,

when the bottom of the manpower barrel was being scraped for employees, was much lower than that available in 1947. What was anticipated at that time in the way of employee turnover has been realized in the period since May of 1947. Although the purpose of the legislature has been achieved, its achievement has been marked by the elimination of temporary employees and the demotion of some of those temporarily promoted. It has been very difficult to explain to these employees and interested citizens and in many instances to employee organizations why this elimination has been necessary and that it is due to a situation over which the Civil Service Department has no control.

Another factor which has created somewhat of an employee-relations problem has been the many requests received by the Department for job reclassifications. In the majority of instances, the requests have been based on a desire to raise the salary of a particular job rather than on any change in the responsibilities of the job. In order to maintain a sound classification and compensation plan, such requests of course had to be denied. These denials have not contributed to the popularity of the Department with the employees who have made the requests. It is probable that the economic conditions, with the high cost of living and increases in salaries in private industries, have been primarily responsible for the number of these requests. If it had been at a time of normal economic conditions, the number undoubtedly would have been reduced materially.

In summary, it can be said that the Minnesota civil service system, although it is new, has been recognized and pointed to in various parts of the country as a model set-up. Because it is new, it has not been subjected to the precedents and traditions that have been serious handicaps to merit systems in many of the jurisdictions that were established years ago.

Persons have been referred to this Department for advice by the Civil Service Assembly of the United States and Canada, Public Administration Service, and the Civil Service League. As a result, we have had visitors not only from other states and cities in the United States but have had technicians and administrators from such places as Puerto Rico, Hawaii, Canada, and Germany. Members of the staff of this Department have been called upon to write articles for the Public Personnel Review describing some of the new developments in Minnesota and have also been elected to important offices in the Civil Service Assembly of the United States and Canada.

B

FUNCTIONS OF THE DIVISIONS OF THE DEPARTMENT

The functions of each Division are described separately in order to clarify the Department's operations. Close cooperation is maintained, however, among all the Divisions and their work is integrated by the Assistant Director and the Director so that maximum effectiveness can be attained.

Recruiting and Examining Division

The Recruiting and Examining Division has been delegated the responsibility for the recruitment and selection of the best qualified personnel available for the state service. Although this is only one of the Civil Service Department's functions, its proper performance is fundamental to the merit system.

In order to accomplish its work the Division is composed of two units, a technical staff and a clerical staff. The technical staff plans the examination schedule, provides publicity for forthcoming examinations so that qualified persons can be informed of them, determines the types of examination to be used, constructs the tests, and prepares procedures and forms for the administration and scoring processes. The clerical staff maintains eligible lists, certifies names from appropriate lists and assists in the administration of examination, such as reviewing applications and notifying candidates, preparing test materials for mailing and administration, scoring short answer sheets, service ratings, interview ratings, etc., and setting up eligible lists.

One of the significant departures the Minnesota Department of Civil Service has made from traditional examination processes is the abolition of minimum qualifications as to the number of years of experience or training required for entrance to an examination. Under this policy, persons who have gained their knowledge and abilities through experience and are without formalized higher education are not prevented from competing for jobs in the state service but are given an opportunity to demonstrate in the examination process whether they possess the necessary skills to perform the work.

Examinations are given not only for original entrance into the state service but also for determining eligibility for promotion within the service. They are constructed for individual classes of positions and are designed to measure the actual skills, knowledges and abilities required for successful performance of the work of these positions.

The methods used are those which have been found to be the most accurate and the best suited to measuring the requirements of the positions. In promotional examinations candidates are given credit for the quality and length of their service while in the state employ.

Preliminary work on all examinations is done in consultation with members of the classification staff and the final drafts are checked for accuracy and for pertinence to the positions subject to examination, by persons who are recognized authorities in the fields concerned. Every effort is made to discover and use tested techniques which permit careful selection and ease of administration and, at the same time, can be quickly scored. Eligible lists are maintained and certifications made from the appropriate lists when personnel requisitions are received.

Classification and Compensation Division

The Classification and Compensation Division administers the classification and compensation plans originally adopted by the Board, together with subsequent amendments and revisions. The classification plan is a schematic arrangement of all of the positions in the classified service wherein they are grouped on the basis of their duties and responsibilities. Each group of positions sufficiently similar in duties and responsibilities to be treated alike in personnel and fiscal matters is designated as a class and is described and defined by class specifications. Where positions exist embodying the same kind of work but having different degrees of responsibility, a series of classes is established.

All of the positions in the classified service have been allocated to their appropriate classes after review and analysis of their duties by

members of the classification staff. Because the work of the state changes as new situations arise calling for governmental activity along new lines, work methods improve, or additional legislation is passed, the duties of positions are subject to revision and reassignment. This necessitates frequent re-analysis of positions to determine their proper classification. In addition, new positions are established which must be reviewed to determine whether they can be allocated to existing classes or whether new classes must be established to encompass their duties. Classification surveys of some state departments have been made recently. These surveys present a broad and clear picture of administrative relationships throughout the department studied. The information gathered in these surveys can be used to supplement the duties descriptions on personnel requisitions so that the important function of initial allocations of positions may be quickly and correctly performed. The further check of allocations provided by the procedure which requires a probationary employee to fill out a classification questionnaire before the expiration of his probationary period will in turn supply the classification division with current information which will lengthen the usefulness of the classification surveys.

The classification plan establishes uniform occupational terminology and generally tends to systematize and facilitate the formulation and execution of many kinds of personnel policies and procedures. It serves as the basis for the establishment of a consistent pay plan whereby employees doing work of similar kind and responsibility can be equitably compensated and makes easier the preparation and administration of budgets for personal services. It is the foundation for the recruiting,

examining, and placement of new employees and for an orderly system of promotion and transfer of employees. It aids in developing service rating and in-service training programs and in planning, clarifying, and improving organization of work. Because it provides a foundation for uniformity and equity of action in these phases of personnel administration, it aids in developing good employee-management relations.

Transactions and Office Management Division

The Transactions and Office Management Division is responsible for maintaining records on any transactions in the state service involving the appointment or re-employment of personnel, internal personnel adjustments such as salary increases or decreases, transfers, promotions or demotions and separations from the state service by resignation, dismissal, leave of absence, etc.

Payroll abstracts for all state departments are checked in this Division to determine that payments for personal services are consistent with the Civil Service Act and Rules. A roster containing the names of all state employees is maintained.

Office services maintained by this Division include the typing and stenographic pool, central files and mailing, duplicating and stores, and accounting and fiscal records.

THE WORK UNIT REPORT OF THE RECRUITING AND EXAMINING DIVISION

JULY 1, 1944 TO JULY 1, 1949 AND FROM

JULY 1, 1949 TO JANUARY 1, 1950

	7-1-44 to 6-30-45	*7-1-45 to 6-30-46	*7-1-46 to 6-30-47	7-1-47 to 6-30-48	7-1-48 to 6-30-49	7-1-49 to 1-1-50 (6 mos. only)	Total (5½ years)
Number of examinations given.	350	141	159	397	372	221	1,640
Number of applications received.	17,871	12,525	4,359	24,439	23,181	13,953	96,328
Number of individuals who took examinations.	15,311	11,329	4,058	21,127	20,320	12,277	94,422
Number of names placed on eligible lists.	10,958	7,057	2,562	9,447	13,145	6,847	50,043
Number of appointments made from eligible lists.	1,623	1,456	1,006	3,220	2,894	2,482	12,681
Number of different classes for which examinations were given.	252	56	21	208	201	108	1,640

*Suspension period - temporary appointments only (Laws 1945, Chapter 585)

February, 1950

Table Showing Progress of Minnesota State Salary Rates
for Random Classes from July 1, 1941 through July 1, 1952

	<u>Salary Rates</u> <u>July 1, 1941</u>	<u>Salary Rates</u> <u>July 1, 1952</u>	<u>% Increase</u> <u>in Minimum</u> <u>Salaries</u> <u>from</u> <u>1941-1952</u>
Accountant I	\$150-200	\$292-332	94.7
Accountant V	350-425	566-636	61.7
Psychiatric Aide I*	65- 90	195-225	200.
Psychiatric Aide IV*	120-150	302-342	151.7
Civil Engineer I	170-215	340-390	100.
Civil Engineer VII	450-525	799-879	77.6
Clerk I	80-100	170-195	112.5
Clerk III	130-160	262-302	101.5
Farmer I	70- 95	195-225	178.6
Forest Guard	90-115	195-225	116.7
Forester IV**	200-250	478-538	139.
Graduate Nurse I	85-110	252-292	196.5
Graduate Nurse V	150-200	433-493	188.7
Physician I	150-200	493-533	228.7
Psychiatrist III	325-375	799-879	145.8
Steam Electric Operating Engineer	170-195	282-322	65.9

* Formerly titled Attendant I and Attendant IV, respectively.

** Formerly titled Forester

SPEED-O-LIPSE CO. INC. (ellipse machines)
Plymouth Building, Minneapolis 3, Minn.
BETTY C. BYRNE, President and Gen'l Mgr.

May 16, 1952

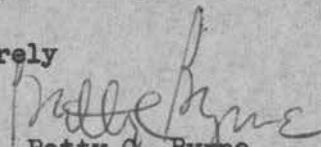
Mrs. Louella Newscomb
Minneapolis League of Women Voters
84 So. 10th St.
Essex Building
Minneapolis, Minnesota

Dear Mrs. Newscomb:

This is a letter which augments the information contained in a report I made to the League on February 28, 1952 urging a study of the Mental Health Program with emphasis on civil service. With your permission, I would like to add it to the first section already on file.

Since it contains new information, I am continuing to get it into other organizations and to urge endorsement of the resolution herein contained.

Sincerely


Betty C. Byrne

BCB:
Enc.

HAMMER
BOND

SPEED-O-LIPSE CO. INC. (ellipse machines)
Plymouth Building, Minneapolis 3, Minn.
BETTY C. BYRNE, President and Gen'l Mgr.

RESOLUTION

Resolved that:

WHEREAS, The Minnesota legislature has appropriated the money for the hospitals and institutions which are benefitting from the progress of the expanded Mental Health program, and

WHEREAS, A part of this sum is accruing and will revert to the General Revenue Fund, July 1, 1952, because all of it cannot be spent for the purpose for which it was budgeted; because the Minnesota State Civil Service legislation interferes with the hiring of the necessary personnel because of its very low and disadvantageous salary schedules in most instances,

BE IT RESOLVED, That immediate attention be given to amending Minnesota State Civil Service legislation in the light of new research techniques, requiring new categories of personnel, and removing doctors and teachers and nurses from the classified section; also raising currently low and disadvantageous salary schedules to a fair and competitive basis.

BE IT FURTHER RESOLVED, That study be given to the Mental Health program itself to survey its past history, its present status, and to plan constructively for its future.


BETTY C. BYRNE

SPEED-O-LIPSE CO. INC. (ellipse machines)
Plymouth Building, Minneapolis 3, Minn.
BETTY C. BYRNE, President and Gen'l Mgr.

Dear Fellow Citizen:

This is a subject which is of concern to every thinking voter and taxpayer in the state of Minnesota for this reason:

Last year the legislature appropriated for our nineteen mental hospitals, schools for the handicapped, and penal institutions, the sum of \$22,500,000. Because the money could not be legally spent for greatly needed personnel to staff these places, a sum estimated to run as high as \$1,000,000 will revert to general revenue funds on July 1, 1952. Reappropriation can be made only by the legislature which will meet in January, 1953.

The situation will not change, however, until our currently low state civil service salaries are raised to compete on a fair and attractive basis with four other civil service systems operating within the state. The federal, county and urban civil service systems come far closer to meeting the "going" pay rates offered by open fields to service jobs and professions than does our state civil service. Consequently our institutions have suffered from understaffing, particularly in the professional fields, where salary disadvantages are the most apparent.

If you will consider this sample of comparative salary schedules carefully, you will see why the applicants to fill these vacant positions in our state institutions are just not there. No blame can attach to the doctors, dentists, teachers, social workers, aides, etc. who leave or reject state employment. It is not within the realm of human nature or intelligence to take less for one's labors when more, without so much effort and time, is so easily to be made.

The statistics upon which these comparisons are based are current and accurate. You will find an attached bibliography of source material. For the sake of brevity, I have not included intermediate steps but cite the full ranges gross without deductions or overhead. Let us first compare two hospitals -- the Veterans' and Fergus Falls -- but remember that only in our state hospitals are physicians subject to the salary limitations of civil service. At the Veterans' hospital they are grouped with nurses under the federal department of Medicine and Surgery, administered by the Veterans' Bureau. In private practice, the only ceiling on their earning capacity is established by personal ability, endurance and ambition.

(1) At a representative private hospital in the Twin City area:

A staff of 25 or more doctors to care for a patient population of 138

(2) Veterans Hospital -- also in Twin City area:

A staff of 100 resident doctors and a full time staff of 25-30 for 1000 patient population

- (3) Fergus Falls (200 miles up north and undesirable for attracting personnel at any time because of distance involved):

A staff of 8 doctors -- including 2 psychiatrists -- for a patient population of 2000

Salary Comparisons			
Physicians:		Start at	Ceiling
Fergus Falls	Physicians 1-2	\$5,772	\$ 8,184
Veterans Hospital	" "	5,940	10,800
Allow for increase of 25% of base pay for every American Board examination passed			
Private practice (by conservative estimate)		12,000	15,000 or more
Psychiatrists:			
Fergus Falls	Psychiatrists 1-2	8,184	9,156
Veterans Hospital	Psychiatrists	8,840	10,600
Private practice		15,000	20,000 or more
Superintendents:			
Fergus Falls	Administrative experience, specialized as psychiatrist superintendent..... \$ 10,000. (subject to discretion of legislature, and \$57.00 less annually than maximum allowed assistant superintendent)		
Veterans' Hospital	Chief of Staff.....	\$ 11,800.	
	and allowance for increase		

It is no wonder that our mental hospitals such as Fergus Falls, located 200 miles north of the favored Twin Cities area cannot fill its civil service quota of eight doctors for a patient population of 2000. With no more subsidized housing available there now, with such a large salary disadvantage and ceiling, and with a natural dislike for leaving the convenience of the "Twin Cities, Veterans Hospital, Rochester" research and medical center area, three out of four applicants reject the positions now open at a start of \$5,772.

Of course if he does not choose to undertake the responsibilities of the high overhead of private practice or at the Veterans' hospital, the doctor in question can always throw away his degrees and apply for a job where degrees don't count. Let him apply for a job in the federal civil service system under the "Crafts, Protective and Custodial Schedule." Amendment issued November 1, 1951 as follows:

	base	annual permanent increase	maximum
"CPC -8 -(Janitor, messenger, unskilled labor)	\$3,740	\$125.	\$ 4,490
CPC -9 -(Janitor, messenger, unskilled labor)	4,150	125.	4,900
CPC-10 -(Janitor, messenger, unskilled labor)	4,565	125.	5,315

"* Provision is made for additional increases beyond the maximum basic salary rate shown for long years of service, in all grades up through G.S.10 (Chief doctor at \$11,800) to CPC -10 (Janitor, messenger, unskilled labor) at \$5,315."

Having completed an education consisting of eight years in grade school, four years in high school, seven years at the University, or its equivalent, three years of internship after graduation for specialization, for a total of twenty-two years of expensive and grueling study, the doctor's arithmetic will add up the above score very quickly.

The lowest salaried category in our hospitals is our psychiatric aides I with a salary range to start from \$189. - \$219. Since there are no male nurses available, these men constitute the backbone of our hospital personnel and their calibre and efficiency determine whether the patient recovers or fails. They receive no money, (except for a one hundred dollars bonus payment for in-training) or recognition for the one hundred hours they spend in training. Their work is both hard and unpleasant but so vitally necessary. Most of them are married men with families to support. Because of dissatisfaction with salaries and conditions the turnover is high. And why not?

In Ramsey County Civil Service a bus boy without experience makes \$198.50 to \$228.50

- (2) A truck owner driver makes \$251.50 - \$283.00
- (3) An unskilled laborer makes \$211.00 - \$241.00
- (4) A window washer makes \$223.00 - \$253.00

Who can afford to be a psychiatric aide at \$189.00 - \$219.00?

Let us take the case of teachers briefly stated:

(1) There are approximately 140,000 children in elementary grades in Minnesota and about 5000 teachers available.

(2) The shortage is currently alarming and, by reliable estimate from the Bureau of Recommendations at the University, it will worsen for the next five years. Our birth rate instead of dropping is doubling.

(3) Our graduating classes from all twenty accredited teachers' training schools will be 25% less than last year's. This decrease will continue. About one-third of our graduating seniors leave without even going into education although those who remain can expect to get \$3,000.00 for nine months.

(4) There are nine times more calls for teachers than there are candidates. Two thousand plus calls for elementary alone -- 305 registered candidates for positions there.

In the field of special education we are even worse hit:

(1) There are 50,000 to 60,000 handicapped children who need special education. Only 10% of this need is now being met. A minimum estimate of teacher lack here is over 1800. Only two teacher candidates are on file for placement from the University for classes for the mentally retarded. Only 75 have ever taken courses there to teach in this field.

Teachers median salaries are -

Elementary	\$ 2,575
Secondary	3,598
Administrative supervisor or principal	5,051

In the field of special education, public school teachers with long experience and special training do not make more than the general medians indicate, although the counties offer special inducements with selected provisions, bonuses, allowances for married men, etc. in all fields.

(2) In our institutions, teachers under civil service are classified as institutional employees with the following salary schedules:

Elementary	\$3,528 - \$4,008)	
Secondary	3,528 - 4,008)	Faribault School & Colony
Principal	4,440 - 5,040)	Cambridge School & Colony

For some unfounded reason: Braille and school for the deaf teachers and principals are scheduled at slightly higher but correspondingly unfair salaries. To teach the mentally retarded is deserving of just as much. But who wants to quibble over whether teachers with a median salary of \$3,323 are fairly paid or not. If they hadn't taken all that training, gathered all those degrees, had all those years of experience in their fields, weren't married with families to support, they might have the good fortune to qualify for this opening in the United States Civil Service Commission, November 1, 1951:

"Part time charwomen and part time head charwomen are paid at the rate of \$2,700 (formerly \$2,400) per annum and \$2,840 (formerly \$2,540 per annum respectively."

With no high standards of dress, living, or profession to maintain and provision made for additional increase beyond the maximum, a teacher ought to really make money here!

(3) In Hennepin County Civil Service -

Married social workers in administrative and supervisory capacities with four years of college training and three years in-training at the Vince Day Center can make at top rates of their classification only \$400. per month or \$4800. per annum. To support their families, they take on extra jobs for two-three nights a week.

But if you have the good fortune to be a high school graduate without experience you can expect to get a job as Clerk-Typist I and start at \$255-\$273 per month until you are increased automatically without any effort on your part to a possible \$368. per month or \$4,416 per annum - which is only an intermediate position to be filled by "a high school graduate with all of six months to a year's experience."

(4) Altho a few top department heads such as Commissioner of Highways, education, etc. make about \$11,000 per year, most of our state supervisors who have full responsibility for every detail of administration, financial and personnel supervision, advance planning, etc. make \$481. per month or \$5,772 per annum. Most of them have served for ten to fifteen years and run the state's business as carefully as if it were their own. It must be a real boost to their morale to know that Guard - Officer III makes exactly the same money.

Who wants to be a superintendent of schools at \$5,207 per year when he can just as easily supervise garbage collections in the City of Minneapolis for \$5,880 by city ordinance, Group F? Nobody wants to get into a rut and they say a change is good for every man!

Even though median salaries for teachers, for instance, have been increased by an average of 7.6% over last year, the Bureau of Labor Statistics Consumers' Price Index has increased by 9.6% during the contract year from April 1950 to 1951. Even though salaries have been raised, the high cost of living has acted to effect a reduction.

