

LEGISLATIVE REFERENCE LIBRARY
JK6155.M52 A28
Minnesota. Dept - Report on the civil service system



3 0307 00037 4135

REPORT on the CIVIL
SERVICE SYSTEM
• • for 1939-1940 • •

MINN. DOC.
REFERENCE

JK

6155

A53

1939/40



MINN. DOC.
REFERENCE

~~NOT to be taken from the BUILDING~~
~~ST. PAUL PUBLIC LIBRARY~~

Minnesota State Civil Service Department
St. Paul • November 15, 1940

LEGISLATIVE REFERENCE LIBRARY
645 State Office Building
Saint Paul, Minnesota 55155

JK
6155
.M52
A28
1939/40

STATE OF MINNESOTA

REPORT on THE CIVIL SERVICE SYSTEM for 1939 - 1940

MEMBERS OF THE BOARD

| | | |
|-----------------------------|---|---------------------|
| <i>Wilbur E. Elston</i> | - | <i>Worthington</i> |
| <i>Chairman</i> | | |
| <i>Mrs. Harington Beard</i> | - | <i>Minneapolis</i> |
| <i>Francis W. Russell</i> | - | <i>Cold Springs</i> |

DIRECTOR OF THE STATE CIVIL SERVICE

Kenneth C. Pennebaker

State of Minnesota
Civil Service Department
St. Paul

CIVIL SERVICE BOARD
W. E. ELSTON, CHAIRMAN
MRS. HARRINGTON BEARD
F. W. RUSSELL

November 1, 1940

DIRECTOR
KENNETH C. PENNEBAKER

To: Mr. Wilbur E. Elston, Chairman
Mrs. Harrington Beard, Member
Mr. Francis W. Russell, Member
Minnesota State Civil Service Board

The annual report of the Minnesota State Department of Civil Service is herewith submitted.

The past year has seen the Department of Civil Service put into operation the system of personnel management outlined in the state Civil Service Act. With a majority of the work incident to installation of this program now behind us, it is our hope that succeeding reports of our activities will demonstrate, even more clearly than does the present one, the real gains in general governmental effectiveness as well as in increased employee value which may be obtained through application of the merit principle to governmental personnel procedures.

The accomplishments recorded in this report have been largely made possible by the operation of two factors: the excellent leadership and cooperation received from you, and the loyal and untiring efforts of the staff of the department. We are sincerely grateful for this cooperation and assistance.

Respectfully,



Kenneth C. Pennebaker
Director



State of Minnesota
Civil Service Department
St. Paul

November 15, 1940

DIRECTOR
KENNETH C. PENNEBAKER

CIVIL SERVICE BOARD
W. E. ELSTON, CHAIRMAN
MRS. HARRINGTON BEARD
F. W. RUSSELL

Honorable Harold E. Stassen
Governor
State of Minnesota
State Capitol

Dear Governor Stassen:

As required by the Civil Service Law we are transmitting to you herewith a report prepared by the Director of Civil Service covering the activities of the department of Civil Service from October 1939 to October 1940.

It is our opinion that the report is an accurate account of the activities of the department and we cannot help but feel that anyone carefully reviewing these events will be thoroughly impressed by the exceptional record of accomplishment during this period. As members of the Civil Service Board we have been in a position to observe at first hand the fact that this record could not have been made without the expenditure of an exceptional amount of time and energy over and above that usually required in maintaining the ordinary operations of the state government.

We wish to express our gratitude to you for your public statements in support of civil service and your declarations and actions in opposition to efforts to defeat its effectiveness. Only through such positive support can civil service best accomplish its worthwhile objectives.