Dear Fellow Citizen

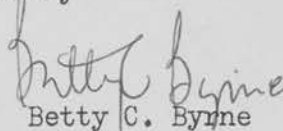
page 5

Again may I call to your attention that one million dollars will revert to general funds in July 1952 because our state civil service salary schedules are "frozen" on obsolete depression rate pay scales. The Civil Service Commission cannot pay more even though it recognizes the need and injustices of salary inequities existing between unskilled classified services and our experienced professional capacities.

Because my father is a patient of St. Peter and our son has been in Faribault for ten years, I write with both knowledge and sympathy for the relatives and the 17,445 patients in our hospitals - and the people who give them such constant and unfailing care, the employees.

May I urge your support for rectifying the inequities herein outlined. We will be failing in our duty to our own state of Minnesota if we neglect this prime responsibility for a legislative act which the League of Women Voters originally sponsored and with which has maintained close contact in line with its policy of continued responsibility.

Sincerely


Betty C. Byrne

BCB:
Enc. Bibliography

Bibliography

Bibliography for statistical salary quotations, including my thanks for their cooperation.

Current releases - Research Service
Circular #7
Circular #10

Minnesota Education Association

Statistical studies - Nov. 1951 - Aug. 1951

State of Minnesota, Dept of
Education

Graduate study on status and opportunities
for teachers of special education

Samuel Yagu, Psychological-
Education, University
(Graduate study)

Budget and classes for handicapped
children

Dept. of Special Education,
State of Minnesota

Office of County Supt. of Schools
Building needs for mental hospitals
and others

Legislative releases, Research
Committee

Minnesota Wage Survey for University
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Chicago

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Dept. of Institutions

Public Administration Service

Dept. of Administration

Proposed Budget for biennium 1951-53

Session Laws 1950

Amended civil service pay schedules

(1) Hennepin and (2) Ramsey
County Civil Service
(3) St. Paul and (4) Minneapolis
Civil Service Ordinance
(5) University of Minnesota
Civil Service
(6) County Merit System
(7) Minnesota State Civil
Service Commission
(8) Federal Government Civil
Service
(9) Veterans Bureau Personnel
Administration

Minneapolis, Minn
Sept. 29, 1952

League of Women Voters of Minnesota
4176 1st Bldg., Mpls., Minn.

Dear Ladies:

Since May, 1949 a vacancy has existed in the Mpls department, State Grain Weighing. This vacancy is Grain Weigher III. This vacancy occurred thru the death of Frank Monahan.

A promotional examination was held by the State Civil Service for this position and an eligible roster established Oct. 26, 1949. Almost three years have elapsed and no effort has been made to fill this vacancy. In stead Mr David Lundeen has refused to have this position filled. Even tho the salary for this position was included in the budget sent to and approved by the State Legislature.

Mr Lundeen states that he wishes to have created a position, Assistant Weighmaster. He admits having no power to do so. He has also stated, in writing, that he wishes to appoint one W.K. Jennings to this position. This despite the fact that W.K. Jennings failed to pass the qualifying examination of either Grain Weigher II or III. And that he has an exceedingly low record of accuracy in a department where accuracy is the first requirement. The people on the eligible roster have proven their qualification and also have high records for accuracy.

This matter has been taken up by Local 603, State Grain Weighers Union and so far this is the result. The Rail Road and Warehouse Commissioners approve the filling of this position. Mr C.W. Shelley, appointing authority, has requested the position filled and asked for three names from Civil Service. Mr Berg, Civil Administrator, refuses to approve the filling of this position.

and further states he will leave at noon Sept 30
to go duck hunting. Something stinks in Minnesota.

There for I, Lawrence D. Fleming, as one of the
persons who is on the eligible roster, and also
as a Veteran of World War II who Claimed Veterans
preference, do hereby declare that I have been
discriminated against and am being discriminated
against by Mr David Lundeen and Mr Berg.

This charge is not forwarded solely for a selfish
reason. I am not among the top three names
to be submitted to the appointing authority. But as
one of the people on the eligible roster I feel I have as
much right as the first three to complain.

There our Union we have gone as far as we can.
There for I am asking the League of Women Voters
to consider this matter and to please give what
aid you can to see that fair play and justice
prevail. Thank you.

Very truly yours

Lawrence D Fleming

8925 Tyler St. N.E.

Mpls, 21, Minn.

P.S. The eligible roster expires Oct 26, 1952.

L.D.F.

League of Women Voters of Minnesota
64 South Tenth Street, Room 406
Minneapolis 2, Minnesota

October 9, 1952

Mr. Robert D. Stover, Director
State Civil Service
State Office Building
St. Paul, Minnesota

Dear Mr. Stover:

As you know the League of Women Voters believes that a well working merit system is necessary to efficient and honest government. It is because of this that we enclose a copy of a letter which we received concerning a state civil service position.

We are anxious to hear from you in regard to this matter and the action that will be taken upon it.

Sincerely,

Mrs. K. K. McMillan
President

cc: Mr. George F. Ziesmer
Mrs. Harington Beard
Mr. Francis W. Russell
Mr. Lawrence D. Fleming

Down

October 10, 1952

C
Hon. E. W. Lund, Chairman
Railroad and Warehouse Commission
State Office Building

Dear Sir:

O
We have received from your office an Administration Form # 31 requesting the release of funds for a Grain Weigher III position. Before any action can be taken, we must have further information regarding this matter as our records indicate this position has been vacant for some years.

P
Enclosed is a copy of a letter written by the State Weighmaster indicating that the Weigher III position be eliminated. In addition, he indicates he does need an Assistant Weighmaster.

Y
This is confusing as the specifications for a Weigher III would indicate that the term Assistant Weighmaster would be synonymous with a Weigher III.

The statute indicates that if there is need, funds shall be released for that purpose.

In view of the attached letter and from general discussions held relating to this position, we do not feel that we have adequate information to definitely determine need. A letter from the Railroad and Warehouse Commission indicating that after again reviewing the situation, or better yet, an indication from the Weighmaster, who would be the immediate supervisor of the proposed position, or the weighmaster's supervisor, that there is need for this position, is required; or, if that cannot be obtained, the Commission should indicate their reasons why the position should be filled.

Upon receipt of this information, it will be given immediate consideration.

Very truly yours,

Earl L. Berg
Commissioner of Administration

ELB:1
Encs.
cc-Civil Service ✓

C
O
P
Y

MINNESOTA
RAILROAD AND WAREHOUSE COMMISSION

July 9, 1951.

Mr. Walter Bratager, Administrative Assistant
Railroad and Warehouse Commission
401 State Office Building
St. Paul, Minnesota

Dear Mr. Bratager:

In compliance with your request of July 6 I am writing you direct, regarding the contemplated position of Assistant Weighmaster.

On November 18, 1948, I made a recommendation to Mr. C. W. Shelley that an Assistant Weighmaster be appointed, which recommendation I repeated in a letter, dated November 16, 1949, with a request that a hearing on the matter be requested to the Commission. I have heard nothing more about the matter until recently.

My recommendation was based on my belief that we have never had adequate supervision of the weighers and the fact that on December 1, 1948 I took over the Weighing Department of the former St. Paul Department and the country stations, thereby increasing the number of weighing stations, the weighing personnel under my jurisdiction and as a result increasing my duties and responsibilities.

My recommendation provided that Weigher III be eliminated in the Minneapolis Department and that instead of one Weigher III and two Weighers II we have three Weighers II, with an Assistant Weighmaster, who would be in direct charge, under the State Weighmaster, of the Weighers II and their work, and he would personally supervise the outside stations, such as Hastings, Red Wing, New Ulm, Lakeville and Thief River Falls and any others that might come into existence. The Assistant Weighmaster could, in the absence of the State Weighmaster, due to illness, annual leave or absence from the city on departmental business, supervise the department until the Weighmaster returns.

The Chicago Board of Trade Weighing Department has used this system for over fifty years and found it highly satisfactory. It is also in effect in other departments. The Minneapolis Weighing Department, being by far the largest in the country from the standpoint of weighing stations, number of weighers and grain handled, -being from the standpoint of stations and personnel approximately as large as the next two largest weighing departments in the country. I believe that such a position should be created as a forward step in the more efficient operation of the department.

Mr. Walter Bratager - #2

In both of the letters, which I referred to above, written in 1948 and 1949, I recommended Mr. W. K. Jennings as, in my opinion, the logical man for the position and the best choice. This position should be held by a man who has had long experience in the department and who understands the work and the problems involved. I am of the opinion still that Mr. Jennings is the best man in the department to fill such a position, if and when it is created.

Very truly yours,

Signed David Lundeen
DAVID LUNDEEN
State Weighmaster

State of Minnesota
Civil Service Department
St. Paul 1

October 15, 1952

CIVIL SERVICE BOARD
MRS. HARRINGTON BEARD
F. W. RUSSELL
GEORGE F. ZIESMER

ROBERT D. STOVER
DIRECTOR

Mrs. K. K. McMillan, President
League of Women Voters of Minnesota
84 South Tenth Street, Room 406
Minneapolis 3, Minnesota

Dear Mrs. McMillan:

I have your recent letter inquiring about the present status of a personnel requisition asking for certification of names from the eligible list for Grain Weigher III. I have also read with considerable interest the copy of a letter to the League of Women Voters from Mr. Lawrence D. Fleming. I believe that an explanation of the facts in this case will clarify the matter.

The Civil Service Department has no legal authority to determine the need for a particular position. Such authority under the law rests with the Commissioner of Administration, Mr. Earl L. Berg. At the time this position was abolished some three years ago, the Railroad and Warehouse Commission did so on the basis that the position was unnecessary to the proper functioning of the Grain Inspection Division.

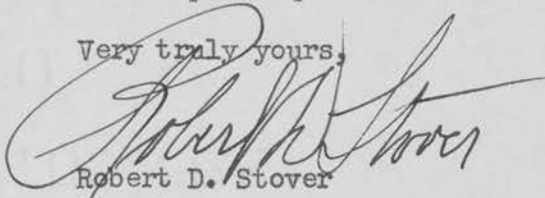
In view of the fact that the position remained unfilled for a period of three years, Commissioner Berg evidently felt that it was advisable to make a thorough investigation before releasing funds for the refilling of the position. I am sure that the League of Women Voters would concur in the belief that under the circumstances he should make such an investigation.

In the event that the requisition is released by Mr. Berg this department will submit to the Railroad and Warehouse Commission the names of the three men standing highest on the eligible list.

To give you further information about this matter, we are enclosing a copy of a letter sent by Mr. Berg to the Railroad and Warehouse Commission. He has not as yet received a reply.

I hope that this information will be helpful to you, but if you wish any further information I shall be glad to furnish it upon request.

Very truly yours,


Robert D. Stover
Director

Enclosure

Box 511
Anoka, Minnesota
November 1, 1952

Mrs. Kenneth McMillan, President
League of Women Voters of Minnesota
Austin, Minnesota

Dear Mrs. McMillan:

You will be interested to know, before the Board meeting on Thursday, that an appointment has been made to the Grain Weigher III position in the Minneapolis Weighing Division of the Grain Inspection Division. I can give you the history of the filling of this vacancy at the Board meeting. For the moment, here is the chronology of the present appointment:

Sept. 9	Requisition received by the C. S. Dept.
Sept. 10	Position allocated to Grain Weigher III
Sept. 11	Letter sent to the RR & Whse Comm. that funds had not been allocated for this position

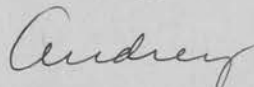
(Period between 9-11 and 10-10, the RR & Whse Comm. sent Administration Form 31, requesting certification of additional funds, to the Dept. of Administration.)

Oct. 10	Letter sent by Dept. of Admin. to RR & Whse Comm. requesting information to justify re-establishing the position
Oct. 17	Letter to Dept. of Admin. from the RR & Whse Comm. with Commission's approval of re-establishing the position
Oct. 20	Budget approval given, and noted on the requisition
Oct. 21	Highest three names on the eligible list certified
Oct. 22	Appointment made

The man appointed is Welfred Boche, whose name was third on the list. It was fourth on the original list, but the man who was #1 had stated that he was no longer interested in a Grain Weigher III position.

Thank you for your letter. I hope your mother is better. See you Thursday.

Cordially,



Mrs. Arthur H. Down

CIVIL SERVICE IN MINNESOTA

INTRODUCTION

Civil Service is on the agenda again this year after a year's absence. As Mrs. McNamara said in presenting the argument for its adoption at the State Convention last May, "...everyone still regards the League as the 'mother' of our present system, and no matter how far our interests have strayed from the subject in recent years, we seem to have acquired, due to our earlier leadership, an unavoidable responsibility for taking the initiative in any re-examination of the system as it now operates, in our state." "After thirteen years of operation through an extremely difficult period," she added, "stresses and strains have developed that require the understanding and informed cooperation of citizen groups such as ours if the system is to improve and meet the changing needs of the times, as it must."

The period during which civil service has been in operation in Minnesota has been difficult for the operation of any merit system, and especially so for the installation of a new system. During the early years of the State Civil Service Department--from 1939 to 1941--when the number of job-seekers far exceeded the number of available jobs, and conditions were at their best for the selective recruiting and hiring of employees, the Department was occupied with the time-consuming tasks of setting up records, installing employees who were "blanketed-in" by the civil service law, giving qualifying examinations to those who were given this privilege, classifying all of the jobs, and establishing a salary plan. Open-competitive examinations were given, but not in sufficient numbers to cover all of the kinds of work in the state classified service.

The greatest stresses and strains to which the operation of the system have been subjected were those created by the war situation. An entirely new classification and salary study was undertaken in 1944, and resulted in the creation and adoption of a novel pay plan, automatically adjustable to increases and decreases in the cost of living as defined by the Bureau of Labor Statistics Consumers' Index. Recruiting, of course, was very difficult because of the manpower shortages. The "suspension" period, inaugurated by the 1945 Legislature because of the number of persons on military leave, lasted until 1947. During this time no appointments could be made on a permanent basis. At the cessation of this suspension period of permanent appointments, there were many employees working who then were required to take competitive examinations again in order to be appointed in the regular manner.

Also in 1947, all of the employees of the Employment Service, who had been under Federal jurisdiction during the war on temporary appointments, reverted to state jurisdiction. The mental health program, started in 1949, changed many classes of positions and added more, for which employees had to be recruited and examined.

The number of provisional employees working in the state service serves as an excellent index of the progress which has been made in the period following the end of the suspension period. A provisional employee is one who has been hired pending the establishment of an eligible list for the classification of his job. Such an employee takes the examination when it is given, on the same basis as any other applicant. He, too, must not only pass the test, but his name must be among the three highest on the eligible list to be certified. If it should not be high enough, his services must be terminated until his name is within reach of certification.

YEAR	TOTAL NO. EMPLOYEES	NO. OF PROVISIONALS	%
1947	9,391	3,181	35%
1948	9,948	2,220	22%
1949	10,523	1,576	15%
1950	11,496	651	6%
1951	11,856	573	5%
1952	12,251	191	1.6%

It has been only in the last two or three years that civil service may be considered to have been installed and in full operation in Minnesota. One function assigned to the Department, however, remains to be put into effect. That is the development and administration of a full-scale service rating system--a system for evaluating employees' efficiency. To be effective and acceptable to employees, a comprehensive system of service ratings demands first the inauguration of an educational program for supervisors in their use. The handicaps under which the Department has worked to date have precluded its undertaking this function, because of the time it would necessarily consume, the consequent addition of personnel and increase in appropriations.

One of the main sources for evaluation of any system is the reactions of the persons affected by it. Caution must be observed, however, in the value assigned to such reports. Very frequently, the complaint will dissolve itself when reviewed in the light of the rules and procedures governing the action involved.

There is one other point which should be brought out in discussing evaluation of the system. That is the difference between the present time and 1939 in the attitudes of employees - to the system and to employment in general. The supply of labor affects employees' attitudes toward their jobs. When jobs are plentiful and labor scarce, labor is much more demanding than when the reverse situation obtains. Also to be considered is the fact that the majority of state employees today have never known state employment under a spoils system. They cannot imagine, for instance, having deductions made from their pay checks for support of the political party in power, nor having election results determine whether or not they hold their jobs.

To summarize this discussion, employees and public alike could profit from a more thorough knowledge of the functions, rules and procedures of state civil service. The employees manual "Off on the Right Foot" prepared by the State Civil Service Department provides the state employees with this information. The following report is intended to serve that purpose for the League of Women Voters.

CIVIL SERVICE SYSTEMS IN MINNESOTA

There are a number of different merit systems in Minnesota. Each is a distinct unit with its own law, organizational structure and jurisdiction. Basically the principles are very much the same. They give examinations for selection of employees; some classify jobs; they provide a structure for the assignment of salaries; they allow paid vacations and sick leave; they provide a system for making promotions. But within these areas, the methods differ widely. Any individual employee case which may come up for inspection must be examined only within the framework of the particular merit system in which it falls.

The State Civil Service system, which the League was so influential in creating, is the most modern, having an administrator responsible for all of the operations of the department, with a part-time board acting in a policy-making quasi-judicial capacity, as recommended in the Model Civil Service Law prepared by the National Civil Service League. Many of the other public personnel systems in the state are administered by full-time boards or commissions with a secretary or chief examiner who is responsible to the board of commission for all administrative actions.

The jurisdictions of the various merit systems operating in Minnesota are described briefly below. To compare their organizational structures and functions is beyond the scope of this program item.

1. Federal Civil Service. This personnel system in Minnesota is administered by the United States Civil Service Commission from the regional office in St. Paul. Under Federal Civil Service are offices such as the U. S. Post Office, the U. S. Forest Service, Customs, Veterans Administration, Social Security and Internal Revenue. These departments have offices scattered throughout the state, in addition to larger district or regional offices located in the Twin Cities.

2. County Welfare Merit System. This is a subdivision of the State Division of Social Welfare, established by the Federal Social Security Law to provide a merit system for county welfare employees. In Minnesota this personnel system has jurisdiction only over the employees of the County Welfare Boards. The Federal Social Security Law provides that all employees partially paid by Social Security funds shall be selected on a merit basis. All states, therefore, have a personnel system, which has jurisdiction over all health, welfare, and employment and security employees. In Minnesota the state employees in these departments enjoy the benefits of the state-wide civil service system.

3. Municipal civil service systems and City Police and Fire Civil Service Commissions. For many years Minneapolis, St. Paul and Duluth (cities of the first class) have had civil service systems for the employees of the city governments. Civil service for police and fire departments has been authorized for cities smaller than first class since 1929.

The 1951 Legislature passed an act enabling cities of the 2nd, 3rd, and 4th class, and villages or boroughs to establish civil service systems. Under this statute establishment of a local merit system is provided by an ordinance approved by a majority of the voters voting on its approval at a general or special election. In a municipality having police and fire Civil Service Commissions, any permanent employee of a police or fire department under the jurisdiction of a commission at the time of the effective date of a merit system ordinance shall automatically become a permanent employee in the classified service under the new act. (Laws 1951, Ch. 675)

4. County civil service systems. St. Louis County and Ramsey County have merit systems covering county employees. The St. Louis County Civil Service Board has jurisdiction over the St. Louis County Welfare Board employees. In Ramsey County, those employees are under the jurisdiction of the County Welfare Merit System. (See 2: above)

5. State of Minnesota Civil Service Department. This is the public personnel agency which has jurisdiction over employees working for the state government. It is the Civil Service which the League was instrumental in effecting in this state in 1939, and the one in which it is particularly interested as a result. The bulk of the remaining material is devoted to a study of the operations of this department.