Respectfully submitted,

W. E. Elston

Mrs. Harrington Beard

F. W. Russell

STATE CIVIL SERVICE BOARD

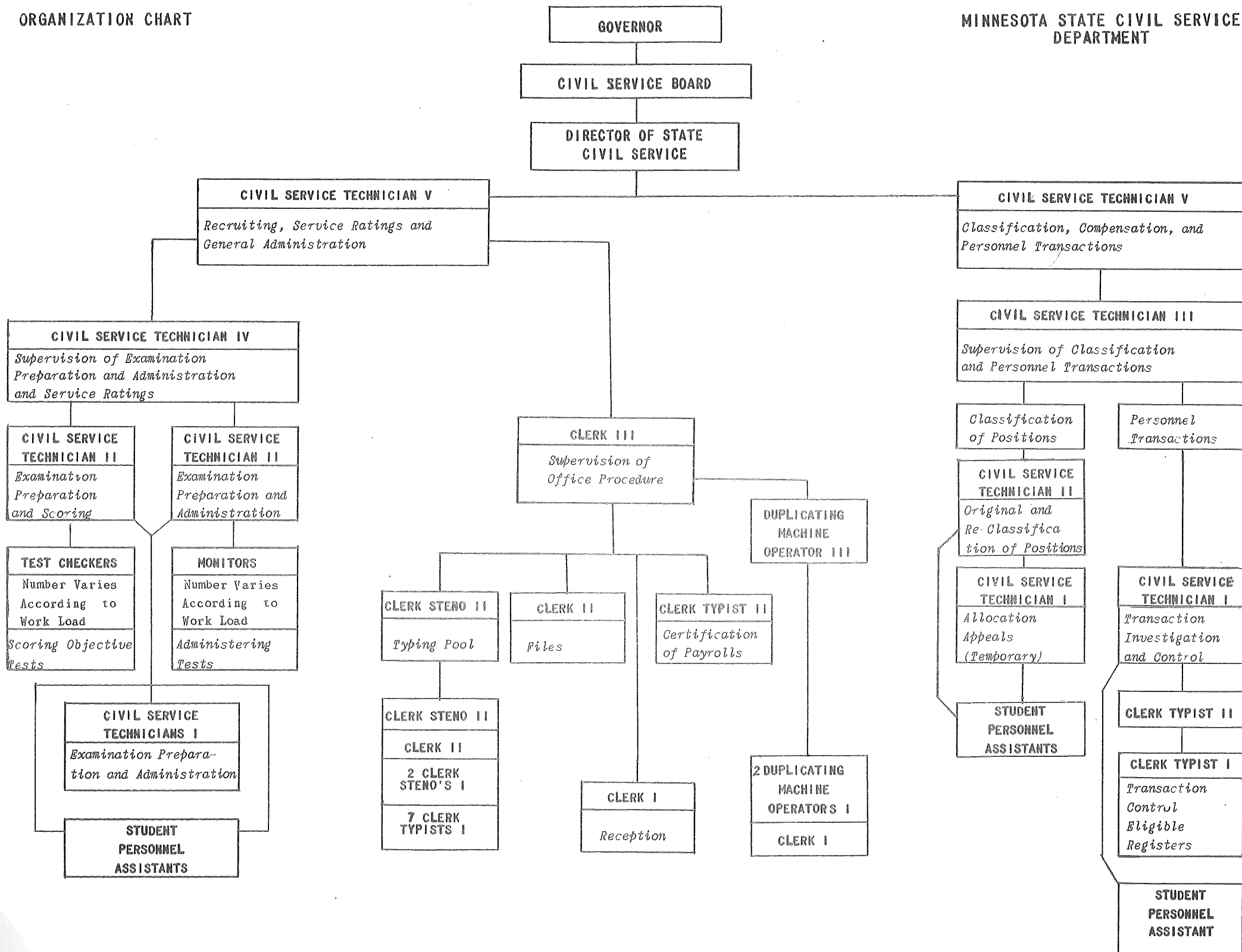


C O N T E N T S

| | Page |
|---|-------|
| Civil Service in the United States..... | 1 |
| Civil Service Proposals in the Minnesota State Legislature..... | 3 |
| Chronological Review of Progress under the 1939 Minnesota State Civil Service Act..... | 6 |
| Staff Activities..... | 14 |
| Board Activities..... | 17 |
| Legal Interpretations of the Civil Service Act..... | 20 |
| Civil Service Saves Money..... | 27 |
| The Future..... | 30 |
| Operating Statistics..... | I-XIX |

ORGANIZATION CHART

MINNESOTA STATE CIVIL SERVICE DEPARTMENT



CIVIL SERVICE IN THE UNITED STATES

A brief survey of civil service in the United States is timely and of increasing value because of the expansion of the merit system in various governmental jurisdictions.