The following editorial reprinted with the permission of the St. Paul Dispatch from its issue of March 16, 1951 gives some idea of the status of Minnesota's state civil service system.

CIVIL SERVICE GROWTH

In the extent of its coverage, Minnesota's state civil service system is one of the best in the country. A survey by the National Civil Service League shows Minnesota to be one of eighteen states where civil service covers all departments, and one of the top five in the percentage of individual employees protected by the law.

The League has been supporting the principle of civil service for 70 years. It has seen great progress made in the fight against the old-time spoils system of hiring and firing public employees. In 1935, the last time it made a complete national survey, the figures showed that 38 per cent of state workers were under civil service. Today 58 per cent have this protection in greater or less degree. The number of individuals under civil service fifteen years ago was 97,000. Today it is 374,000.

Minnesota has 96 per cent of its state employees, or 11,477 out of a total of 11,929, under civil service, the league reports. Alabama tops the nation in completeness of its coverage, with a record of 99 per cent of all employees. California is second with 97 per cent. Wisconsin also includes 97 per cent of its workers.

Nine states now have merit system requirements in their constitutions, making it more difficult for legislatures to turn back to the old political hiring methods. Three states, Arkansas, Louisiana, and New Mexico, abandoned civil service after once adopting it. In seventeen states only employees paid in part by federal funds are in merit systems. This is under a requirement of the federal government. There are thirteen states with broader coverage than this, but without protection in all departments.

Minnesota is fortunate in the progress it has made away from the spoils system.

RELATIONSHIP BETWEEN THE PERSONNEL AGENCY AND THE FINANCE AGENCY

Important to keep in mind when studying the functions of a personnel agency is its relationship to other agencies of the governmental unit, especially the department in control of funds. In Minnesota, for instance, the functions of the Budget Division of the Department of Administration and of the Civil Service Department are closely related and integrated, but do not overlap.

In order thoroughly to understand civil service in this state, it is necessary also to know some of the functions of the Budget Division and also of the state Legislature with respect to allocation of funds. Briefly, the Legislature appropriates the monies for the operation of each state department for each biennium. The Budget Division controls the expenditure of these monies within the amounts appropriated by the Legislature. (The Budget Division maintains a much more rigid control over the expenditures of the General Revenue Fund than over those of the dedicated funds.)

The Department of Administration, therefore, is the one which determines whether or not a new position would be necessary to the department's operations; whether or not a proposed departmental reorganization of positions would be in accordance with the principles of sound management; and whether, therefore, such a reorganization could be allowed; and whether or not funds be available for the reallocation of a position to a higher job classification. Such problems involve personnel management. Their resolution, however, falls within the scope of the central finance agency rather than that of the personnel agency.

THE MINNESOTA STATE CIVIL SERVICE DEPARTMENT

ORGANIZATION AND FUNCTIONS

The Minnesota Civil Service Department has a single administrative head, with a three-member board which acts in a policy-making and quasi-judicial capacity. This type of administrative organization is generally recognized by management experts

as being one of the most efficient organizational forms, and is incorporated into the Model Civil Service Law.

The Civil Service Board

The members of the Board are appointed by the Governor, with the consent of the Senate, for terms of six years. One member is appointed each biennium. The present members of the Civil Service Board are:

1. Mrs. Harrington Beard, Minneapolis. Former president and former Legislative Chairman of the Minneapolis League of Women Voters.
2. Mr. Francis W. Russell, Cold Spring, Attorney.
3. Mr. George Ziesmer, Mankato. Automobile dealer.

Mrs. Beard and Mr. Russell have served on the Board since its inception in 1939. Mr. Ziesmer replaced Mr. Wilbur Elston, who is now in charge of the Minneapolis State's Washington Bureau.

The principal powers and duties of the Civil Service Board are:

1. After public hearing, to approve, modify, reject, or approve as modified,
 - a. Rules and regulations prepared and recommended by the Director for carrying out the purposes of the Civil Service Act,
 - b. Plans for the classification of positions, and
 - c. Compensation schedules for positions in the state civil service.
2. To make investigations concerning the enforcement and effect of the civil service act.
3. To conduct hearings and pass upon complaints, in accordance with the provisions of the act.

The Board is also responsible for appointing the Civil Service Director. It appoints an examining committee to conduct a merit examination for the purpose of establishing a list of eligible candidates. The Board then makes an appointment from the three highest names.

The Director of Civil Service

The Director is responsible for administering the provisions of the Civil Service Act. He has a staff of some sixty persons engaged in the performance of these main functions of the department:

1. To administer the civil service law in accordance with its provisions and under the policies of the Civil Service Board;
2. To give open-competitive and promotional examinations in order to find the best qualified persons available to do state work; to test them; grade their papers, set up eligible lists; and make certain that appointments are made according to the civil service law and rules;
3. To check the pay of each state employee to be sure he is getting the right amount;
4. To determine whether proposed personnel actions are within the scope of the law and rules;
5. To maintain an official roster of state employees;
6. To make sure that all personnel transactions such as salary increases, promotions, transfers, and the like, are proper and legal;
7. To classify jobs based on their duties and responsibilities in accordance with state classification plan;

8. To re-allocate jobs when duties and responsibilities have changed enough to make it necessary;
9. To recommend to the Civil Service Board the assignment of each class of work to a specific pay range and to recommend changes in these assignments when necessary;
10. In general, to be the state's central personnel agency.

The Department is divided into three main sections to administer the functions delegated to the Director under the act. These Divisions of the Civil Service Department are:

1. The Recruiting and Examining Division. This Division recruits state employees; prepares, gives and grades examinations; and sees to it that appointments are properly made from eligible lists.
2. The Classification and Compensation Division. This Division classifies all the state jobs in accordance with the state classification plan and determines pay rates for state jobs in accordance with the state pay plan.
3. The Transactions and Office Management Division. This Division is responsible for the accuracy and legality of all personnel transactions such as salary increases, resignations, layoffs, demotions, and so on; for making sure that all state payrolls are correct; for the proper explanations of the law and rules to the operating departments; and for doing "housekeeping" work for the Civil Service Department itself, such as budgeting, purchasing, filing, duplicating and typing.

JURISDICTION OF THE STATE CIVIL SERVICE DEPARTMENT

As mentioned previously, Minnesota is in fifth place in the percentage of state employees covered by civil service out of the eighteen states in which civil service encompasses all departments. These positions which are covered by the civil service law comprise what is called the classified service.

The Civil Service Act specifically excludes some state employees from the provisions of the law. These positions are in the unclassified service. Briefly, these include: Elective officials, department heads appointed by the Governor, one private secretary to each of the elective officers, deputy registrars of motor vehicles and their seasonal help, employees in the Governor's office, employees of the Legislature, the academic staffs of the state teachers' colleges, professional staff of the Attorney General's office, court employees, patient and inmate help in state institutions, and state highway patrolmen. (State Highway Patrolmen are selected and appointed according to civil service procedures, but none of the other provisions of the civil service law affect them.)

SPECIFIC FUNCTIONS OF THE CIVIL SERVICE DEPARTMENT

EXAMINING

The primary and traditionally most important function of a merit system is to examine applicants for employment, so that the best qualified are placed in the available jobs. The law provides that the Civil Service Director prepare examinations, eligible lists, and ratings of candidates for appointment. The law further states that, insofar as practicable, vacancies shall be filled by promotion from among persons holding positions in the classified service, and subject to such exceptions as the Board may provide, from the lower class or group within the particular classification. "Promotions shall be based upon merit and fitness, to be ascertained by competitive examinations in which the employee's efficiency, character, conduct, and seniority shall all constitute a factor." In 1947, the law was amended to make it possible for a department head to promote an employee as a result of a non-competitive examination rather than a competitive one, if the higher position

requires "peculiar and exceptional qualifications of an administrative, scientific, professional or expert character."

Examination Procedure

The examination procedure starts with the announcement of the Civil Service Department that it is going to give an examination for a particular class or series of classes of positions. An example of a series of classes is Clerk I, Clerk II, Clerk III. The examination announcement states the titles of the positions for which the examinations are to be given, the duties and responsibilities of the jobs, the qualifications which are either necessary or desirable, the abilities and knowledge required, and of what the examination will consist. A test may include a written test, performance test, experience rating, personal interview, or a combination of measures for predicting job success.

The announcements of examinations are given wide distribution, so that as many persons as possible will be informed that the test is to be given. They are regularly sent to all of the post offices in the state, the County auditor's offices, the Welfare Boards, the newspapers, and to other selected recruiting sources, depending on the kind of work for which the examination is to be held.

Applications for examinations may be secured by any interested person directly from the Civil Service Department or from any of the local offices of the Minnesota State Employment Service. The applicant then fills in the application blank, has it notarized, because an oath of office is included on the form, and sends it in to the Civil Service Department. Unless the particular examination announcement calls for minimum qualifications of education and experience, the application is accepted if the person is a citizen of the United States and has been a resident of Minnesota for two years. (In some classes in which the turnover has been high, and in which it is difficult to recruit qualified applicants, the residence requirement has been waived.)

If a written test is to be given, the applications are sorted by location of residence. High school buildings and personnel in 31 cities in the state are used for state civil service examinations. All or some of the 31 places may be used for the administration of a test, depending on the number and location of the applicants. Not only distance of the applicant to an examination center is taken into account in scheduling, but also bus and train schedules, and the convenience of the highways from the applicant's home to the city in which the examination is to be held.

At the appointed time for the test to begin, the monitor passes out test booklets, identification sheets, and answer sheets to the candidates. The identification sheet has all the information needed to assemble the candidate's papers - the identification number, name, birthdate, signature. This sheet is used also to obtain the conditions under which the candidate is willing to accept a position - salary, place of employment, length of employment, etc. The answer sheet is a specially prepared sheet for use in an International Business Machine electric scoring machine. It is identified only by the candidate's identification number.

At the time of the written test, claim forms are distributed to veterans for the purpose of claiming their preference. A veteran must make claim for his preference each time he takes an examination, although he is required to submit proof of his eligibility for preference only the first time he makes his claim.

After the written test is completed, the test monitors send all of the materials back to the Civil Service Department. There the answers are scored on the electric test-scoring machine. If an evaluation of experience and education is to be a component of the examination, as it is in all examinations except for some beginning level jobs this is done from the information on the application forms. Finally, all

of the papers for each candidate are assembled. If there is to be an interview as part of the examination, the persons who have passing grades including the veterans whose preference raises their scores to passing, are scheduled for the interview. When all of the parts of the examination have been completed, the scores are all posted on a scoring sheet, and multiplied by the weights assigned to each part of the test. The total earned rating is the sum of these weighted scores, excluding veterans' preference. Veterans' preference is added afterward. An example is given below:

	WEIGHT	SCORE	WEIGHTED SCORE
Written Test	40%	75.00	30.00
Experience & Training	30%	80.00	24.00
Interview	30%	90.00	27.00
Total Earned Rating			81.00
Veterans' Preference			5.00
Final Score (which determines place on list)			86.00

Promotional examinations are conducted in the same manner as are the open-competitive examinations. There are, however, several distinct differences. In the first place, eligibility to take a promotional examination is restricted to employees who have permanent or probationary civil service status. Sometimes a promotional examination is held for just one department. In such cases, the employee, to be eligible to take the examination, must be an employee of that department. This applies particularly to positions which occur only in one department, and in which experience in that department is necessary training for a higher position.

The other differences between promotional and open-competitive examinations are prescribed by the law in the statement that promotional examinations must take into account "the employee's efficiency, character, conduct, and seniority". A rating form to measure the employee's qualifications for promotion to the specific class of position for which the examination is being given is completed by the department in which the employee works. Seniority of each candidate is also rated, so that those who have worked the longest get the highest rating, and those who have worked the shortest period of time get the lowest score. In no case can a seniority rating be lower than 70, since that is the lowest passing mark.

Eligible Lists

1. Open competitive and promotional lists. Eligible lists are established in the same manner for both open-competitive and promotional examinations. On all of the test papers of passing candidates their final scores are posted and include veterans' preference. To set up a list, therefore, the papers of all the 10-point veterans are sorted out. These are then arranged according to the magnitude of the scores, placing the highest first. Then the papers of all the remaining candidates are arranged according to score and follow those of the 10-point veterans. An eligible list, therefore, might look like this:

RANK	NAME	EARNED RATING	V.P.	FINAL RATING
1	John Doe	80.00	10	90.00
2	Joe Blow	69.00	10	79.00
3	Wm. Smith	60.05	10	70.05
4	John Jones	98.00	-	98.00
5	Mary Johnson	90.00	5	95.00
6	Ole Peterson	95.00	-	95.00

It is not uncommon for a list to have a great number of 10-point veterans at the top, so that many positions have to be filled before the name of the first non-veteran or 5-point veteran is reached. It is not uncommon either, for a list to have 10-point veterans at the top, none of whose earned ratings are as high as those of the non-veterans following them, as is shown in the sample list above.

In the 1952 Annual Report of the Civil Service Department it is reported that 59% of both non-veterans and veterans attained passing grades in examinations. Although 29% of the veterans who took examinations did not pass, even with the preference, 12% of them were able to pass by reason of their preference. As a result 71% of the total number of veterans who took examinations passed, compared with 59% of the non-veterans.

A factor which greatly increases the number of 10-point veterans is that a veteran is entitled to 10 points if he has even a 0% disability rating from the Veterans' Administration. During the first few years of the Civil Service Department's operation, a veteran was awarded 10 points preference only if he had a 10% disability rating. The Veterans' Administration itself does not consider a lower disability rating as signifying a disability. No compensation can be paid for a disability rating which is lower than 10%. The state Attorney General, however, when the question was brought before him in 1942, ruled that any veteran with 0% disability was entitled to the maximum veterans' preference in Civil Service. What this actually means is that persons who were in the armed forces, who had medical attention during their service, such as a tonsillectomy, can get the 10 points preference and have his name placed at the head of a civil service eligible list.

2. Layoff List. If there is a curtailment of funds which eliminates one or more positions, the person who has the least seniority in that classification within the department concerned will be laid off. In this case, his name is placed on the layoff list. If another layoff is necessary, the person with the next least seniority is laid off, etc. Whenever there is a vacancy in the same class in the same department, the one person on the layoff list who has the greatest seniority is certified to fill the vacancy. The department head must appoint this person, if he is available for employment.

3. Reemployment List. If an employee with civil service status resigns from the state service, he may request, within one year of his resignation, that his name be placed on the reemployment list. When the Civil Service Department receives the request, it asks the department in which the employee has worked for a rating, such as excellent, good, satisfactory, or unsatisfactory. If the rating is "unsatisfactory", the name cannot be placed on the list. Otherwise, names are placed on this reemployment list in order of the excellence of the ratings. The name of each person who is laid off is placed on the reemployment list as well as on the layoff list. This enables those persons to be considered for employment by departments other than those from which they were laid off.

CERTIFICATION FROM ELIGIBLE LISTS

Each of the various eligible lists is established for a single class of positions. For instance, there can be a layoff list, several departmental promotional lists, a statewide promotional list, an open-competitive list and a reemployment list for the class Clerk III.

When a requisition for a certification to fill a vacancy is received by the Civil Service Department, it goes through the following procedures. First, the job to be filled must be classified. Next, it has to be approved by the Budget Division of the Department of Administration to be sure that the department has sufficient funds to pay for the position. Then when these factors are determined, the Civil Service Department can certify names from an eligible list for the proper job classification.

As mentioned above, the layoff list must be considered first. If the department requesting the filling of the vacancy has no one on a layoff list, another list must be used. If there is a departmental promotional list for that department and that class, it must be used next. The department may, however, request certification from a list other than its promotional list, if it can submit evidence that to do so would be in the best interests of the state service. If there is no departmental promotional list, or if the Civil Service Department approves the use of another eligible list, three names may be certified from the statewide promotional list, or the reemployment list.

If there are names of three available eligibles on a list, the department must appoint one of the three. If one of the persons indicates that he is no longer interested, another name is sent to the department, so that the selection may be made from among three persons.

Only if there are fewer than three eligibles on a list for the position to be filled, may the department be authorized to fill the vacancy on a so-called "provisional" basis. This is the case in which a person is hired to fill a job without having first taken a Civil Service test and have had his name placed on an eligible list. Persons who are hired on this basis cannot work for more than six months in any year. Before they can be considered for regular employment, they must take the test for the class in which they are working, pass the test, and their names be among the highest three on the resulting eligible list so that their names may be certified in the regular manner, as described above.

PROBATIONARY PERIOD

The first six months of employment following appointment from an eligible list is called the "probationary period." This is really the final step in the selection and examining process. It is an on-the-job test. During the probationary period, the employee can be dismissed or demoted without the right of appeal. If the performance of the probationary employee is satisfactory, the department head notifies the civil service department in writing to that effect, and the employee attains permanent civil service status.

CONSTRUCTION OF CIVIL SERVICE EXAMINATIONS

The first step in preparing an examination is to learn the functions and duties of the position for which the test is to be given. To do this the specifications for the class are reviewed and, if necessary, additional information is obtained from interviews with employees in the job, their supervisors, and department heads. A class specification includes, as well as descriptions of the duties and responsibilities, the abilities required to perform them. (See next section on Classification.)

The next step is to decide what measures will best select persons with these abilities. Most positions require a body of knowledge in a specific subject-matter field. Some positions, however, require an aptitude for a skill rather than already-acquired knowledge, and the tests differ accordingly. These two types may be illustrated by a clerical aptitude test, for example, and a test for Statistician, which would include questions specifically to test knowledge of that subject. Paper-and-pencil tests are used extensively to measure both aptitudes and achievements.

Manual abilities, such as typing and shorthand, and other skills which are relatively easy to measure, are tested by means of "demonstration of ability" or "performance" tests. For positions in which personal appearance, manner, attitudes, and general effect of the person on other persons are important, a personal interview is usually incorporated in the examination process. Education and experience background is a factor in selection for most positions except those at the beginning levels. For this reason, an evaluation of training and experience is usually applied. It can be

seen that an examination logically may include any one or combination of these measures of predicted success.

When a written test is called for, it is prepared initially by the technicians employed by the Civil Service Department. The material for examination questions is obtained from several places. Some of these are (1) recognized experts in the particular occupational field, (2) a file of examination questions in the Civil Service Department, (3) the testing service offered by the Civil Service Assembly of the United States and Canada, (4) questions used in other civil service agencies for similar jobs. It is a policy of the Civil Service Department always to request the assistance of recognized experts, in the occupational field being tested, to review newly prepared examinations.

Written tests for promotions are very much like written tests for entrance into the state service. One chief difference between the two is that employees taking promotional examinations are expected to know something about higher level jobs and something about state governmental operations. It is generally true that written tests for promotional examinations have more questions about the work itself than appear in the entrance written examinations.

Interviews are conducted by well-qualified persons in the particular occupational field involved. Members of interviewing boards are selected because of their abilities and high standings in the particular occupation. They give their time to the state as a public service, receiving no pay. Occasionally, oral tests are given. In this case, the examiners also are experts in the occupational field involved, but ask the applicants specific questions about the occupation to determine the extent of knowledge the applicant possesses, as well as to measure the personal qualities of the applicant.

A good deal of research is done on civil service examinations. In most written tests, each item or examination question is reviewed statistically after the test to see if it discriminates between the persons who attained the highest scores on the test and those whose scores were lowest, and to measure the level of difficulty of the test item. These analyses are used in subsequent examinations when appropriate questions are being selected.

JOB CLASSIFICATION

Classification of positions is fundamental to the administration of a merit system. The principle of "equal pay for equal work" is dependent upon a method for determining the equality of jobs. A system of grouping positions which require like qualifications is of tremendous value in administering a program of examinations for the selection of job applicants. This fact has been indicated in the previous section dealing with examinations.