The United States Civil Service Commission authorized by the Pendleton Act of 1883 was the first merit system agency to be established in the United States. The importance and the magnitude of the work of this commission is evidenced by the fact that of 932,305 employees in the Federal Executive Civil Service on December, 1939, 660,594 or 78.9% were in the competitive classified service.

Seventeen states operate merit systems for the selection and management of employees in almost all state departments. These are Alabama, California, Colorado, Connecticut, Illinois, Louisiana, Maine, Maryland, Massachusetts, Michigan, Minnesota, New Jersey, New York, Ohio, Rhode Island, Tennessee and Wisconsin. New Mexico has placed under civil service a large number of its state employees in certain institutions and departments. Kentucky, Virginia, and North Carolina have established personnel programs which include many of the functions of civil service agencies but the systems have not uniformly provided for competitive examinations and consequently are not included directly in the census of states operating under the merit systems. In addition, under the recent amendment to the Social Security Act which took effect January 1, 1940, the Federal Social Security Board is empowered to establish merit system standards for all state and local government employees engaged in Social Security programs and to withhold grants-in-aid from governments which do not conform to such standards.

While 173 counties of the United States are under some form of merit system, only 12 maintain their own civil service agency. Personnel functions for the remaining 161 counties located in 4 states are performed by state personnel agencies.

The growth in number of city civil service commissions has been steady since 1884. The 869 cities reporting merit systems on May 1, 1940 represents an increase of 28.9% over the figure of 674 cities which reported merit systems in 1937. The great increase in these merit systems lies in the group of cities having populations of less than 100,000 persons. That this trend will continue is evidenced by the 1940 civil service census which shows that 79 or 84.9% of the cities of 100,000 or more in population have established the merit system as a basis for the selection and retention of their personnel.

The gains made in the extension of the merit system in government are attributed to many factors. Probably the most important of these is the increasing recognition by the public that they are entitled to have their governmental activities handled in a business-like and impartial manner and that modern public personnel administration does this. Because this is true, further extensions of the merit system are anticipated at all levels of government.

CIVIL SERVICE PROPOSALS
in the
Minnesota State Legislature

A half century before enactment of the present state-wide civil service statute, a bill proposing the establishment of a state civil service system was introduced in the Senate in 1889 but failed of passage. Six years later a bill proposing both state and city civil service was introduced in the Senate and passed by a large plurality but did not come to a vote in the House of Representatives.

Considerable impetus was next given civil service in 1911 by the interest of the three larger cities of the state and by the governor's proposal that qualification and fitness be the only requirement for appointment to the state service. A bill proposing state civil service was introduced in the House of Representatives that year but it failed to come out of committee when the committee reported back a bill of its own which was placed on general orders but never came to vote. Following the failure of passage of civil service bills introduced in both the House of Representatives and Senate in 1913, Governor A. O. Eberhart, after the 1913 legislative session, appointed a commission of thirty citizens who, after a careful survey, made a comprehensive report to the 1915 session of the legislature recommending a complete reorganization of the State government and embodying its recommendations in a carefully prepared and comprehensive administrative code.

The declared object of the commission was "to recommend the plan by which work of the State government, whatever it is now or may be in the future, may be done well and done economically." To this end the work of the commission embraced three main features:

1. Reorganization of the executive service.
2. The merit system of civil service.
3. The budget system of appropriating money.

In the words of the commission's preliminary report of May 25, 1914 - "As a protection against possible abuse of power resulting from the centralization of authority in the governor, and the directors of the department, the commission considers the merit system essential.

Under the commission's plan all state employees from the lowest up to and including the heads of bureaus who stand next under the director - will be appointed under the civil service examination system and will be protected from removal for political or other improper reasons."

A further reason for inclusion of the merit system proposal is found in the preamble contained in the committee's final report of November, 1914: ". . . . and whereas, it is believed that the public funds will be spent more profitably if regard is had solely to merit appointment."