A portion of the Civil Service Act is quoted below to indicate the importance of a job classification plan to the operation of the merit system and the extensiveness of its use. "The director of the state civil service shall, as soon as practicable, and after consultation with appointing authorities and principal supervisory officials, classify all offices, employments, and positions held by persons who may become members of the classified service under this chapter.... Titles shall be established for each class of employment for use in examining and certifying names of persons for appointment under this chapter, and a description of the duties and responsibilities exercised by the persons appointed to each of them shall be drawn up, minimum qualifications required for satisfactory performance of the duties of each grade and class formulated, and, so far as practicable, the lines of promotion from grade to grade or class to class shall be indicated. The titles in this classification, as defined by the specifications of duties and qualifications, shall be used for (1) original appointments; (2) promotions; (3) payrolls; and (4) all other re-

cords affecting the status of personnel. The classifications, when approved by the civil service board after public hearing, shall take effect immediately, be sent to the commissioner (of Administration), and used by him in the preparation of the next following and subsequent state budgets."

The first task of the Civil Service Department was to secure, in questionnaire form, a job description from each employee. The procedure for completing a classification questionnaire is to have the employee write a detailed description of his duties, breaking them down into percentage of time spent in the performance of each. His immediate supervisor then indicates on the form the extent of his supervisory responsibilities with respect to that employee and any points of disagreement about the duties performed. Next comes a review of this information by the next higher supervisor and the department head, with their judgments as to the qualifications required for successful performance in the position. Then the completed questionnaire is returned to the Civil Service Department. During the development of the original classification plan all of the approximately 10,000 questionnaires had to be considered simultaneously. Each was read and re-read, grouped with others which expressed the same or similar duties and responsibilities. Many were sorted out because of a need for additional information. These positions were reviewed personally by a member of the Civil Service Department staff or by one of the staff of Public Administration Service, the firm contracted by the state for developing the classification and pay plans. Following this step, each of the questionnaires was reviewed again, some of them many times, to determine in which class it should fall. Factors upon which the allocation of a position depend are those such as the kind, difficulty and responsibility of duties performed, the qualifications required, and applicability of recruitment methods for filling the positions within the class. A class may be defined as a position or group of positions which have duties and responsibilities sufficiently similar to warrant recruitment of applicants from the same source, application of the same tests of fitness for selection of qualified applicants, and application of the same rate of pay.

Following the determination of the classes represented in the state service, specifications were written for each. The class specification includes the class title, a description of the duties and responsibilities of the work and a statement of the qualifications a person should possess to enable him to perform the duties of a position in the class with reasonable prospects of success. The specifications have the following force and effect: The definitions are descriptive and not restrictive. They are intended to indicate the kinds of positions that are allocated to the class, as determined by their duties and responsibilities, and shall not be construed as declaring to any extent, or in any way, what the duties or responsibilities of any position shall be, or as limiting or in any way modifying the power of any appointing authority to assign, direct and control the work of employees under his supervision. The use of a particular expression or illustration as to duties shall not be held to exclude others not mentioned that are of similar kind or quality. This is an especially important qualification of the class specifications, because so often employees tend to regard the specification as specifically limiting their jobs. In determining the class to which any position should be allocated, the definition of each class shall be considered as a whole. Consideration shall be given to the general duties, specific tasks, responsibilities, qualification requirements and relationship to other classes, as together affording a picture of the kind of employment that the class is intended to embrace.

The original schedule of classes which was adopted by the Civil Service Board on April 10, 1940, together with subsequent amendments and revisions, constitute the "classification plan" for all positions in the classified service.

It will be noticed throughout any discussion of a position classification plan the implication of change, in phrases such as "establish and maintain", "amendments and revisions". A classification plan is a dynamic, rather than a static, system. As

administrative organization changes, so is assignment of duties subject to modification, and hence, the classification of positions. As new functions are undertaken by the government, new jobs are added, which are frequently reflected in the classification plan by the addition of new classes. When a function is discontinued, or a set of duties once comprising a position, assigned to positions in different classes, the action is reflected by the abolition of classes. The activity of the Civil Service Department during the year July 1, 1951 to July 1, 1952 illustrates this point. Quoting from the current Annual Report, "The creation of new and the elimination of old functions, and the resultant changes in departmental operations and staffing patterns, resulted in the establishment of 20 new classes, abolition of 24, title changes for 19, reassignment of 6 to higher salary ranges and revisions in the specifications for 119 classes. With respect to the latter figure, many of these specifications were written in 1940 and no longer accurately reflected the current duties and responsibilities of the positions."

After the final allocation of a position is made, the position remains in that class until the duties and responsibilities have changed enough to warrant its reallocation to a different class. Positions are constantly being reviewed for the accuracy of their allocation in the classification plan. Review of positions is activated in several different ways. One is by the almost automatic method of having every probationary employee complete a classification questionnaire before the completion of his probationary period. If there is any indication from the questionnaire that the position does not belong in the class to which it has been allocated, additional information is obtained from the employee concerned and from his supervisors. If a change in class is indicated, the employee and the department in which he works are notified to that effect.

Reviews of positions may also be instigated by the Civil Service Department, the written request of a permanent employee, or of a department head, whenever, because of changes in the organizational structure of a department, in the duties of a position, or for other reason, a position seems to be allocated improperly. In making a request for the review of a position, the employee or the department head must specify the changes that have occurred in the position since it was last reviewed which in his opinion justify its reallocation. Upon such initiative, the Civil Service Department investigates the duties of the affected position. If the director makes a reallocation or denies an application for reallocation, he notifies the department and the employee affected by the action.

Extremely important for the affected employee and his department to understand in reallocations of positions to different classes is that a reallocated position is considered the same as a vacant one. If an employee's position be reallocated to a higher class, that employee would not automatically gain permanent status in the higher class. Instead, the reallocated position continues only if the department head fills it in accordance with the provisions governing appointment, promotion, demotion or transfer within 60 calendar days following the date of the notice of reallocation of the position. The employee whose position is reallocated continues his status in the former class, but is ineligible to continue in the position in the new class unless he is appointed to that position in accordance with the rules governing the above-mentioned actions. A permanent or probationary employee whose position is reallocated to a higher class for which a promotional list exists, may take the promotional examination, if he has not already done so. In any case in which the incumbent of a position which is reallocated is ineligible to continue in the position in the new class, and is not transferred, promoted, or demoted, the layoff provisions apply. (See section entitled Layoff List.)

The reasons for this restriction on reallocations is evident. If employees whose positions are reallocated to higher classes should automatically gain permanent status in the higher class, the competitive promotional system would be considerably modified. On the other hand, if an employee's status should attach to whatever

class his position happens to be allocated, if the job should be reallocated to a lower class, he would automatically be demoted and lose status in the higher class. Such practices would be unjust and subject to manipulation.

The Civil Service Department reviewed 220 individual positions during the 1951-52 fiscal year. A total of 32 of these were reallocated to higher classes, 35 to lower classes, and 6 to other classes in the same salary range. There was no change of allocation in 124. The study of 23 positions was in the process of completion at the close of the year. These figures do not include the review, by questionnaire only, of the positions held by probationary employees during the year.

THE PAY PLAN

"In no phase of personnel administration is the conflict between employer and employee more apparent than in that of compensation. This generalization applies with equal force to private and to public employment."¹ A comprehensive and well-conceived pay plan provides the tool to minimize this conflict. The passage of the Civil Service Act with the consequent standardization of salaries based on the classification of positions placed the State of Minnesota among the relatively few governmental jurisdictions to have a comprehensive system for the payment of salaries.

The advantages of a standardized pay plan are more forcefully pointed out by a discussion of the results of not having one rather than by a discussion of the merits of such a plan. This is the approach used by Mosher and Kingsley¹ in their treatment of the question. Among the consequences of the failure to deal broadly and constructively with the problem of pay are the following: (1) paying individuals doing the same work in a single organization, a wide range of salaries, which vary in some cases by as much as several thousand dollars; (2) having different scales of pay for different organization units within the same jurisdiction; (3) paying individuals engaged in various types of work the same wage or differentials which in no way reflect the greater or lesser degree of difficulty or responsibility of the positions concerned; (4) maintaining, in some instances, the same salary scales for decades, in spite of changes in the price level and the going rates in the surrounding market.² None of these is compatible with the principle of "equal pay for equal work".

The first step in the development of a pay plan is to determine the broad lines of policy respecting wage levels and the factors to be considered in arriving at them, including such considerations, on the economic side, that the government should pay rates that are roughly comparable with those paid by the best private employers and, on the social side, that even the lowest rates should afford the workers the means for maintaining a minimum standard of living. Next comes the development of the pay plan itself, which is composed of two parts: (1) the pay scales established for each class of positions, and (2) the formal rules for wage administration. These two parts will be considered here with respect to Minnesota's plan for its state classified employees.

As it generally true elsewhere, the pay plan is an administrative function performed by the central personnel agency, in this case, the state Civil Service Department, in cooperation with the financial authority, here the Department of Administration. While the pay plan is developed by an administrative agency, the final adoption is a legislative prerogative, as it is in almost all other jurisdictions.

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1. Mosher and Kingsley. Public Personnel Administration, Harper & Brothers, 1936, p. 441.
 2. Ibid., p. 443.

The primary job in setting up a pay plan is to collect wage data from private employers and from other public jurisdictions. With such data the government can maintain an equilibrium between its wages and those of private industry. This has been done here using the questionnaire method, in which precise job descriptions are given of "key" positions for which information is asked concerning comparable positions. The information necessary to obtain includes the number of positions; basic wage for each such position; working hours; overtime regulations; provisions concerning annual leave, sick leave, and retirement; special bonuses or incentive systems, and similar data. This information is essential to make possible equitable comparisons. For instance, the same salary reported by two firms for the same kind of job is not actually the same if the length of the work week is different for the two. Key positions are selected to serve as points of reference to which other positions can be related in constructing the pay scales, because it is impossible to obtain data from other employers for all positions represented in the governmental organization. There are quite a few jobs in government service which have no counterparts in private industry. Data collected from other public jurisdictions, of course, help to fill in these gaps.

Given the data on comparable positions then, the job is to assign rates of pay to the classes of positions represented. Some of the main considerations upon which the determination of specific rates depends are the relationships among various classes of positions in terms of duties and responsibilities, the ease or difficulty of recruiting personnel, the probable effect of the prescribed rates upon labor turnover, and the probable promotion rate. Most important of these, and first to be considered, is the maintenance of "internal consistency" - the relationships among the classes in terms of duties and responsibilities. Finally, then, a schedule is worked out, with the lowest rates being paid to persons in classes having the least responsibility and the highest to those demanding the highest level of skills and responsibilities. The others fall in between, due consideration having been given to the other factors, such as recruiting possibilities, turnover, etc. Two exhaustive salary studies have been undertaken in Minnesota Civil Service. The first was in 1940, when the first standard salary plan was adopted; the second in 1944, which resulted in the development of an entirely new plan, incorporating a provision for automatic cost-of-living adjustments. To prevent the plan's becoming out-of-date, surveys are continually being made of selected groups of classes. For instance in the 1950-51 fiscal year the Civil Service Department conducted 16 major salary surveys. These surveys ranged from studies made in private industry of the Twin City area to nation-wide comparisons. It involved classes such as, power engineers, medical technologists, game wardens, key punch operators and electroencephalograph operators. Public Administration Service of Chicago conducted a salary survey for the non-academic employees of the University of Minnesota. Two members of the state Civil Service Department participated in this survey. The results of this study were made available to legislative committees for their use in considering amendments to the state pay plan during the 1951 session of the Legislature. A number of salary studies were conducted during the past fiscal year also. One of these was for the guards in the penal institutions. It was found that, while the salaries in some states are higher than those paid in this state, the work week was either 44 or 48 hours. When these salary rates were compared on the basis of a 40-hour week, which is standard in Minnesota, the Minnesota salaries were higher than all the states surveyed with the exception of Michigan.

The Minnesota salary plan provides a range of compensation for each class of positions. Each range is divided into five equal steps, for purposes of merit increases. There are 38 salary ranges in the plan. The lowest is \$170 to \$195 per month; the highest \$799 to \$879. Range 1 provides a \$25 spread from minimum salary to maximum; Range 38, an \$80 spread. With each divided into five equal steps, Range 1 steps are \$5 a piece, Range 38 steps, \$16 each.

As mentioned earlier, the plan provides for cost-of-living adjustments. With rises of the Bureau of Labor Statistics Consumers' Price Index a specified number of points, steps are added to each salary range uniformly throughout the salary plan. For instance, last July 1 a one-step increase was automatically granted all classified employees, because of a sufficient increase in the cost-of-living index. This means that classes assigned to Range 1 were increased five dollars a month, and to Range 38, \$16 a month. These increases are included in the figures quoted above. An issue which is frequently raised when salary increases are being considered is the fact that classes in the lower ranges receive a lesser dollar increase than those in the higher ranges. The employees union, for example, has sometimes recommended flat raises of \$25 for all employees. The objection to this technique is that it tends to destroy the internal consistency of the pay plan. In time, several such increases would compress the pay plan into a much narrower range, making it impossible to differentiate the classes on the basis of duties and responsibilities. In addition, top salaries paid in government employment have always been renowned for being much lower than can be paid for the same kind of work in private industry. Flat increases only emphasize this discrepancy. A more equitable method is to give graded increases, less for the lower classes and more for the higher ones. This system makes it possible to grant more uniform percentage increases, and does not affect the internal consistency of the plan to as great an extent.

Minnesota is the only state using this flexible device for cost-of-living adjustment of salaries based on the size of the salary range. Since the 1951 legislative session, it is also the only state to pay its department heads in a similar way. Gearing the department heads' salaries to the cost-of-living index serves two purposes: (1) provide a more constant relationship between department heads and classified employees' salaries so they increase and decrease together, and (2) eliminate previous criticisms that department heads' salaries were frozen while classified employees' salaries fluctuated with the Index.

The rules under which the pay plan is administered are adequately explained in the employees' manual, "Off on the Right Foot".

RECOMMENDATIONS OF THE EFFICIENCY IN GOVERNMENT ("LITTLE HOOVER") COMMISSION

1. "The so-called 'back-door' to Civil Service should be opened considerably. Department heads should be authorized to discharge civil service employees for cause, after notice and hearing by the appointing authority, except that there should be right of appeal to the Civil Service Board when the employee claims that the dismissal is based on political, racial or religious motives. Discharges by administrative action and decisions with respect thereto by the Civil Service Board should not be subject to review by the courts."

Under the present law, an employee can be dismissed for cause, but has the right of appeal to the Civil Service Board under any circumstances. If the Civil Service Board upholds the action of the department, the employee may take the case to court. The method recommended by the "Little Hoover Commission" is essentially the same as that contained in the Model Civil Service Law.

Bills have been introduced in two or three legislative sessions to enact this amendment of the Civil Service Act, but have never succeeded in passing. Employees seem to feel that the change would impair their security in their jobs, and that wholesale dismissals would result. Figures have been compiled by the Civil Service Department on the number of dismissals during probation, during which the employee has no tenure for comparison with the number of dismissals of permanent employees. Under the present law there are not many more dismissals of probationary employees than of permanent employees. This would seem to indicate that to change the law and open the "back-door" would not result in a wave of dismissals. It is felt that the amendment would be beneficial from a psychological standpoint in stimulating employees to increase their efficiency.

November, 1952

2. "All state officials and employees up to, but not including, the executive head of a department should be under a single civil service system." There is a lack of uniformity of application of the merit system in the state service. The state Highway Patrol has its own system, independent of the regular civil service system, although the patrolmen are required to be selected by examinations conducted by the Civil Service Department. Within the Department of Conservation and the Office of Attorney General, unlike most state departments, division heads are not under civil service.

3. "The Department of Civil Service should be retained as a separate department having a policy-making Civil Service Board and a Director who has full responsibility for administration of the Civil Service program and who is himself under Civil Service. The Director should be appointed by the Governor from a list of three names prepared by the Civil Service Board, as now provided by law." The difference proposed here is that the director be appointed by the Governor rather than by the Civil Service Board. With the safeguard of having three names resulting from examination from which to appoint, it does not make much difference whether the Board or the Governor makes the appointment. From the standpoint of establishing a good relationship between the Governor and the department heads, appointment by him is desirable. So far, this has never been an issue.

4. "Pay schedules for all officers and employees of the state should provide that no subordinate in the state service shall be compensated by the state at a rate greater than the compensation rate of his superior." The pay plan for department heads providing for cost-of-living increases passed by the 1951 Legislature is expected to eliminate this defect.

5. "The State Employees' Retirement Fund and the State Highway Patrol Retirement Fund should be consolidated, and together with the Teachers' Retirement Fund, they should be transferred to the Civil Service Department. The Director of Civil Service should be made ex-officio secretary of both funds and should have responsibility for all so-called 'housekeeping' duties. All ex-officio members of the retirement boards should be replaced by the members of the Civil Service Board, but employees' representatives should continue to serve on the boards as at present.

"A study should be made to determine the advisability of:

- (a) Early consolidation of all retirement systems for State and local government employees;
- (b) Utilization of the Federal Social Security program for payment of the portion of the retirement allowance which it will provide, supplemented by a State fund system;
- (c) Mandatory retirement upon reaching retirement age, unless the head of the employee's department requests continued employment and the Civil Service Department approves."

The last item (c) is already standard practice with the exception of veterans. Veterans, as one of their preference factors, may continue employment beyond the retirement age with or without the department head's approval.

6. "The State should continue preference for veterans. Preference should be available for use only once. It should not be applied to a candidate's examination grade unless he first earns a passing grade. Preference should not exceed a certain number of examination points for an able veteran and a greater number for a disabled veteran. The total of examination grade points plus veterans' preference points should determine the veteran's position on eligible lists. No veteran should go to the head of an eligible list unless his earned grade plus veterans' preference points place him there." (This is the recommendation on veterans' preference supported by the League of Women Voters in its legislative material on Civil Service.)

These five recommendations of the Little Hoover Commission in regard to Civil Service are those which require legislation to effect. Those which can be effected by administrative action have been omitted in order to emphasize the League's legislative program.

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LEAGUE OF WOMEN VOTERS OF MINNESOTA

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MINNEAPOLIS 3, MINNESOTA

Atlantic 0941

November 24, 1952

To: Civil Service Chairmen
From: Mrs. Arthur Down, State Civil Service Chairman

The enclosed material has been prepared with the view of enabling League members better to understand civil service in general and the Minnesota State Civil Service Department in particular. The latter is the system which the League was instrumental in creating.

An attempt has been made in the material to provide answers to some of the queries most commonly asked about civil service. One of these is the distinction among the various civil service systems operating in Minnesota. (Time does not permit a discussion of each of the systems.) Another is the relationship between the civil service agency and the finance agency. Others involve matters of salaries, classification of positions, examinations, etc. These topics are dealt with in considerable detail because they cannot be explained without giving a background of the principles involved and how they actually work. You will find the state employees' manual, Off on the Right Foot, published by the state Civil Service Department, a great help to you. It comprehends all of the aspects of the civil service system which affect each employee, yet it is concise and understandable.

Because this is a legislative year, League members will be especially interested in watching for bills that affect civil service. This material includes a discussion of the recommendations made by the Little Hoover Commission which require legislative action to effect. The one we are already familiar with is veterans' preference. You will note that the Commission's recommendation agrees with that of the League.

We urge that you watch legislation to change veterans' preference. Bills which have been introduced in previous sessions failed to provide the changes which the League supports. Proposed legislation is almost certain to occur in two other areas. "The open back door" recommended by the Little Hoover Commission is one. The other is salaries of state employees, especially because the Bureau of Labor Statistics is contemplating a change in the method of computing the consumers' index upon which salary adjustments have been based. These topics stimulate animated discussion among legislators. We hope they do so with your League members.

CIVIL SERVICE IN MINNESOTA

INTRODUCTION

Civil Service is on the agenda again this year after a year's absence. As Mrs. McNamara said in presenting the argument for its adoption at the State Convention last May, "...everyone still regards the League as the 'mother' of our present system, and no matter how far our interests have strayed from the subject in recent years, we seem to have acquired, due to our earlier leadership, an unavoidable responsibility for taking the initiative in any re-examination of the system as it now operates, in our state." "After thirteen years of operation through an extremely difficult period," she added, "stresses and strains have developed that require the understanding and informed cooperation of citizen groups such as ours if the system is to improve and meet the changing needs of the times, as it must."

The period during which civil service has been in operation in Minnesota has been difficult for the operation of any merit system, and especially so for the installation of a new system. During the early years of the State Civil Service Department--from 1939 to 1941--when the number of job-seekers far exceeded the number of available jobs, and conditions were at their best for the selective recruiting and hiring of employees, the Department was occupied with the time-consuming tasks of setting up records, installing employees who were "blanketed-in" by the civil service law, giving qualifying examinations to those who were given this privilege, classifying all of the jobs, and establishing a salary plan. Open-competitive examinations were given, but not in sufficient numbers to cover all of the kinds of work in the state classified service.

The greatest stresses and strains to which the operation of the system have been subjected were those created by the war situation. An entirely new classification and salary study was undertaken in 1944, and resulted in the creation and adoption of a novel pay plan, automatically adjustable to increases and decreases in the cost of living as defined by the Bureau of Labor Statistics Consumers' Index. Recruiting, of course, was very difficult because of the manpower shortages. The "suspension" period, inaugurated by the 1945 Legislature because of the number of persons on military leave, lasted until 1947. During this time no appointments could be made on a permanent basis. At the cessation of this suspension period of permanent appointments, there were many employees working who then were required to take competitive examinations again in order to be appointed in the regular manner.

Also in 1947, all of the employees of the Employment Service, who had been under Federal jurisdiction during the war on temporary appointments, reverted to state jurisdiction. The mental health program, started in 1949, changed many classes of positions and added more, for which employees had to be recruited and examined.

The number of provisional employees working in the state service serves as an excellent index of the progress which has been made in the period following the end of the suspension period. A provisional employee is one who has been hired pending the establishment of an eligible list for the classification of his job. Such an employee takes the examination when it is given, on the same basis as any other applicant. He, too, must not only pass the test, but his name must be among the three highest on the eligible list to be certified. If it should not be high enough, his services must be terminated until his name is within reach of certification.

YEAR	TOTAL NO. EMPLOYEES	NO. OF PROVISIONALS	%
1947	9,391	3,181	35%
1948	9,948	2,220	22%
1949	10,523	1,576	15%
1950	11,496	651	6%
1951	11,856	573	5%
1952	12,251	191	1.6%

It has been only in the last two or three years that civil service may be considered to have been installed and in full operation in Minnesota. One function assigned to the Department, however, remains to be put into effect. That is the development and administration of a full-scale service rating system--a system for evaluating employees' efficiency. To be effective and acceptable to employees, a comprehensive system of service ratings demands first the inauguration of an educational program for supervisors in their use. The handicaps under which the Department has worked to date have precluded its undertaking this function, because of the time it would necessarily consume, the consequent addition of personnel and increase in appropriations.

One of the main sources for evaluation of any system is the reactions of the persons affected by it. Caution must be observed, however, in the value assigned to such reports. Very frequently, the complaint will dissolve itself when reviewed in the light of the rules and procedures governing the action involved.

There is one other point which should be brought out in discussing evaluation of the system. That is the difference between the present time and 1939 in the attitudes of employees - to the system and to employment in general. The supply of labor affects employees' attitudes toward their jobs. When jobs are plentiful and labor scarce, labor is much more demanding than when the reverse situation obtains. Also to be considered is the fact that the majority of state employees today have never known state employment under a spoils system. They cannot imagine, for instance, having deductions made from their pay checks for support of the political party in power, nor having election results determine whether or not they hold their jobs.

To summarize this discussion, employees and public alike could profit from a more thorough knowledge of the functions, rules and procedures of state civil service. The employees manual "Off on the Right Foot" prepared by the State Civil Service Department provides the state employees with this information. The following report is intended to serve that purpose for the League of Women Voters.

CIVIL SERVICE SYSTEMS IN MINNESOTA

There are a number of different merit systems in Minnesota. Each is a distinct unit with its own law, organizational structure and jurisdiction. Basically the principles are very much the same. They give examinations for selection of employees; some classify jobs; they provide a structure for the assignment of salaries; they allow paid vacations and sick leave; they provide a system for making promotions. But within these areas, the methods differ widely. Any individual employee case which may come up for inspection must be examined only within the framework of the particular merit system in which it falls.

The State Civil Service system, which the League was so influential in creating, is the most modern, having an administrator responsible for all of the operations of the department, with a part-time board acting in a policy-making quasi-judicial capacity, as recommended in the Model Civil Service Law prepared by the National Civil Service League. Many of the other public personnel systems in the state are administered by full-time boards or commissions with a secretary or chief examiner who is responsible to the board of commission for all administrative actions.

The jurisdictions of the various merit systems operating in Minnesota are described briefly below. To compare their organizational structures and functions is beyond the scope of this program item.

1. Federal Civil Service. This personnel system in Minnesota is administered by the United States Civil Service Commission from the regional office in St. Paul. Under Federal Civil Service are offices such as the U. S. Post Office, the U. S. Forest Service, Customs, Veterans Administration, Social Security and Internal Revenue. These departments have offices scattered throughout the state, in addition to larger district or regional offices located in the Twin Cities.
 2. County Welfare Merit System. This is a subdivision of the State Division of Social Welfare, established by the Federal Social Security Law to provide a merit system for county welfare employees. In Minnesota this personnel system has jurisdiction only over the employees of the County Welfare Boards. The Federal Social Security Law provides that all employees partially paid by Social Security funds shall be selected on a merit basis. All states, therefore, have a personnel system, which has jurisdiction over all health, welfare, and employment and security employees. In Minnesota the state employees in these departments enjoy the benefits of the state-wide civil service system.
 3. Municipal civil service systems and City Police and Fire Civil Service Commissions. For many years Minneapolis, St. Paul and Duluth (cities of the first class) have had civil service systems for the employees of the city governments. Civil service for police and fire departments has been authorized for cities smaller than first class since 1929.
- The 1951 Legislature passed an act enabling cities of the 2nd, 3rd, and 4th class, and villages or boroughs to establish civil service systems. Under this statute establishment of a local merit system is provided by an ordinance approved by a majority of the voters voting on its approval at a general or special election. In a municipality having police and fire Civil Service Commissions, any permanent employee of a police or fire department under the jurisdiction of a commission at the time of the effective date of a merit system ordinance shall automatically become a permanent employee in the classified service under the new act. (Laws 1951, Ch. 675)
4. County civil service systems. St. Louis County and Ramsey County have merit systems covering county employees. The St. Louis County Civil Service Board has jurisdiction over the St. Louis County Welfare Board employees. In Ramsey County, those employees are under the jurisdiction of the County Welfare Merit System. (See 2 above)
 5. State of Minnesota Civil Service Department. This is the public personnel agency which has jurisdiction over employees working for the state government. It is the Civil Service which the League was instrumental in effecting in this state in 1939, and the one in which it is particularly interested as a result. The bulk of the remaining material is devoted to a study of the operations of this department.

The following editorial reprinted with the permission of the St. Paul Dispatch from its issue of March 16, 1951 gives some idea of the status of Minnesota's state civil service system.

University Civil Service

CIVIL SERVICE GROWTH

In the extent of its coverage, Minnesota's state civil service system is one of the best in the country. A survey by the National Civil Service League shows Minnesota to be one of eighteen states where civil service covers all departments, and one of the top five in the percentage of individual employees protected by the law.

The League has been supporting the principle of civil service for 70 years. It has seen great progress made in the fight against the old-time spoils system of hiring and firing public employees. In 1935, the last time it made a complete national survey, the figures showed that 38 per cent of state workers were under civil service. Today 58 per cent have this protection in greater or less degree. The number of individuals under civil service fifteen years ago was 97,000. Today it is 374,000.

Minnesota has 96 per cent of its state employees, or 11,477 out of a total of 11,929, under civil service, the league reports. Alabama tops the nation in completeness of its coverage, with a record of 99 per cent of all employees. California is second with 97 per cent. Wisconsin also includes 97 per cent of its workers.

Nine states now have merit system requirements in their constitutions, making it more difficult for legislatures to turn back to the old political hiring methods. Three states, Arkansas, Louisiana, and New Mexico, abandoned civil service after once adopting it. In seventeen states only employees paid in part by federal funds are in merit systems. This is under a requirement of the federal government. There are thirteen states with broader coverage than this, but without protection in all departments.

Minnesota is fortunate in the progress it has made away from the spoils system.

RELATIONSHIP BETWEEN THE PERSONNEL AGENCY AND THE FINANCE AGENCY

Important to keep in mind when studying the functions of a personnel agency is its relationship to other agencies of the governmental unit, especially the department in control of funds. In Minnesota, for instance, the functions of the Budget Division of the Department of Administration and of the Civil Service Department are closely related and integrated, but do not overlap.

In order thoroughly to understand civil service in this state, it is necessary also to know some of the functions of the Budget Division and also of the state Legislature with respect to allocation of funds. Briefly, the Legislature appropriates the monies for the operation of each state department for each biennium. The Budget Division controls the expenditure of these monies within the amounts appropriated by the Legislature. (The Budget Division maintains a much more rigid control over the expenditures of the General Revenue Fund than over those of the dedicated funds.)

The Department of Administration, therefore, is the one which determines whether or not a new position would be necessary to the department's operations; whether or not a proposed departmental reorganization of positions would be in accordance with the principles of sound management; and whether, therefore, such a reorganization could be allowed; and whether or not funds be available for the reallocation of a position to a higher job classification. Such problems involve personnel management. Their resolution, however, falls within the scope of the central finance agency rather than that of the personnel agency.

THE MINNESOTA STATE CIVIL SERVICE DEPARTMENT

ORGANIZATION AND FUNCTIONS

The Minnesota Civil Service Department has a single administrative head, with a three-member board which acts in a policy-making and quasi-judicial capacity. This type of administrative organization is generally recognized by management experts

as being one of the most efficient organizational forms, and is incorporated into the Model Civil Service Law.

The Civil Service Board

The members of the Board are appointed by the Governor, with the consent of the Senate, for terms of six years. One member is appointed each biennium. The present members of the Civil Service Board are:

1. Mrs. Harington Beard, Minneapolis. Former president and former Legislative Chairman of the Minneapolis League of Women Voters.
2. Mr. Francis W. Russell, Cold Spring, Attorney.
3. Mr. George Ziesmer, Mankato. Automobile dealer.

Mrs. Beard and Mr. Russell have served on the Board since its inception in 1939. Mr. Ziesmer replaced Mr. Wilbur Elston, who is now in charge of the Minneapolis Star's Washington Bureau.

The principal powers and duties of the Civil Service Board are:

1. After public hearing, to approve, modify, reject, or approve as modified,
 - a. Rules and regulations prepared and recommended by the Director for carrying out the purposes of the Civil Service Act,
 - b. Plans for the classification of positions, and
 - c. Compensation schedules for positions in the state civil service.
2. To make investigations concerning the enforcement and effect of the civil service act.
3. To conduct hearings and pass upon complaints, in accordance with the provisions of the act.

The Board is also responsible for appointing the Civil Service Director. It appoints an examining committee to conduct a merit examination for the purpose of establishing a list of eligible candidates. The Board then makes an appointment from the three highest names.

The Director of Civil Service

The Director is responsible for administering the provisions of the Civil Service Act. He has a staff of some sixty persons engaged in the performance of these main functions of the department:

1. To administer the civil service law in accordance with its provisions and under the policies of the Civil Service Board;
2. To give open-competitive and promotional examinations in order to find the best qualified persons available to do state work; to test them; grade their papers, set up eligible lists; and make certain that appointments are made according to the civil service law and rules;
3. To check the pay of each state employee to be sure he is getting the right amount;
4. To determine whether proposed personnel actions are within the scope of the law and rules;
5. To maintain an official roster of state employees;
6. To make sure that all personnel transactions such as salary increases, promotions, transfers, and the like, are proper and legal;
7. To classify jobs based on their duties and responsibilities in accordance with state classification plan;

8. To re-allocate jobs when duties and responsibilities have changed enough to make it necessary;
9. To recommend to the Civil Service Board the assignment of each class of work to a specific pay range and to recommend changes in these assignments when necessary;
10. In general, to be the state's central personnel agency.

The Department is divided into three main sections to administer the functions delegated to the Director under the act. These Divisions of the Civil Service Department are:

1. The Recruiting and Examining Division. This Division recruits state employees; prepares, gives and grades examinations; and sees to it that appointments are properly made from eligible lists.
2. The Classification and Compensation Division. This Division classifies all the state jobs in accordance with the state classification plan and determines pay rates for state jobs in accordance with the state pay plan.
3. The Transactions and Office Management Division. This Division is responsible for the accuracy and legality of all personnel transactions such as salary increases, resignations, layoffs, demotions, and so on; for making sure that all state payrolls are correct; for the proper explanations of the law and rules to the operating departments; and for doing "housekeeping" work for the Civil Service Department itself, such as budgeting, purchasing, filing, duplicating and typing.

JURISDICTION OF THE STATE CIVIL SERVICE DEPARTMENT

As mentioned previously, Minnesota is in fifth place in the percentage of state employees covered by civil service out of the eighteen states in which civil service encompasses all departments. These positions which are covered by the civil service law comprise what is called the classified service.

The Civil Service Act specifically excludes some state employees from the provisions of the law. These positions are in the unclassified service. Briefly, these include: Elective officials, department heads appointed by the Governor, one private secretary to each of the elective officers, deputy registrars of motor vehicles and their seasonal help, employees in the Governor's office, employees of the Legislature, the academic staffs of the state teachers' colleges, professional staff of the Attorney General's office, court employees, patient and inmate help in state institutions, and state highway patrolmen. (State Highway Patrolmen are selected and appointed according to civil service procedures, but none of the other provisions of the civil service law affect them.)

SPECIFIC FUNCTIONS OF THE CIVIL SERVICE DEPARTMENT

EXAMINING

The primary and traditionally most important function of a merit system is to examine applicants for employment, so that the best qualified are placed in the available jobs. The law provides that the Civil Service Director prepare examinations, eligible lists, and ratings of candidates for appointment. The law further states that, insofar as practicable, vacancies shall be filled by promotion from among persons holding positions in the classified service, and subject to such exceptions as the Board may provide, from the lower class or group within the particular classification. "Promotions shall be based upon merit and fitness, to be ascertained by competitive examinations in which the employee's efficiency, character, conduct, and seniority shall all constitute a factor." In 1947, the law was amended to make it possible for a department head to promote an employee as a result of a non-competitive examination rather than a competitive one, if the higher position

requires "peculiar and exceptional qualifications of an administrative, scientific, professional or expert character."

Examination Procedure

The examination procedure starts with the announcement of the Civil Service Department that it is going to give an examination for a particular class or series of classes of positions. An example of a series of classes is Clerk I, Clerk II, Clerk III. The examination announcement states the titles of the positions for which the examinations are to be given, the duties and responsibilities of the jobs, the qualifications which are either necessary or desirable, the abilities and knowledge required, and of what the examination will consist. A test may include a written test, performance test, experience rating, personal interview, or a combination of measures for predicting job success.

The announcements of examinations are given wide distribution, so that as many persons as possible will be informed that the test is to be given. They are regularly sent to all of the post offices in the state, the County auditor's offices, the Welfare Boards, the newspapers, and to other selected recruiting sources, depending on the kind of work for which the examination is to be held.

Applications for examinations may be secured by any interested person directly from the Civil Service Department or from any of the local offices of the Minnesota State Employment Service. The applicant then fills in the application blank, has it notarized, because an oath of office is included on the form, and sends it in to the Civil Service Department. Unless the particular examination announcement calls for minimum qualifications of education and experience, the application is accepted if the person is a citizen of the United States and has been a resident of Minnesota for two years. (In some classes in which the turnover has been high, and in which it is difficult to recruit qualified applicants, the residence requirement has been waived.)

If a written test is to be given, the applications are sorted by location of residence. High school buildings and personnel in 31 cities in the state are used for state civil service examinations. All or some of the 31 places may be used for the administration of a test, depending on the number and location of the applicants. Not only distance of the applicant to an examination center is taken into account in scheduling, but also bus and train schedules, and the convenience of the highways from the applicant's home to the city in which the examination is to be held.

At the appointed time for the test to begin, the monitor passes out test booklets, identification sheets, and answer sheets to the candidates. The identification sheet has all the information needed to assemble the candidate's papers - the identification number, name, birthdate, signature. This sheet is used also to obtain the conditions under which the candidate is willing to accept a position - salary, place of employment, length of employment, etc. The answer sheet is a specially prepared sheet for use in an International Business Machine electric scoring machine. It is identified only by the candidate's identification number.

At the time of the written test, claim forms are distributed to veterans for the purpose of claiming their preference. A veteran must make claim for his preference each time he takes an examination, although he is required to submit proof of his eligibility for preference only the first time he makes his claim.

After the written test is completed, the test monitors send all of the materials back to the Civil Service Department. There the answers are scored on the electric test-scoring machine. If an evaluation of experience and education is to be a component of the examination, as it is in all examinations except for some beginning level jobs this is done from the information on the application forms. Finally, all

of the papers for each candidate are assembled. If there is to be an interview as part of the examination, the persons who have passing grades including the veterans whose preference raises their scores to passing, are scheduled for the interview. When all of the parts of the examination have been completed, the scores are all posted on a scoring sheet, and multiplied by the weights assigned to each part of the test. The total earned rating is the sum of these weighted scores, excluding veterans' preference. Veterans' preference is added afterward. An example is given below:

	WEIGHT	SCORE	WEIGHTED SCORE
Written Test	40%	75.00	30.00
Experience & Training	30%	80.00	24.00
Interview	30%	90.00	27.00
Total Earned Rating			81.00
Veterans' Preference			5.00
Final Score (which determines place on list)			86.00

Promotional examinations are conducted in the same manner as are the open-competitive examinations. There are, however, several distinct differences. In the first place, eligibility to take a promotional examination is restricted to employees who have permanent or probationary civil service status. Sometimes a promotional examination is held for just one department. In such cases, the employee, to be eligible to take the examination, must be an employee of that department. This applies particularly to positions which occur only in one department, and in which experience in that department is necessary training for a higher position.

The other differences between promotional and open-competitive examinations are prescribed by the law in the statement that promotional examinations must take into account "the employee's efficiency, character, conduct, and seniority". A rating form to measure the employee's qualifications for promotion to the specific class of position for which the examination is being given is completed by the department in which the employee works. Seniority of each candidate is also rated, so that those who have worked the longest get the highest rating, and those who have worked the shortest period of time get the lowest score. In no case can a seniority rating be lower than 70, since that is the lowest passing mark.