The proposal provided for a three-member civil service board appointed by the Governor with the consent of the Senate for a six-year term, and removable only for neglect of duty or malfeasance in office, a commissioner of civil service; three forms of examinations (open competitive, limited competitive, non-competitive); certification of three persons standing first on examination eligible lists, temporary employments, establishment of classes, ranks and grades, promotion, transfer, removal and demotion, reinstatement, efficiency ratings and a prohibition of political assessments.

Although the proposed code was not adopted, a bill was subsequently passed providing for an executive budget.

The publicity given civil service by the Economy and Efficiency Commission, coupled with the continuing example of civil service in operation in the three large cities of the state, resulted in State Civil Service being at least discussed in every session of the legislature from 1915 to 1925 when the next major proposal appeared. The 1925 report of the Interim Committee to the House of Representatives on the subject of the reorganization of the state government recognized:

"That there is a lack of any proper classification or standardization of employment or of salaries, wages, hours or titles of employees, a lack of reciprocity between departments and the use of employees and no merit system provided by law for the selection thereof. Hence inequalities appear in salaries and working hours of employees rendering similar service in the different departments."

To remedy this the committee proposed:

"That the Board (of the Department of Administration and Finance) have the power to appoint and fix the salary of a Director of Personnel to hold office at the pleasure of the Board and administer the provisions of a civil service code providing a merit system for the selection of state employees - - -, and the power to determine the classes, grades and titles of the employees of the various departments and agencies of the State Government and the Institutions under their control; to fix the

salary scales for the various classes, grades and titles of the employees of such departments, agencies, and institutions; to require a complete record of the officers, assistants and employees appointed thereby or employed therein, and to require the salaries of the same to be in conformity with the scale of compensation established hereunder, to certify all payrolls thereof; to transfer employees temporarily from one department or service to another when necessary to expedite the work of any department or agency."

While the merit system features were eliminated, Chapter 422, Laws of 1925 authorized the Commission of Administration and Finance to determine the classes, grades and titles of certain state agencies and to fix the salary scales of these agencies. The comptroller in 1926 interpreted his power as limited to perfunctory classification and it was not until January 2, 1935 that the Commission of Administration established by order the first comprehensive classification of state employees under the control of the Commission (this excluded a substantial number of state employees who were not under the control of the Commission of Administration). A provision of the 1935 appropriation bill made the classification scheme and the accompanying salary scales inoperative.

Bills were introduced in both the House of Representatives and the Senate proposing the creation of a Department of Civil Service in 1933, at the regular session in 1935 and at the extra session of 1935 and 1936. These bills, however, lacked sufficient support to be enacted into law.

1936 marked the organization of the Minnesota Civil Service Council. This council, composed of representatives of civic and other organizations interested in civil service for the State of Minnesota, made a comprehensive study of previous Minnesota merit system proposals and the Civil Service Acts of other governmental jurisdictions. Bills expressing the results of the research of the council were introduced in 1937 in the House of Representatives and the Senate and were, together with other merit system bills, given serious consideration by both legislative bodies. Although there seemed to be basic agreement regarding the desirability of civil service for the State of Minnesota, general accord was not reached regarding the particular form of organization and as a result no statute was enacted creating a Department of Civil Service.

On April 22, 1939 after favorable action by the House of Representatives and the Senate and signature by the Governor, a bill providing for a statewide civil service system became law.

A Chronological Review of Progress Under the 1939 Minnesota State Civil Service Act

February 13, 1939

The Civil Service Bill, House File Number 601, introduced.

February 27, 1939

House File 601 passed by the House of Representatives.

March 31, 1939

House File 601 passed by Senate and sent to conference committee.

April 18, 1939

House File 601 passed by both houses of the legislature.

April 22, 1939

On this date Governor Harold E. Stassen signed the State Civil Service Act which became effective immediately. This Act created the Department of Civil Service, a Civil Service Board, authorized the appointment of a Director through examination, and otherwise provided the essentials of a merit system for more than 10,000 classified employees. Different categories of incumbent state employees were granted varying degrees of civil service status. For example, on this date 1,483 veterans attained permanent civil service status and approximately 3,958 employees were granted permanent status subject only to a six months' probationary period.

May 19, 1939

As required by the Act the Governor appointed three members to the Civil Service Board within 30 days following the bill's enactment. The following appointments were made:

Mr. Francis W. Russell, Attorney, to a six-year term.

Mrs. Harington Beard, Active Member of the State League of Women Voters, to a four-year term.

Mr. Wilbur E. Elston, Newspaper Editor, to a two-year term.

Board Members are paid \$15.00 per day and necessary expenses and may meet as often as necessary during the first two years. After the first two years they may not be paid for more than 30 meetings in any year.

May 22, 1939

The Civil Service Board held its first meeting and elected Mrs. Beard chairman.

May 29, 1939

The Board, as required by the Act, appointed a committee of three members to prepare the examination for the position of Director of the State Civil Service. Dr. Lloyd M. Short, Professor of Political Science and Director of the Training Center for Public Administration of the University of Minnesota, Mr. C. C. Ludwig, Associate Professor of Political Science and Director of the Municipal Reference Bureau, University of Minnesota and Executive Secretary of the League of Minnesota Municipalities, and Mr. David V. Jennings, President of the Civil Service Assembly of the United States and Canada and Chief Examiner of the Milwaukee County Civil Service Commission, were appointed as members of the special examination committee. The committee received 62 applications from 16 states, the District of Columbia and the Canal Zone.

June 16, 1939

The Board temporarily engaged Public Administration Service of Chicago for preliminary studies on classification and compensation.

July 11, 1939

The written examination was held for the position of Director.

August 1, 1939

After this date all persons entering the State service became subject to open competitive examinations. Persons holding appointments on this date, not falling within the category of veterans attaining status on April 22, 1939 or persons employed for five years or more on April 22, became eligible to take a qualifying examination based on the duties of the position which they occupied on this date or on the date of the examination. Persons successful in the qualifying examination hold their positions subject to a probationary period of six months.

August 2, 1939

The examining committee certified to the Civil Service Board the three highest ranking competitors in the examination for Director.

August 9, 1939

The Board appointed Mr. Kenneth C. Pennebaker, former Michigan State Personnel Director and highest ranking competitor on the examination, as director.

August 16, 1939

The director entered on the duties of his position.

September 1939 to March 1940

During this period the staff of the department was assembled by the director. All of the clerical staff were selected from Minnesota residents, and in nearly all cases from eligible registers established by other jurisdictions such as the Federal Civil Service Commission, the St. Paul Civil Service Bureau, and the Minneapolis Civil Service Commission. One examiner, a member of the Minneapolis Civil Service Commission staff, was secured and given civil service status, as provided by the Civil Service Act, through transfer to the state department. Two other members of the technical staff were secured from the state service, one of whom had had previous service with the St. Paul Civil Service Bureau, and the other, who had been Executive Secretary of the Duluth Civil Service Board. Six young men from the University of Minnesota or other colleges within the state were secured as student personnel assistants, and three personnel technicians with recent specialized experience in the installation of statewide merit systems under laws similar to that of Minnesota were secured from other states on a provisional basis. For a short period of time, the services of Miss Ernestine Donaldson, Assistant Professor of Secretarial Training at the University of Minnesota and a specialist on office methods, procedures, and equipment, were secured on a part-time consultant basis. Professor Donaldson's efforts aided materially in saving many hundreds of dollars in the purchase of new equipment and in making the most efficient use of clerical personnel in connection with non-technical departmental operations.

October 1, 1939

On this date the classification and compensation study contract was awarded to Public Administration Service of Chicago, a non-profit corporation which supplies technical consultive assistance in the field of governmental administration. It makes administrative surveys, reorganizations, and installations of improved systems and procedures.

As required by the law, the classification plan outlines the duties and responsibilities of the various classes of positions within the state service, and the salary schedule is developed in accordance with the concept of equal pay for equal work and is based upon data secured from private industry and other governments such as cities, counties, nearby states and the Federal government. The classification plan, forming as it does the foundation upon which all governmental personnel systems are constructed, is a most important part of the civil service program. It represents the basis for the examination processes, for the uniform designation of like positions, for the payment of salaries, and for the development of in-service training programs. The plan, after it is developed, presents for the first time a complete and accurate picture of the various employments required to operate the complex structure of the state government.