Eligible Lists

1. Open competitive and promotional lists. Eligible lists are established in the same manner for both open-competitive and promotional examinations. On all of the test papers of passing candidates their final scores are posted and include veterans' preference. To set up a list, therefore, the papers of all the 10-point veterans are sorted out. These are then arranged according to the magnitude of the scores, placing the highest first. Then the papers of all the remaining candidates are arranged according to score and follow those of the 10-point veterans. An eligible list, therefore, might look like this:

RANK	NAME	EARNED RATING	V.P.	FINAL RATING
1	John Doe	80.00	10	90.00
2	Joe Flow	69.00	10	79.00
3	Wm. Smith	60.05	10	70.05
4	John Jones	98.00	-	98.00
5	Mary Johnson	90.00	5	95.00
6	Ole Peterson	95.00	-	95.00

It is not uncommon for a list to have a great number of 10-point veterans at the top, so that many positions have to be filled before the name of the first non-veteran or 5-point veteran is reached. It is not uncommon either, for a list to have 10-point veterans at the top, none of whose earned ratings are as high as those of the non-veterans following them, as is shown in the sample list above.

In the 1952 Annual Report of the Civil Service Department it is reported that 59% of both non-veterans and veterans attained passing grades in examinations. Although 29% of the veterans who took examinations did not pass, even with the preference, 12% of them were able to pass by reason of their preference. As a result 71% of the total number of veterans who took examinations passed, compared with 59% of the non-veterans.

A factor which greatly increases the number of 10-point veterans is that a veteran is entitled to 10 points if he has even a 0% disability rating from the Veterans' Administration. During the first few years of the Civil Service Department's operation, a veteran was awarded 10 points preference only if he had a 10% disability rating. The Veterans' Administration itself does not consider a lower disability rating as signifying a disability. No compensation can be paid for a disability rating which is lower than 10%. The state Attorney General, however, when the question was brought before him in 1942, ruled that any veteran with 0% disability was entitled to the maximum veterans' preference in Civil Service. What this actually means is that persons who were in the armed forces, who had medical attention during their service, such as a tonsillectomy, can get the 10 points preference and have his name placed at the head of a civil service eligible list.

2. Layoff List. If there is a curtailment of funds which eliminates one or more positions, the person who has the least seniority in that classification within the department concerned will be laid off. In this case, his name is placed on the layoff list. If another layoff is necessary, the person with the next least seniority is laid off, etc. Whenever there is a vacancy in the same class in the same department, the one person on the layoff list who has the greatest seniority is certified to fill the vacancy. The department head must appoint this person, if he is available for employment.

3. Reemployment List. If an employee with civil service status resigns from the state service, he may request, within one year of his resignation, that his name be placed on the reemployment list. When the Civil Service Department receives the request, it asks the department in which the employee has worked for a rating, such as excellent, good, satisfactory, or unsatisfactory. If the rating is "unsatisfactory", the name cannot be placed on the list. Otherwise, names are placed on this reemployment list in order of the excellence of the ratings. The name of each person who is laid off is placed on the reemployment list as well as on the layoff list. This enables those persons to be considered for employment by departments other than those from which they were laid off.

CERTIFICATION FROM ELIGIBLE LISTS

Each of the various eligible lists is established for a single class of positions. For instance, there can be a layoff list, several departmental promotional lists, a statewide promotional list, an open-competitive list and a reemployment list for the class Clerk III.

When a requisition for a certification to fill a vacancy is received by the Civil Service Department, it goes through the following procedures. First, the job to be filled must be classified. Next, it has to be approved by the Budget Division of the Department of Administration to be sure that the department has sufficient funds to pay for the position. Then when these factors are determined, the Civil Service Department can certify names from an eligible list for the proper job classification.

As mentioned above, the layoff list must be considered first. If the department requesting the filling of the vacancy has no one on a layoff list, another list must be used. If there is a departmental promotional list for that department and that class, it must be used next. The department may, however, request certification from a list other than its promotional list, if it can submit evidence that to do so would be in the best interests of the state service. If there is no departmental promotional list, or if the Civil Service Department approves the use of another eligible list, three names may be certified from the statewide promotional list, or the reemployment list.

If there are names of three available eligibles on a list, the department must appoint one of the three. If one of the persons indicates that he is no longer interested, another name is sent to the department, so that the selection may be made from among three persons.

Only if there are fewer than three eligibles on a list for the position to be filled, may the department be authorized to fill the vacancy on a so-called "provisional" basis. This is the case in which a person is hired to fill a job without having first taken a Civil Service test and have had his name placed on an eligible list. Persons who are hired on this basis cannot work for more than six months in any year. Before they can be considered for regular employment, they must take the test for the class in which they are working, pass the test, and their names be among the highest three on the resulting eligible list so that their names may be certified in the regular manner, as described above.

PROBATIONARY PERIOD

The first six months of employment following appointment from an eligible list is called the "probationary period." This is really the final step in the selection and examining process. It is an on-the-job test. During the probationary period, the employee can be dismissed or demoted without the right of appeal. If the performance of the probationary employee is satisfactory, the department head notifies the civil service department in writing to that effect, and the employee attains permanent civil service status.

CONSTRUCTION OF CIVIL SERVICE EXAMINATIONS

The first step in preparing an examination is to learn the functions and duties of the position for which the test is to be given. To do this the specifications for the class are reviewed and, if necessary, additional information is obtained from interviews with employees in the job, their supervisors, and department heads. A class specification includes, as well as descriptions of the duties and responsibilities, the abilities required to perform them. (See next section on Classification.)

The next step is to decide what measures will best select persons with these abilities. Most positions require a body of knowledge in a specific subject-matter field. Some positions, however, require an aptitude for a skill rather than already-acquired knowledge, and the tests differ accordingly. These two types may be illustrated by a clerical aptitude test, for example, and a test for Statistician, which would include questions specifically to test knowledge of that subject. Paper-and-pencil tests are used extensively to measure both aptitudes and achievements.

Manual abilities, such as typing and shorthand, and other skills which are relatively easy to measure, are tested by means of "demonstration of ability" or "performance" tests. For positions in which personal appearance, manner, attitudes, and general effect of the person on other persons are important, a personal interview is usually incorporated in the examination process. Education and experience background is a factor in selection for most positions except those at the beginning levels. For this reason, an evaluation of training and experience is usually applied. It can be

seen that an examination logically may include any one or combination of these measures of predicted success.

When a written test is called for, it is prepared initially by the technicians employed by the Civil Service Department. The material for examination questions is obtained from several places. Some of these are (1) recognized experts in the particular occupational field, (2) a file of examination questions in the Civil Service Department, (3) the testing service offered by the Civil Service Assembly of the United States and Canada, (4) questions used in other civil service agencies for similar jobs. It is a policy of the Civil Service Department always to request the assistance of recognized experts, in the occupational field being tested, to review newly prepared examinations.

Written tests for promotions are very much like written tests for entrance into the state service. One chief difference between the two is that employees taking promotional examinations are expected to know something about higher level jobs and something about state governmental operations. It is generally true that written tests for promotional examinations have more questions about the work itself than appear in the entrance written examinations.

Interviews are conducted by well-qualified persons in the particular occupational field involved. Members of interviewing boards are selected because of their abilities and high standings in the particular occupation. They give their time to the state as a public service, receiving no pay. Occasionally, oral tests are given. In this case, the examiners also are experts in the occupational field involved, but ask the applicants specific questions about the occupation to determine the extent of knowledge the applicant possesses, as well as to measure the personal qualities of the applicant.

A good deal of research is done on civil service examinations. In most written tests, each item or examination question is reviewed statistically after the test to see if it discriminates between the persons who attained the highest scores on the test and those whose scores were lowest, and to measure the level of difficulty of the test item. These analyses are used in subsequent examinations when appropriate questions are being selected.

JOB CLASSIFICATION

Classification of positions is fundamental to the administration of a merit system. The principle of "equal pay for equal work" is dependent upon a method for determining the equality of jobs. A system of grouping positions which require like qualifications is of tremendous value in administering a program of examinations for the selection of job applicants. This fact has been indicated in the previous section dealing with examinations.

A portion of the Civil Service Act is quoted below to indicate the importance of a job classification plan to the operation of the merit system and the extensiveness of its use. "The director of the state civil service shall, as soon as practicable, and after consultation with appointing authorities and principal supervisory officials, classify all offices, employments, and positions held by persons who may become members of the classified service under this chapter.... Titles shall be established for each class of employment for use in examining and certifying names of persons for appointment under this chapter, and a description of the duties and responsibilities exercised by the persons appointed to each of them shall be drawn up, minimum qualifications required for satisfactory performance of the duties of each grade and class formulated, and, so far as practicable, the lines of promotion from grade to grade or class to class shall be indicated. The titles in this classification, as defined by the specifications of duties and qualifications, shall be used for (1) original appointments; (2) promotions; (3) payrolls; and (4) all other re-

cords affecting the status of personnel. The classifications, when approved by the civil service board after public hearing, shall take effect immediately, be sent to the commissioner (of Administration), and used by him in the preparation of the next following and subsequent state budgets."

The first task of the Civil Service Department was to secure, in questionnaire form, a job description from each employee. The procedure for completing a classification questionnaire is to have the employee write a detailed description of his duties, breaking them down into percentage of time spent in the performance of each. His immediate supervisor then indicates on the form the extent of his supervisory responsibilities with respect to that employee and any points of disagreement about the duties performed. Next comes a review of this information by the next higher supervisor and the department head, with their judgments as to the qualifications required for successful performance in the position. Then the completed questionnaire is returned to the Civil Service Department. During the development of the original classification plan all of the approximately 10,000 questionnaires had to be considered simultaneously. Each was read and re-read, grouped with others which expressed the same or similar duties and responsibilities. Many were sorted out because of a need for additional information. These positions were reviewed personally by a member of the Civil Service Department staff or by one of the staff of Public Administration Service, the firm contracted by the state for developing the classification and pay plans. Following this step, each of the questionnaires was reviewed again, some of them many times, to determine in which class it should fall. Factors upon which the allocation of a position depend are those such as the kind, difficulty and responsibility of duties performed, the qualifications required, and applicability of recruitment methods for filling the positions within the class. A class may be defined as a position or group of positions which have duties and responsibilities sufficiently similar to warrant recruitment of applicants from the same source, application of the same tests of fitness for selection of qualified applicants, and application of the same rate of pay.

Following the determination of the classes represented in the state service, specifications were written for each. The class specification includes the class title, a description of the duties and responsibilities of the work and a statement of the qualifications a person should possess to enable him to perform the duties of a position in the class with reasonable prospects of success. The specifications have the following force and effect: The definitions are descriptive and not restrictive. They are intended to indicate the kinds of positions that are allocated to the class, as determined by their duties and responsibilities, and shall not be construed as declaring to any extent, or in any way, what the duties or responsibilities of any position shall be, or as limiting or in any way modifying the power of any appointing authority to assign, direct and control the work of employees under his supervision. The use of a particular expression or illustration as to duties shall not be held to exclude others not mentioned that are of similar kind or quality. This is an especially important qualification of the class specifications, because so often employees tend to regard the specification as specifically limiting their jobs. In determining the class to which any position should be allocated, the definition of each class shall be considered as a whole. Consideration shall be given to the general duties, specific tasks, responsibilities, qualification requirements and relationship to other classes, as together affording a picture of the kind of employment that the class is intended to embrace.

The original schedule of classes which was adopted by the Civil Service Board on April 10, 1940, together with subsequent amendments and revisions, constitute the "classification plan" for all positions in the classified service.

It will be noticed throughout any discussion of a position classification plan the implication of change, in phrases such as "establish and maintain", "amendments and revisions". A classification plan is a dynamic, rather than a static, system. As

administrative organization changes, so is assignment of duties subject to modification, and hence, the classification of positions. As new functions are undertaken by the government, new jobs are added, which are frequently reflected in the classification plan by the addition of new classes. When a function is discontinued, or a set of duties once comprising a position, assigned to positions in different classes, the action is reflected by the abolition of classes. The activity of the Civil Service Department during the year July 1, 1951 to July 1, 1952 illustrates this point. Quoting from the current Annual Report, "The creation of new and the elimination of old functions, and the resultant changes in departmental operations and staffing patterns, resulted in the establishment of 20 new classes, abolition of 24, title changes for 19, reassignment of 6 to higher salary ranges and revisions in the specifications for 119 classes. With respect to the latter figure, many of these specifications were written in 1940 and no longer accurately reflected the current duties and responsibilities of the positions."

After the final allocation of a position is made, the position remains in that class until the duties and responsibilities have changed enough to warrant its reallocation to a different class. Positions are constantly being reviewed for the accuracy of their allocation in the classification plan. Review of positions is activated in several different ways. One is by the almost automatic method of having every probationary employee complete a classification questionnaire before the completion of his probationary period. If there is any indication from the questionnaire that the position does not belong in the class to which it has been allocated, additional information is obtained from the employee concerned and from his supervisors. If a change in class is indicated, the employee and the department in which he works are notified to that effect.

Reviews of positions may also be instigated by the Civil Service Department, the written request of a permanent employee, or of a department head, whenever, because of changes in the organizational structure of a department, in the duties of a position, or for other reason, a position seems to be allocated improperly. In making a request for the review of a position, the employee or the department head must specify the changes that have occurred in the position since it was last reviewed which in his opinion justify its reallocation. Upon such initiative, the Civil Service Department investigates the duties of the affected position. If the director makes a reallocation or denies an application for reallocation, he notifies the department and the employee affected by the action.

Extremely important for the affected employee and his department to understand in reallocations of positions to different classes is that a reallocated position is considered the same as a vacant one. If an employee's position be reallocated to a higher class, that employee would not automatically gain permanent status in the higher class. Instead, the reallocated position continues only if the department head fills it in accordance with the provisions governing appointment, promotion, demotion or transfer within 60 calendar days following the date of the notice of reallocation of the position. The employee whose position is reallocated continues his status in the former class, but is ineligible to continue in the position in the new class unless he is appointed to that position in accordance with the rules governing the above-mentioned actions. A permanent or probationary employee whose position is reallocated to a higher class for which a promotional list exists, may take the promotional examination, if he has not already done so. In any case in which the incumbent of a position which is reallocated is ineligible to continue in the position in the new class, and is not transferred, promoted, or demoted, the layoff provisions apply. (See section entitled Layoff List.)

The reasons for this restriction on reallocations is evident. If employees whose positions are reallocated to higher classes should automatically gain permanent status in the higher class, the competitive promotional system would be considerably modified. On the other hand, if an employee's status should attach to whatever

class his position happens to be allocated, if the job should be reallocated to a lower class, he would automatically be demoted and lose status in the higher class. Such practices would be unjust and subject to manipulation.

The Civil Service Department reviewed 220 individual positions during the 1951-52 fiscal year. A total of 32 of these were reallocated to higher classes, 35 to lower classes, and 6 to other classes in the same salary range. There was no change of allocation in 124. The study of 23 positions was in the process of completion at the close of the year. These figures do not include the review, by questionnaire only, of the positions held by probationary employees during the year.

THE PAY PLAN

"In no phase of personnel administration is the conflict between employer and employee more apparent than in that of compensation. This generalization applies with equal force to private and to public employment."¹ A comprehensive and well-conceived pay plan provides the tool to minimize this conflict. The passage of the Civil Service Act with the consequent standardization of salaries based on the classification of positions placed the State of Minnesota among the relatively few governmental jurisdictions to have a comprehensive system for the payment of salaries.

The advantages of a standardized pay plan are more forcefully pointed out by a discussion of the results of not having one rather than by a discussion of the merits of such a plan. This is the approach used by Mosher and Kingsley¹ in their treatment of the question. Among the consequences of the failure to deal broadly and constructively with the problem of pay are the following: (1) paying individuals doing the same work in a single organization, a wide range of salaries, which vary in some cases by as much as several thousand dollars; (2) having different scales of pay for different organization units within the same jurisdiction; (3) paying individuals engaged in various types of work the same wage or differentials which in no way reflect the greater or lesser degree of difficulty or responsibility of the positions concerned; (4) maintaining, in some instances, the same salary scales for decades, in spite of changes in the price level and the going rates in the surrounding market.² None of these is compatible with the principle of "equal pay for equal work".

The first step in the development of a pay plan is to determine the broad lines of policy respecting wage levels and the factors to be considered in arriving at them, including such considerations, on the economic side, that the government should pay rates that are roughly comparable with those paid by the best private employers and, on the social side, that even the lowest rates should afford the workers the means for maintaining a minimum standard of living. Next comes the development of the pay plan itself, which is composed of two parts: (1) the pay scales established for each class of positions, and (2) the formal rules for wage administration. These two parts will be considered here with respect to Minnesota's plan for its state classified employees.

As it generally true elsewhere, the pay plan is an administrative function performed by the central personnel agency, in this case, the state Civil Service Department, in cooperation with the financial authority, here the Department of Administration. While the pay plan is developed by an administrative agency, the final adoption is a legislative prerogative, as it is in almost all other jurisdictions.

1. Mosher and Kingsley. Public Personnel Administration, Harper & Brothers, 1936, p. 441.

2. Ibid., p. 443.

The primary job in setting up a pay plan is to collect wage data from private employers and from other public jurisdictions. With such data the government can maintain an equilibrium between its wages and those of private industry. This has been done here using the questionnaire method, in which precise job descriptions are given of "key" positions for which information is asked concerning comparable positions. The information necessary to obtain includes the number of positions; basic wage for each such position; working hours; overtime regulations; provisions concerning annual leave, sick leave, and retirement; special bonuses or incentive systems, and similar data. This information is essential to make possible equitable comparisons. For instance, the same salary reported by two firms for the same kind of job is not actually the same if the length of the work week is different for the two. Key positions are selected to serve as points of reference to which other positions can be related in constructing the pay scales, because it is impossible to obtain data from other employers for all positions represented in the governmental organization. There are quite a few jobs in government service which have no counterparts in private industry. Data collected from other public jurisdictions, of course, help to fill in these gaps.

Given the data on comparable positions then, the job is to assign rates of pay to the classes of positions represented. Some of the main considerations upon which the determination of specific rates depends are the relationships among various classes of positions in terms of duties and responsibilities, the ease or difficulty of recruiting personnel, the probable effect of the prescribed rates upon labor turnover, and the probable promotion rate. Most important of these, and first to be considered, is the maintenance of "internal consistency" - the relationships among the classes in terms of duties and responsibilities. Finally, then, a schedule is worked out, with the lowest rates being paid to persons in classes having the least responsibility and the highest to those demanding the highest level of skills and responsibilities. The others fall in between, due consideration having been given to the other factors, such as recruiting possibilities, turnover, etc. Two exhaustive salary studies have been undertaken in Minnesota Civil Service. The first was in 1940, when the first standard salary plan was adopted; the second in 1944, which resulted in the development of an entirely new plan, incorporating a provision for automatic cost-of-living adjustments. To prevent the plan's becoming out-of-date, surveys are continually being made of selected groups of classes. For instance in the 1950-51 fiscal year the Civil Service Department conducted 16 major salary surveys. These surveys ranged from studies made in private industry of the Twin City area to nation-wide comparisons. It involved classes such as, power engineers, medical technologists, game wardens, key punch operators and electroencephalograph operators. Public Administration Service of Chicago conducted a salary survey for the non-academic employees of the University of Minnesota. Two members of the state Civil Service Department participated in this survey. The results of this study were made available to legislative committees for their use in considering amendments to the state pay plan during the 1951 session of the Legislature. A number of salary studies were conducted during the past fiscal year also. One of these was for the guards in the penal institutions. It was found that, while the salaries in some states are higher than those paid in this state, the work week was either 44 or 48 hours. When these salary rates were compared on the basis of a 40-hour week, which is standard in Minnesota, the Minnesota salaries were higher than all the states surveyed with the exception of Michigan.

The Minnesota salary plan provides a range of compensation for each class of positions. Each range is divided into five equal steps, for purposes of merit increases. There are 38 salary ranges in the plan. The lowest is \$170 to \$195 per month; the highest \$799 to \$879. Range 1 provides a \$25 spread from minimum salary to maximum; Range 38, an \$80 spread. With each divided into five equal steps, Range 1 steps are \$5 a piece, Range 38 steps, \$16 each.

As mentioned earlier, the plan provides for cost-of-living adjustments. With rises of the Bureau of Labor Statistics Consumers' Price Index a specified number of points, steps are added to each salary range uniformly throughout the salary plan. For instance, last July 1 a one-step increase was automatically granted all classified employees, because of a sufficient increase in the cost-of-living index. This means that classes assigned to Range 1 were increased five dollars a month, and to Range 38, \$16 a month. These increases are included in the figures quoted above. An issue which is frequently raised when salary increases are being considered is the fact that classes in the lower ranges receive a lesser dollar increase than those in the higher ranges. The employees union, for example, has sometimes recommended flat raises of \$25 for all employees. The objection to this technique is that it tends to destroy the internal consistency of the pay plan. In time, several such increases would compress the pay plan into a much narrower range, making it impossible to differentiate the classes on the basis of duties and responsibilities. In addition, top salaries paid in government employment have always been renowned for being much lower than can be paid for the same kind of work in private industry. Flat increases only emphasize this discrepancy. A more equitable method is to give graded increases, less for the lower classes and more for the higher ones. This system makes it possible to grant more uniform percentage increases, and does not affect the internal consistency of the plan to as great an extent.

Minnesota is the only state using this flexible device for cost-of-living adjustment of salaries based on the size of the salary range. Since the 1951 legislative session, it is also the only state to pay its department heads in a similar way. Gearing the department heads' salaries to the cost-of-living index serves two purposes: (1) provide a more constant relationship between department heads and classified employees' salaries so they increase and decrease together, and (2) eliminate previous criticisms that department heads' salaries were frozen while classified employees' salaries fluctuated with the Index.

The rules under which the pay plan is administered are adequately explained in the employees' manual, "Off on the Right Foot".

RECOMMENDATIONS OF THE EFFICIENCY IN GOVERNMENT("LITTLE HOOVER") COMMISSION

1. "The so-called 'back-door' to Civil Service should be opened considerably. Department heads should be authorized to discharge civil service employees for cause, after notice and hearing by the appointing authority, except that there should be right of appeal to the Civil Service Board when the employee claims that the dismissal is based on political, racial or religious motives. Discharges by administrative action and decisions with respect thereto by the Civil Service Board should not be subject to review by the courts."

Under the present law, an employee can be dismissed for cause, but has the right of appeal to the Civil Service Board under any circumstances. If the Civil Service Board upholds the action of the department, the employee may take the case to court. The method recommended by the "Little Hoover Commission" is essentially the same as that contained in the Model Civil Service Law.

Bills have been introduced in two or three legislative sessions to enact this amendment of the Civil Service Act, but have never succeeded in passing. Employees seem to feel that the change would impair their security in their jobs, and that wholesale dismissals would result. Figures have been compiled by the Civil Service Department on the number of dismissals during probation, during which the employee has no tenure for comparison with the number of dismissals of permanent employees. Under the present law there are not many more dismissals of probationary employees than of permanent employees. This would seem to indicate that to change the law and open the "back-door" would not result in a wave of dismissals. It is felt that the amendment would be beneficial from a psychological standpoint in stimulating employees to increase their efficiency.

November, 1952

2. "All state officials and employees up to, but not including, the executive head of a department should be under a single civil service system." There is a lack of uniformity of application of the merit system in the state service. The state Highway Patrol has its own system, independent of the regular civil service system, although the patrolmen are required to be selected by examinations conducted by the Civil Service Department. Within the Department of Conservation and the Office of Attorney General, unlike most state departments, division heads are not under civil service.
3. "The Department of Civil Service should be retained as a separate department having a policy-making Civil Service Board and a Director who has full responsibility for administration of the Civil Service program and who is himself under Civil Service. The Director should be appointed by the Governor from a list of three names prepared by the Civil Service Board, as now provided by law." The difference proposed here is that the director be appointed by the Governor rather than by the Civil Service Board. With the safeguard of having three names resulting from examination from which to appoint, it does not make much difference whether the Board or the Governor makes the appointment. From the standpoint of establishing a good relationship between the Governor and the department heads, appointment by him is desirable. So far, this has never been an issue.
4. "Pay schedules for all officers and employees of the state should provide that no subordinate in the state service shall be compensated by the state at a rate greater than the compensation rate of his superior." The pay plan for department heads providing for cost-of-living increases passed by the 1951 Legislature is expected to eliminate this defect.
5. "The State Employees' Retirement Fund and the State Highway Patrol Retirement Fund should be consolidated, and together with the Teachers' Retirement Fund, they should be transferred to the Civil Service Department. The Director of Civil Service should be made ex-officio secretary of both funds and should have responsibility for all so-called 'housekeeping' duties. All ex-officio members of the retirement boards should be replaced by the members of the Civil Service Board, but employees' representatives should continue to serve on the boards as at present.
- "A study should be made to determine the advisability of:
- (a) Early consolidation of all retirement systems for State and local government employees;
 - (b) Utilization of the Federal Social Security program for payment of the portion of the retirement allowance which it will provide, supplemented by a State fund system;
 - (c) Mandatory retirement upon reaching retirement age, unless the head of the employee's department requests continued employment and the Civil Service Department approves."

The last item (c) is already standard practice with the exception of veterans. Veterans, as one of their preference factors, may continue employment beyond the retirement age with or without the department head's approval.

6. "The State should continue preference for veterans. Preference should be available for use only once. It should not be applied to a candidate's examination grade unless he first earns a passing grade. Preference should not exceed a certain number of examination points for an able veteran and a greater number for a disabled veteran. The total of examination grade points plus veterans' preference points should determine the veteran's position on eligible lists. No veteran should go to the head of an eligible list unless his earned grade plus veterans' preference points place him there." (This is the recommendation on veterans' preference supported by the League of Women Voters in its legislative material on Civil Service.)

These five recommendations of the Little Hoover Commission in regard to Civil Service are those which require legislation to effect. Those which can be effected by administrative action have been omitted in order to emphasize the League's legislative program.

ANCHER NELSEN,
LIEUTENANT GOVERNOR



H. Y. TORREY,
SECRETARY OF THE SENATE



State of Minnesota
SENATE

January 26, 1953

Mrs. Arthur B. Down
State Civil Service Chairman
Minnesota League of Women Voters
84 South 10th Street (Room 406)
Minneapolis 3, Minnesota

Dear Mrs. Down:

When I got home last week-end, I found among my mail the very excellent issue of The Articulate Voter relating to Civil Service and Civil Service Reform. I want to thank you very much for doing such a fine job in presenting this information. I wonder if it would be possible for you to send me a dozen copies of that issue? The enclosed chart is certainly a handy way of summarizing the information.

May I thank you also for participating in our conference on this bill. I know your help, particularly with your background in Civil Service work, is going to be pretty important in the committee work during the weeks ahead.

The bill is to be introduced in the House this afternoon with Harold R. Anderson of North Mankato as the principal author and Speaker John Hartle included as one of the authors. It will go in here in the Senate within a day or two, just as soon as we have worked out who the various authors will be.

I regret to say that I have run out of mimeographed copies of our bill, but will send you one within a few days. Since our last meeting, Orville Peterson and I decided to make one further substantial change in order to bring the bill into full conformity with the Little Hoover recommendations. Accordingly, we added a provision that preference could be used once only in State Service and once only in any single political subdivision.

Best regards until we see you over here in the Capitol.

Sincerely yours,

Philip S. Duff Jr.
Philip S. Duff Jr.
Senator, 5th District

P.S. Found copy enclosed

PSD:es



LEAGUE OF
MINNESOTA
MUNICIPALITIES

JAN 21 1953

A BILL

FOR AN ACT RELATING TO PREFERENCE FOR VETERANS IN PUBLIC
EMPLOYMENT; AMENDING MINNESOTA STATUTES 1949, SECTION
197.45, SUBDIVISIONS 2 AND 3, SECTIONS 43.30, 197.46,
197.47, 197.48; REPEALING MINNESOTA STATUTES 1949, SEC-
TION 197.45, SUBDIVISION 1.

BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF MINNESOTA:

Section 1. Subdivision 1. For the purpose of Minnesota Statutes, Sections 43.30, 197.45, 197.46, 197.47, 197.48, the terms defined in subdivisions 2 and 3 shall have the meanings ascribed to them.

Subd. 2. "Veteran" means any person who meets all of the following qualifica-
tions:

(1) Has served on active duty in any branch of the armed forces of (a) the United States during any war or in any campaign or expedition for which a campaign badge has been authorized or (b) any government allied with the United States in World War I or World War II;

(2) Was honorably discharged from the armed forces in which he served;

(3) Is a citizen of the United States and, if his military service was with an allied government, was such citizen at the time of entrance into such service;

(4) Entered military service while a legal resident of Minnesota or has been for five years immediately preceding his application for employment preference a resident of this state and, if a local position is involved, of the political subdivision to which the application is made.

Subd. 3. "Disabled veteran" means a veteran who is rated or certified as dis-
abled to the extent of 10% or more by the United States Veterans' Administration or
by the retirement board of any branch of the armed forces of the United States,
which disability exists at the time preference is claimed.

Subd. 4. "Widow of a veteran" means (1) the unmarried widow of a deceased
veteran or (2) the unmarried widow of any member of the armed forces of the United
States who died during his period of active service and who, had he not so died,

would have (except for the requirement of discharge or release to inactive duty and the five-year residence requirement) been a veteran.

Sec. 2. Minnesota Statutes 1949, Section 43.30 is amended to read:

43.30 Subdivision 1. In ~~all-examinations~~ any examination under this chapter a ~~veterans~~ preference shall be given to ~~soldiers, sailors, nurses, marines, members of Women's Auxiliary Army, Navy, and Marine Corps, and officers of the Military and Naval Forces of the United States, honorably discharged from the Army, Navy, Marine Corps and Women's Auxiliary Army Corps of the United States, who had served in the Civil War, Spanish American War, Philippine Insurrection, China Relief Expedition, World War I and World War II between the United States of America and its Allies, and Germany, Japan, Italy and their Allies, who are citizens of the United States and have been residents of the State of Minnesota five years immediately preceding their application or who enlisted from the State of Minnesota, and to persons who served in the active military or naval service of any government allied with the United States in World War I or World War II, and have been honorably discharged therefrom, and who are citizens of the United States and were such citizens at the time of entrance into such active service, and have been residents of the State of Minnesota five years immediately preceding their application or who enlisted from the State of Minnesota.~~ And the veterans. No veteran thus preferred shall not be disqualified from holding any position in the classified service on account of his age or ~~by reason of~~ any physical disability ~~provided~~ if such age or physical disability does not render him incompetent to perform the duties of the position.

Subd. 2. ~~Recognizing that~~ Training and experience in the service of the government and loyalty and sacrifice for the government are qualifications of merit which ~~cannot be~~ are not readily ~~discovered~~ discoverable by examination, ~~there shall be added to the examination rating of a disabled veteran a credit of ten points, and if such augmented rating gives to such disabled veteran a passing grade and such~~

~~disabled-veteran-is-able-to-perform-the-duties-of-the-position-sought-with-reason-~~
~~able-efficiency,-his-name-shall-be-placed-at-the-head-of-the-eligible-list-for~~
~~such-position.~~ Experience gained in military service shall be properly evaluated
and considered in determining the qualifications for positions to which such exper-
ience is relevant. A veteran taking an examination may make a claim for prefer-
ence at any time prior to the examination and this fact shall be made known to the
person who reads and marks such examination. If such veteran attains a passing
grade in the examination, he shall be given a credit of ten points if he is a dis-
abled veteran and five points otherwise; but no veteran shall receive such credit
after he has, following the effective date of this act, received one state perma-
nent appointment, either original entrance or promotion, from an eligible list
on which he was allowed the additional credit granted by this section.

Subd. 3. There shall be added to the examination rating of all veterans a
credit of five points, and if such augmented rating gives to such If a veteran
entitled to preference receives a passing grade and if such veteran he is able to
perform the duties of the position with reasonable efficiency, his name shall be
placed on the list of eligibles with the names of other eligible persons in the
rank order to which his augmented rating entitles him. The name of When a veteran
with such an augmented rating shall be entered ahead of and a non-veteran when
their ratings are the same have an equal rating, the name of the veteran shall be
entered ahead of the non-veteran.

Subd. 4. The records of the department shall show the examination rating and
preference credit of each veteran who claims a preference. Such veteran or his
representative shall be entitled to examine his own examination papers and the
department record of his examination rating and preference credit.

Subd. 5. Such The preference authorized by subdivision 1 to be given to
veterans is hereby extended to the widows widow of a deceased veterans veteran

and to the spouse of a disabled veteran, who, because of such disability, is unable to qualify for any state or local government position.

~~Subd. 6. The fact that an applicant has claimed a veteran's preference shall not be made known to the examiners and the preference credit shall be added to the examination rating by the director, and the records shall show the examination rating and the preference credit.~~

~~A disabled veteran is one who is rated or certified as disabled by the United States Veterans' Administration, or by the retirement boards of the several branches of the armed forces, and which disability is existing at the time preference is claimed.~~

~~In the event of the rejection by the~~ When an appointing officer of the ~~rejects~~ a person ~~so preferred~~ who claims a preference under this section when the name of such person has been certified for promotion or to fill a vacancy or a new position, ~~the appointing officer~~ he shall ~~forthwith~~ file ~~in writing~~ with the director ~~forthwith~~ the reason for ~~such~~ rejection and shall furnish a copy thereof to the person rejected ~~veteran a copy thereof.~~

Sec. 3. Minnesota Statutes 1949, Section 197.45, Subdivision 1, is hereby repealed.

Sec. 4. Minnesota Statutes 1949, Section 197.45, Subdivision 2, is amended to read:

Subd. 2. ~~That in every public department and upon all public works~~ In the this state, ~~of Minnesota and the counties, cities, towns, villages, school districts, and all other political subdivisions and agencies thereof, honorably discharged veterans shall be~~ and in any county, city, town, village, school district, or other political subdivision, or in any agency thereof, any veteran is entitled to preference in appointments, employment, and promotion in the public service over other applicants therefor. ~~and the person thus preferred~~ Any person receiving

such preference shall not be disqualified from holding any such position mentioned on account of his age or ~~by reason of any~~ physical disability, provided unless such age and or disability ~~does not render~~ renders him incompetent to properly perform properly the duties of the position ~~applied for and~~. When such a veteran shall apply applies for appointment or employment under Sections 197.45 and this section and the position is not in the classified service, the officer, board, or person whose duty it is ~~or may be~~, to appoint or employ such a person to fill such position ~~or place~~, shall make an investigation as to the qualifications of the veteran for the position before appointing or employing anyone to fill such the position, ~~except where said veteran has already been qualified under civil service for the position applied for, make an investigation as to the qualifications of said veteran for such place or position, and~~ If he the veteran is of good moral character, and can properly perform the duties of said the position ~~applied for by him, as hereinbefore provided, said officer, board, or person shall appoint said veteran, he shall be appointed to such position or place of employment.~~

Subd. 3. In When any governmental agency ~~having an~~ has established a civil service or merit system, ~~no inquiry shall be made of any applicant for examination before such examination as to whether or not he is a veteran, nor shall any distinction be made in giving the examination or grading the results thereof on account of the fact that the applicant may be a veteran, provided that this shall not abridge any preference to which such veteran is entitled. All governmental agencies when notifying the applicant that he has passed, shall inform the applicant of the right of a veteran to preference. The proper civil service or merit system authority shall certify his appointment and the appointing authority shall appoint such veteran before any other person is certified or appointed to fill a position for which the veteran has passed the examination. a veteran shall be entitled, in appointment to a position and in promotion to another position in~~

the classified service of such agency, to the same preference as is provided by section 43.30 with respect to employees subject to the provisions of Minnesota Statutes, Chapter 43, which preference shall be exercised in the manner provided by section 43.30. Assertion of a claim for preference shall be barred by the prior use of preference points only when the earlier appointment was to a position in the same political subdivision.

Subd. 4. A refusal to allow the preference provided for in this ~~and the next~~ ~~succeeding~~ section and in section 197.46 to any ~~such honorably discharged~~ veteran entitled thereto, or a reduction of ~~his~~ the compensation of a veteran intended to bring about his resignation or discharge, ~~shall entitle such honorably discharged~~ entitles the veteran to a right of action ~~therefor~~ for damages as well as a remedy in mandamus in any court of competent jurisdiction ~~for damages,~~ and such ~~officer and the persons responsible for such refusal if such~~ If the refusal was wilful, any person responsible therefor shall be personally liable for damages therefor, ~~and also for a remedy for mandamus for righting the wrong.~~ If the veteran recovers damages in such an action, he is entitled to be reimbursed for reasonable attorney fees, which shall be fixed by the court and shall be deemed a part of the costs to be taxed in such action.

Sec. 5. Minnesota Statutes 1949, Section 197.45, Subdivision 3, is amended to read:

Subd. 3- 5. The widows of deceased veterans and the spouses of disabled veterans who, because of such disability, are unable to qualify, shall have All the rights and privileges given to a veteran by this section or by section 197.46 are hereby given to the widow of any veteran and to the spouse of any disabled veteran who is unable to qualify for any state or local government position.

Sec. 6. Minnesota Statutes 1949, Section 197.46, is amended to read:

197.46 Subdivision 1. Any person whose rights may be ~~in any way~~ prejudiced contrary to any ~~of the provisions~~ provision of this section, ~~shall be~~ is entitled

to a writ of mandamus to remedy the wrong.

Subd. 2. ~~No person veteran holding a position or employment by appointment or employment in the State of Minnesota or in the several counties, cities, towns, villages, school districts and all other political subdivisions or agencies thereof, who is an honorably discharged veteran in this state, in any county, city, town, village, school district, or other political subdivision, or in any agency thereof, shall be removed from such position or employment except for incompetency or misconduct shown after a hearing, upon due notice, upon written stated charges, in writing. In all governmental subdivisions having~~ If a governmental subdivision has an established civil service board or commission, or a merit system authority, such hearing for removal or discharge shall be held before such civil service board or merit system authority. Where no such civil service board or commission or merit system authority exists, such hearing shall be heard by a board consisting of three persons appointed as follows: one selected by the governmental subdivision, one by the veteran, and the third by the these two so selected. In the event the two persons so selected do not appoint If the third person is not selected within ten days after the appointment selection of the last of the first two, then, upon application of one of the persons selected, the senior judge of the district court of the county wherein the proceeding is pending, or if there be more than one judge in said county then the judge in chambers, shall have jurisdiction to appoint, and upon application of either or both of the two so selected shall appoint, the third person to the board and the person so appointed by the judge with the first two shall constitute the board.

Subd. 3. ~~The veteran may appeal from the decision of the board upon the charge to the district court by causing from the decision of the board. Within 15 days after the veteran receives notice of the decision he shall cause a written notice of appeal, Stating the grounds thereof, to be served upon the governmental subdivision or officer making the charges within 15 days after~~

~~notice-of-the-decision-and-by-filing.~~ The notice of appeal shall state the grounds for the appeal. He shall file the original notice of appeal with proof of service thereof in-the-office-of with the clerk of the district court within ten days after service thereof.

Subd. 4. Issues of fact shall be framed upon motion of either party and the trial thereof shall be by jury ~~unless,~~ but a trial by jury may be waived.

Subd. 5. The governmental subdivision or officer alleging incompetency or misconduct has the burden of proving incompetency or misconduct shall not upon the governmental subdivision alleging the same.

Subd. 6. ~~Nothing in Sections 197.45 and 197.46 shall not be construed to do~~ not apply to the position of private secretary, teacher, superintendent of schools, ~~or one~~ chief deputy of ~~any elected official or~~ the head of a department or an elected official, or to any person holding a strictly confidential relation to the appointing officer. The appointing officer has the burden of establishing such relationship ~~shall be upon the appointing officer in all proceedings and actions relating thereto~~ in any proceeding or action.