October 22, 1939

On this date 3,944 employees were certified as satisfactory and granted permanent civil service status following a probationary period of six months. This number was comprised of employees who had been in the state service for five years or more prior to April 22, 1939 and also included employees of the Minnesota State Employment Service who had taken and passed a civil service examination conducted by the United States Employment Service. Fourteen employees were not so certified and under the provisions of the act were separated from the state service.

December 13, 1939

The Board conducted the first hearing on the Civil Service Rules. The hearing was adjourned to January 3, 1940 to permit further study of the proposed rules and the submission of additional suggestions for revisions. In connection with the preparation of the rules numerous conferences had been held with departmental administrative officers, groups of employees, individual employees, professional and employee organizations and other interested individuals and groups.

December 16, 1939

The first open competitive examination was given to 945 candidates for the position of Highway Patrolman. On January 22 and 23, 1940 the highest ranking 57 candidates were given oral and medical examinations. The eligible list was

issued February 10, 1940. The 25 eligibles ranking highest on the register were selected to attend a training school for a period of three months. At the end of the training school period the final eligible register was created from which ten men were appointed as highway patrolmen. The Civil Service Act places highway patrolmen in the unclassified service, providing, however, that their selection and appointment are to be made in the same manner as other appointments to the classified service.

January 3, 1940

The second and final hearing on the proposed rules was held by the Board. The Board then undertook to consider and analyze all suggestions presented at the hearings.

March 15, 1940

The Department moved into permanent quarters on the first floor of the State Office Building. Prior to this date the department had operated under difficult conditions in scattered rooms and corridors in the State Capitol.

April 5, 1940

The Board held the hearing on the classification plan which recognized approximately 635 classes of work for more than ten thousand classified employees. For each class of work, class specifications were prepared in which, among other things, the kind of work, essential requirements, and desirable preparation were indicated for positions within the class. Classes were divided into nine services: Agriculture and Conservation, Clerical and Administrative, Construction and Trades, Custodial and Maintenance, Education, Engineering, Health, Legal and Law Enforcement, and Welfare.

April 10, 1940

The Board adopted the rules and the classification plan. On April 11 copies of the rules were mailed to department heads and other interested persons. Shortly after this date between 10,000 and 11,000 notices of position allocations were mailed to state employees. The law provided for the submission of appeals from allocations within a thirty-day period. At the end of this period, 1,850 such appeals had been submitted to the Board for their consideration.

April 13, 1940

On this date 3,700 qualifying examinations were administered in 43 centers throughout the state. Because of the un-

usual provisions of the law entitling the employee to take an examination based specifically upon the duties and responsibilities of the position which he held on August 1, 1939 or on the date of the examination, it was necessary to prepare approximately 1,200 distinctly different examinations. The qualifying examination consisted of two parts: a written examination on the duties of the job, and a report of employee performance given by the head of the department in which the employee was working. Ten different types of report of employee performance covering the various types of state employment were developed for this specific purpose. The grading of all written test papers was done by trained personnel examiners.

May 1, 1940

The Board took action on approximately 500 out of the total of 1,850 allocation appeals.

May 11, 1940

759 qualifying examinations were administered in 42 centers throughout the state. This involved the preparation of approximately 250 different examinations. This second group of examinations was given to examine employees who were sick, on vacation, or otherwise absent on the date of the first qualifying examination.

May 13, 1940

The proposed compensation plan was presented to the Board. A comprehensive study of rates of pay had been made by Public Administration Service. This study covered salaries of present employees, employees in private industries in the state, in other states, cities and other related data. A minimum and maximum rate was set for each class of positions. Statistical material relating to the effect of the compensation plan on the state budget for departments and institutions was presented to the Board.

May 27, 1940

As required by the Act, the Board held a public hearing on the compensation plan. At the hearing, employee unions, taxpayers associations, professional organizations, department officials, individual employees, and others made suggestions for changes in the proposed plan. The Board immediately took under consideration the large number of suggestions offered at the hearing.

June 9, 1940

The compensation plan was revised in some respects and presented to the Board for final consideration.

June 11, 1940

The Bureau of Criminal Apprehension appointed the top ranking candidates from the examination for Highway Patrol Officer following the training course. The Bureau, at the time of these appointments, expressed its satisfaction with the examination process and the caliber of men obtained through it.

June 12, 1940

The Legislative Emergency Committee earmarked for the use of the Civil Service Department for the fiscal year 1940-1941 an additional sum of \$10,000.

June 24, 1940

All state departments were mailed copies of new personnel transaction forms and requested to handle all personnel matters in the future through the use of the appropriate form. Only through the adoption of specialized forms is it considered possible to properly coordinate classification, compensation, appointments, changes in employees' status, and other personnel transactions in an efficient manner.

June 25, 1940

Qualifying examination results were announced and employees successful in the examination began a six months' probationary period.

July, 1940

The Board elected Mr. Wilbur Elston as chairman for a term of one year.

August, 1940

Announcements were made of 12 open competitive examinations. Open competitive examinations will be announced and held as rapidly as staff and time permit. In this manner it will be possible to replace 500 provisional appointees in approximately 200 classes. All publicity media and other facilities will be utilized to encourage competition by every interested Minnesota citizen.

August 19, 1940

The Board adopted the compensation plan and, in accordance with the Civil Service and Reorganization Acts, ordered its immediate transmission to the Commissioner of Administration for consideration by him and the Legislative Emergency Committee.

September, 1940

Five open competitive examinations were announced. These included announcements for clerical and stenographic classes, for which 6,842 applications were received. Numerous conferences with department supervisors, employees, and others were held in connection with the continued efforts being made to dispose of allocation appeals. Announcement was made of first promotional examinations for clerical classes.

September 23, 1940

The compensation plan was presented to the Legislative Emergency Committee for its consideration.

STAFF ACTIVITIES

The installation of any civil service system and particularly one concerned with more than 10,000 classified employees in a jurisdiction covering an area as large as the state of Minnesota involves the expenditure of extra staff effort over a long period of time. In order to attain the objectives outlined in the act and to meet the time limits imposed therein it was necessary for the staff of technicians and personnel assistants, averaging 13 employees, to contribute 4,383 hours of overtime from October, 1939 through September, 1940. During the same period the clerical staff of 26 employees contributed 1,593 hours of overtime. No compensation was allowed for this overtime work.

During the fall of 1939 and the first six months of 1940 the department received approximately 90 requests to furnish speakers on the subject of civil service in Minnesota. In every instance in which it was at all possible to do so, the request was accepted by either the director or one of the two division heads. During this period the fundamentals of civil service, the requirements of the Minnesota law and the progress of its installation were reported to professional societies, university classes, civic organizations, employee unions, departmental meetings, political organizations, and other groups. Addresses were made in all parts of the state and before several audiences with four or five hundred persons in attendance. On several occasions the director was interviewed, on regular radio programs, concerning the nature and progress of the merit system in the state government.

Staff members were impressed by the widespread interest shown in civil service by citizens as well as by employees of the state. Some difficulty was encountered in finding time to meet with interested groups but it is thought that extended efforts in this direction have been well worth the effort.

Several members of the staff attended the 1939 and 1940 annual meetings of the Civil Service Assembly of the United States and Canada and the 1940 regional meeting at which the director was elected Chairman of the Central Regional Conference of the Assembly for the year 1941. At each of these meetings the director acted as one of the panel discussion chairmen and several of the staff members were panel discussion participants.

A program of training for Student Personnel Assistants in the department utilizing the seminar method was undertaken during the year. Members of the staff of the department conducted this

training course with the cooperation of special guest lecturers. Among the guest speakers were:

Dr. Lloyd Short, Director, Public Administration Training Center, University of Minnesota; Professor C. C. Ludwig, Executive Secretary, League of Minnesota Municipalities; Portia Weeks, Assistant Personnel Officer, Division of Social Welfare; Frank X. Novak, representing Local 10 of the American Federation of State, County and Municipal Employees; Dr. John Darley, University of Minnesota Testing Bureau; Professor Donald Paterson, Psychology Department of the University of Minnesota.