Subd. 7. All officers, boards, commissions, and employees shall conform to, comply with and aid in all proper ways in carrying into effect the provisions of sections 197.45 and 197.46.

Subd. 8. ~~Any wilful violation of such~~ officer, official, or employee who wilfully violates any provision of sections 197.45 and 197.46 ~~by officers, officials, or employees~~ is guilty of a misdemeanor.

Sec. 7. Minnesota Statutes 1949, Section 197.47, is amended to read:

197.47 ~~The provisions of Sections 197.45 and 197.46, known as the "Veterans' Preference Law", shall apply to and govern any appointment, employment, promotion, and or removal of all employees any employee of the state and of all other any employee of any governmental agencies agency within the state enumerated in said~~

such sections, notwithstanding any provision to the contrary in any other ~~existing~~ law or in the charter of any city ~~charter-relating-thereto~~.

Sec. 8. Minnesota Statutes 1949, Section 197.48, is amended to read:

197.48 No provision of any subsequent act relating to any such appointment, employment, promotion, or removal referred to in section 197.47 shall be construed as inconsistent ~~herewith-or~~ with any provision of sections 197.45, ~~and~~ 197.46 and 197.47 unless and except only so far as expressly provided in ~~such~~ that subsequent act that the provisions of these sections shall not be applicable or shall be superseded, modified, amended or repealed.

Every city charter provision ~~hereafter-adopted-with-is~~ inconsistent ~~herewith~~ or with any provision of these sections ~~shall-be~~ is void ~~to-the-extent-of-such~~ inconsistency.

LEAGUE OF MINNESOTA MUNICIPALITIES
15 University of Minnesota Library
Minneapolis 14, Minnesota

FILE COPY

January 30, 1953

To:

League of Women Voters of Minnesota
84 South Tenth Street, Room 406
Minneapolis 2, Minnesota

Mrs. Harold Wilson
League of Women Voters of Minn.
84 So. 10th St.
Minneapolis, Minn.

For your information, we are enclosing copies of the veterans' preference bill recently introduced in both houses of the Minnesota Legislature as H.F. 268 and S.F. 259. With one exception, the bill is substantially in the form approved at the meeting held under Senator Duff's auspices in the League office on December 19, 1952. After that meeting, it was learned that one of the recommendations of the Little Hoover Commission, which was singled out by a committee of the legislative research committee for special consideration at this session of the legislature, was that phase of the Little Hoover report dealing with veterans' preference.

After conferring with one or two important legislators on the subject, Senator Duff decided to have incorporated in his proposed bill, the one feature of the Little Hoover recommendations which was lacking -- namely, the rule that a veteran may use his preference only once. It is quite likely that the mechanics of this feature may have to be spelled out more fully than they are in the bill should the committee decide in favor of retaining this provision.

An early hearing before each of the civil administration committees will be sought. Your suggestions or comments will be appreciated.

Sincerely yours,

Orville C. Peterson

Orville C. Peterson
Attorney

OCP:bw
ENC:

MEMORANDUM

File

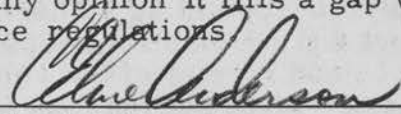
TO: STATE EMPLOYEES
FROM: GOVERNOR ANDERSON
SUBJECT: GRIEVANCE PROCEDURE

August 18, 1953

The following executive order has been filed and is now in effect.

It provides what I have felt was a long needed procedure for making adjustments in situations and disagreements which have arisen between state employees and their supervisors or appointing authorities. Although it is realized that this may not be the perfect solution to problems which may arise, it gives us a basis on which to start. Improvements can be made as experience dictates.

It is my hope that this plan will afford the means of an even better relationship between employees and those in supervisory positions. In my opinion it fills a gap which has existed in solving those problems outside of civil service regulations.


Governor

Executive Order No. C-21

WHEREAS there are certain points of disagreement which arise between employees of the state of Minnesota and their supervisors and/or appointing authorities, and

WHEREAS no procedure for handling such administrative adjustments has been specifically prescribed by law,

NOW, THEREFORE, I, the undersigned C. Elmer Anderson, governor of Minnesota, do hereby order that the following procedure be established to provide an orderly means for considering and resolving grievances and problems relating to conditions of employment in the classified service of the State of Minnesota. This procedure does not displace, deny, or modify any of the rights, privileges, or remedies granted to an employee or appointing authority by the Civil Service Act and Rules. The word "grievance" shall mean a complaint or a view or an opinion pertaining to employment conditions or relationships or their betterment for which solution or redress is not provided for by the Civil Service Rules. Any permanent employee or group of permanent employees who file a grievance in writing shall do so with freedom from coercion, reprisal and discrimination.

Presentation of a Grievance

Informal

The employee shall first take his grievance to his immediate supervisor who shall make a decision within 5 working days.

Formal

If the grievance is not resolved by the immediate supervisor, or a decision is not made by him, the nature of the grievance and the desired solution may be submitted in writing by the employee to his appointing authority. A duplicate copy should be sent to the director of civil service. The director of civil service shall review the grievance promptly to determine whether it is subject to the provisions of the Civil Service Act and Rules. The director shall immediately notify the employee and the appointing authority whether the matter is a responsibility of the Civil Service Department or whether it is outside the scope of the act and rules.

Upon receipt of notice from the director of civil service that the grievance is not subject to the act and rules, the appointing authority shall then have responsibility for settling the grievance and shall inform the employee of his decision in writing within 10 working days. A copy of the decision should be sent to the director of civil service.

Grievance Appeal

If the disposition of the grievance by the appointing authority is not satisfactory to the employee or a decision is not made within 10 working days, the employee may in writing request his appointing authority to refer his grievance to a grievance committee. The request must be filed by the employee within 5 working days after he receives the appointing authority's decision and in any case, not later than 15 working days after he sent the original request to the appointing authority. A copy of the request shall be sent

to the director of civil service.

Appointment of Grievance Committees

When an appointing authority receives a notice from an employee that the solution of a grievance is not satisfactory, he shall assemble a grievance committee within 15 days following receipt of the notice. A grievance committee shall be composed of three members. One member shall be the employee or his representative, the appointing authority or his representative, and the third member, who shall serve as Chairman, shall be selected and mutually agreed upon by the first two. If an agreement cannot be reached, the director of civil service, upon request of the parties, appoint the third member.

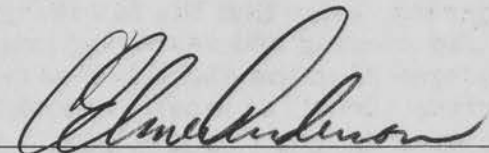
The Chairman of the grievance committee shall schedule a hearing within a reasonable period to be held at a suitable time and place and shall notify his committee members, the employee, the appointing authority, and the director of civil service.

Decisions of Grievance Committees

Within 30 calendar days from the start of a hearing, the grievance committee shall supply the appointing authority with four copies of its report and recommendations. The report and recommendations shall be those approved by the majority of the committee.

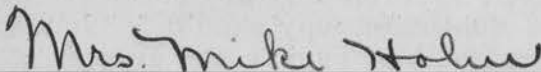
Upon receipt of the committee's report and recommendations, the appointing authority shall put the course of action he intends to follow in writing and shall forward one copy of his decision and one copy of the committee's report and recommendations to the Governor, one to the employee, and one to the director of civil service. The fourth copy shall be kept by the appointing authority.

GREAT SEAL
OF
MINNESOTA



G o v e r n o r

ATTEST:



Secretary of State

November 20, 1953

Miss Ruth H. Mitchell
Hampshire Arms
Minneapolis 4, Minn.

Dear Miss Mitchell:

I presented your letter of October 28th with reference to re-activating the Civil Service Council to the Board at its meeting on November 19th.

The matter was discussed and the Board felt it would be unwise to take active leadership in a Civil Service Council at this time for the following reasons:

1. Civil Service is not on our current agenda; it was placed on the platform at the last State Convention.
2. We know that such activity would involve a great deal of time and effort, which we feel we cannot give, because
3. We have Constitutional Revision as our one-item agenda and plan to do a concentrated job on that for the next biennium, since it is basic to the solution of so many other problems.

As you know, we have always had a deep sustaining interest in civil service, and are very sorry we cannot be of any help at this time.

Sincerely,

Mrs. Basil Young
President

November 10, 1953

Miss Ruth H. Mitchell
Hampshire Arms Hotel
Minneapolis 4, Minn.

Dear Miss Mitchell:

Thanks so much for your letter of October 28th with reference to the Civil Service Council.

Our next Board meeting will be held on November 19th; I will present your letter, together with the other information you sent me, and will let you know their decision after the meeting.

Sincerely,

Mrs. Basil Young
President

Handwritten: 10-28-53
Hampshire Arms
Minneapolis 4, Minnesota.
October 28, 1953

Mrs. Basil Young, President Minnesota League of Women Voters
Essex Building
Minneapolis, Minnesota.

My dear Mrs. Young:

This letter should have been written to you many months ago, when I sent a verbal message to you by Mrs. T.O. Everson who has been your representative on the Civil Service Council.

You may or may not know the history of the Minn. Civil Service Council. When I was President of the Minnesota League of Women Voters, before Minn. had a state civil service system, I felt the need of some sort of citizen help in addition to the L.W.V. if we were to obtain a worthwhile law and department. Representatives of organizations were called together and the Council finally formed of one representative from each state-wide organization which had officially endorsed the principle of civil service. It has always been a very loose organization with no by-laws, dues, etc. I have acted as chairman since the beginning- no elections were ever held.

I believe it is not an overstatement to say that in the early days the Council was most effective, not only in getting a good law enacted but in holding it during some difficult times. However during the past several years, I have felt a great lack of interest in the follow up from Council meetings. The L.W.V. through Mrs. Everson was about the only organization which did any active work.

Over two years ago I called the Council together and said I was resigning from the chairmanship- that the organization had either served its usefulness or needed new leadership. I was unable to get them to act either in declaring the organization dead or in electing a new leader. Last year I called Mrs. Everson and urged her to have the League assume leadership if they felt there was still a need for the Council. She explained that her other interests in the League were drawing her away from Civil Service work. It was then I asked her to take the message to the state organization, as I thought this subject was still on their active agenda.

The enclosed letter from Mr. Watson of the National Civil Service League has again brought this to my attention. I wrote him that I was no longer giving any leadership to the Council but that I would make another attempt to have it called together, if it seemed wise.

For your information I am enclosing, also, a list of the members of the Council who were serving when it last met. I do hope that the state League of Women Voters will consider this matter and talk it over with Mr. Stover, and Mrs. Beard. I shall be delighted to give you any further information which may help you in your decision.

Sincerely,

Ruth H. Mitchell
Ruth H. Mitchell

National Civil Service League

Better Government through Better Personnel

40 EAST 40th STREET
NEW YORK 16, N. Y.
MUrray Hill 9-3544

ORGANIZED 1881

OFFICERS

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NICHOLAS KELLEY
KELLEY, DRYE, NEWHALL &
MAGINNES

Chairman of the Council
ROBERT L. JOHNSON
PRESIDENT
TEMPLE UNIVERSITY

*Chairman,
Executive Committee*
WINSTON PAUL
PRESIDENT
DOMESTIC EXPLORATION
CORPORATION

Treasurer
ESTHER BROMLEY

Executive Director
JAMES R. WATSON

September 9, 1953

Miss Ruth Mitchel
Hampshire Arms Hotel
Minneapolis, Minn.

Dear Miss Mitchel:

I have been advised that the legislature is undertaking some investigations of the State civil service system in Minnesota. It occurs to me that this might be an important thing for the Minnesota Civil Service Council to work on. We believe that it is very important for the citizens groups that support civil service, to aid in constructive criticism and help develop programs for correcting some of the shortcomings of civil service, as well as to fight against the Spoils efforts of civil service enemies.

I don't believe that a citizen organization should be a blind defender of the existing civil service system, or the people running it. On the other hand, it should be definitely concerned about the intent of a legislative investigation. I would be interested in knowing whether or not you think that this is the kind of thing that the council might take a look at.

If there is anyway we can aid, we will be glad to do so.

Sincerely,

James R. Watson
James R. Watson
Executive Director

JRW/ds

EXECUTIVE COMMITTEE

PAUL H. APPLEBY
DEAN, MAXWELL SCHOOL
SYRACUSE UNIVERSITY

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JAMES A. SIMPSON
BIRMINGHAM

CHARLES P. TAFT
CINCINNATI

LEONARD D. WHITE
CHICAGO

Members of the Minnesota Civil Service Council

Advisors-

Dr. Lloyd Short-	Training Center Public Administration	Ma. 8177
	U. of M.	
Mr. Clarence Ludwig-	League of Minn. Municipalities	Ma. 8177
	U. of M.	
Mr. Harold Henderson-	E. 613 First Nat'l Bank Bldg.	Gar. 3102
	St. Paul	
Mr. Wilbur Elston	Mpls. Star Journal	
	(moved to Washington)	

Organizations represented by

Minn. League of Women Voters		
Mrs. T.O. Everson-	1956 East River Terrace, Mpls.	Br. 0701
Minn. Association of Professional Engineers		
Mr. T.S. Thompson-	4332- 29th Ave. So. Mpls.	Dr. 9568
	or	Nes 4688
		ex 246
Minn. Farm Bureau		
Mr. J.S. Jones (now deceased- no-one else appointed)		
Minn. Federation of Labor		
Mr. Paul Knochels-	1042 Edmund Ave. St. Paul 4	Dale 1928
	or Highway Dept. 1246 Un. Ave.	Nes 4688
Minn. Federation of Women's Clubs		
Mrs. A.E. Jacobs -	4924 17th Ave. So. Mpls.	Du 6439
Minn. Parent & Teachers Association		
Mrs. Herbert J. Parker-	5128 Thomas Ave. So.	Wa 0104
Minn. Junior Chamber of Commerce		
Mr. John Thoreen, Attorney-	21 Lumberman's Exchange	
	Stillwater	3150
(has never attended a meeting since appointed)		
Minn. Business & Professional Women		
Mrs. Maude Whitacre-	1025 Goodrich St. Paul	Mu 2371
	or Court of Tax Appeals, State Capitol	
Minn. Conferance of Social Work		
Mrs. Ruth Devney	- Citizens Aid Bldg. Mpls.	Ma 5275
Minn. Educational Association		
Mr. O.J. Jerde-	State Teachers College	
	St. Cloud	

Always present when possible was Helen M. Horr, Hampshire Arms, Mpls. who did the legislative work both while working for the M.W.V. and afterwards.

State Training School
Red Wing, Minnesota
December 15, 1953

Mrs. James Kansalla
1001 Kingman Avenue
Red Wing, Minnesota

Dear Mrs. Kansalla:

Mr. Spille has asked me, in response to your request, to summarize briefly the teacher salary problem as it exists at the Minnesota State Training School.

Those of us who work with institutionalized delinquents are convinced that the need for adequate instruction is equally as urgent among us as it is within the public schools. We feel, although we do not attempt to prove so statistically, that the correlation between quality of instruction and the success of any rehabilitation program is very high, and that therefore institutional teaching staffs should be of the best caliber that is reasonably obtainable.

Most of us readily understand the close relationship that exists in any profession between salary and such prime factors as the general competency of those employed, tenure and stability, professional spirit and growth, and morale. Our contention is that teacher salaries at the State Training School, whether considered from any or all of these points of view, are appallingly inadequate.

The salary range for teachers at our institution extends from a minimum of \$302 per month (\$2718 for the nine months) to a maximum of \$342 (\$3078 for the school term). This compares with a schedule in force during the 1952-53 school year in the Red Wing Public Schools for holders of the bachelor's degree of from \$2900 to \$4200, with an adjustment above schedule of \$300 for married men. It compares also with the desideratum of the Minnesota Education Association of \$3000 as the minimum and \$6000 as the maximum for teachers with this same training, as specified in the official 1952-53 schedule of the Association.

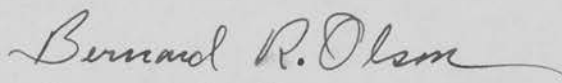
The state Civil Service Department, in an attempt to comply with the salary statute as passed at the last legislative session, has proposed a revised schedule for institution teachers which raises the minimum to \$326 per month and the maximum to \$380. We hold such an increase to be insufficient and to contravene the intent of the Legislature which, we are certain, chose to regard the salary problem from the standpoint of adequacy rather than of simple appeasement.

All members of the present teaching staff at the State Training School are officially certified by the State Board of Education, thus possessing qualifications for teaching in any comparable positions in any public school in the state. It is an imposition, indeed, to expect them, many of whom remain in their present employment through personal considerations unrelated to salary, to maintain professional standards at salaries that are substandard. And it is naïve to suppose that the supply of certified teachers willing to work at subnormal pay rates will remain satisfactorily sufficient during a time of acute teacher shortage such as now exists.

In view of these considerations state institution teachers have offered their own solution, one that, we believe, provides for a fairer readjustment of pay scales. This plan places teachers' salaries in a bracket that includes a bottom of \$340 per month and a top of \$478, and provides for ranges within that bracket applicable to teachers with varying degrees of general and special training. This is the proposal now endorsed by the Teachers' Association of the State Training School.

We sincerely hope this summary and the enclosed informational material will in some measure meet your request for a formulation of our problem. We remain grateful for your interest in us, and we shall greatly appreciate any effort you may feel justified in expending in our behalf.

Very sincerely yours,



Bernard R. Olson
Secretary
Training School Teachers'
Association

RED WING
LEAGUE OF WOMEN VOTERS
— RED WING, MINNESOTA —

Red Wing, Minnesota
December 21, 1953

State League Board:

Recently, a meeting conducted by Minnesota State Training School officials was attended by four League representatives. At that time Mr. Robert Spille, principal of the State Training School, asked that the State League Board be written in order that it determine if Civil Service is being administered properly as regards the current salary situation and present proposals for the school.

Complying with the aforementioned request, the Red Wing League board instructed me to contact the State board. In order to better point out the salary problem existing at the Training School, I have included Mr. Bernard Olson's letter and statistical papers.

Our (LWV) concern rests with the "salary statute" passed in the last legislature (Chapter 717). At the present time, teachers holding a B.A. degree at the Training School are in range 15 (\$302-\$342 per month) under Civil Service. According to the recently passed bill and to information received by the League representatives, teachers would be moved into the 16-21 range. Apparently two salary proposals fall within this range--the Civil Service Proposal (\$326-\$380 per month) and the State Institution Teachers' Proposal (\$360-\$418 per month). The head of the Civil Service Department, Mr. Stover, is the only barrier to the latter proposal upholding that the legislative bill authorizes only the Civil Service Plan.

The Red Wing LWV asks that the State League Board examine Chapter 717 and the conflicting proposals to discover the exact nature and legality of them. This will aid in determining if the Civil Service Department is acting in accordance with the law.

Sincerely,

Mrs. James Lonsella

Secretary, Red Wing LWV

December 28, 1953

Mrs. James Konsella
Secretary, League of Women Voters
1001 Kingman
Red Wing, Minnesota

Dear Mrs. Konsella:

Your letter regarding salary problems of civil service employees of the Red Wing Training School has been forwarded to Mrs. Arthur Down, our state Civil Service Chairman, and Mrs. Basil Young, state president.

You will undoubtedly hear from Mrs. Young sometime after the next state Board meeting which has been tentatively set for January 26.

Sincerely,

Mrs. E. H. Newstrom
Executive Secretary

Mrs. Down: Will you forward to Mrs. Young together with your comments? Thank you.

cc: Mrs. Young
Mrs. Down