The seminars were coordinated with the work of the Student Personnel Assistants and, at the end of the course, an examination was given to this group to determine eligibility for promotion.

A wide variety of subjects was covered by the seminars, including technical aspects of public personnel administration such as Position Classification, Recruiting, Service Ratings and Testing Research and Statistics as well as other more general subjects such as Local Personnel Administration in Minnesota, the Place of Personnel Administration in Public Administration, Employees' Organizations, Legal Aspects of Personnel Administration, Civil Service Rules, Operating Personnel Problems, Management and Systems, Problems of Personnel Agencies, Public Relations and Public Reporting of Personnel Agencies and the Reorganization of the Minnesota State Government.

The course was utilized by the University of Minnesota through granting academic credit to students majoring in psychology who attended the seminar and worked one day a week in the Department of Civil Service. This plan is being continued and expanded in the 1940-41 school year.

During the year the director and members of the staff contributed leading articles to such periodicals as Minnesota Municipalities, Proceedings of the Civil Service Assembly for 1939, and the Public Personnel Review and two members of the staff were appointed as article abstractors for the Review.

The extension of the merit system throughout the country, as mentioned elsewhere in this report, has inevitably further increased the demand for trained and experienced public personnel workers.

Insofar as the Minnesota State Civil Service Department had succeeded in its efforts to place highly competent persons on its staff, it was natural that it should feel the effects of this demand.

Several staff members applied for nation-wide examinations for positions within the New York State Civil Service department. As a result of these examinations two of the staff placed first and third in an examination for one of the top positions open. The employee who placed first received but declined an offer of appointment. In another case, a member of the staff was offered a permanent position with the largest consulting agency in the field of public administration. Two other employees were asked to aid in the classification of the positions in a large federal agency. In each case, the employee was offered a higher salary than he was receiving from this department. Declination, in every case, of such offers by the employees concerned exemplifies the interest in, and loyalty to, the Minnesota state civil service program necessary to the success of any such enterprise.

BOARD ACTIVITIES

On May 19, 1939, the Governor of the State of Minnesota under the provisions of the Civil Service Act made the following appointments to the first Civil Service Board:

1. Mr. Francis W. Russell to a six-year term. Mr. Russell is a practicing attorney with his law office and residence at Cold Springs, Minnesota.
2. Mrs. Harington Beard to a four-year term. Mrs. Beard, a resident of Minneapolis, had engaged for some time prior to her appointment to the Board in the civil service activities of the Minnesota League of Women Voters. Mrs. Beard was state Civil Service chairman for the League and was also the representative of the League on the Civil Service Council. She was selected by the Board to be its first chairman and acted in that capacity from May 22, 1939 to July, 1940.
3. Mr. Wilbur E. Elston to a two-year term. Mr. Elston is a newspaper editor and resides at Worthington, Minnesota. He has been chairman of the Board since July, 1940.

The first meeting of the Board was held on May 22, 1939 in the office of the Secretary of the Senate. This meeting and the immediately subsequent meetings held in Room 306 of the State Capitol were devoted largely to the problem of selection of an examining committee to conduct the examination for the position of Director of Civil Service and to conferences to secure information essential to the establishment of policies under the Civil Service Act.

Recognizing the desirability of early selection of a director, the Board, on May 29, 1939, announced the appointment of the special examining committee. This examining committee through prompt action held the written examination for the position of director on July 11, 1939 and certified to the Board the three highest ranking competitors in the examination on August 2, 1939. On August 9, 1939 the Board announced the appointment of the highest ranking competitor who entered upon the duties of the position of director on August 16, 1939.

One of the early problems requiring the attention of the Board was the necessity for initiating the work incident to the establishment

of a classification plan. Recognizing the fact that the act vests in the director responsibility for developing and proposing classification and compensation plans, the Board believed that preliminary information basic to the development of these plans should be secured at the earliest possible date in order that the work of the director in these matters might be facilitated. To this end the Board on June 16, 1939 temporarily engaged Public Administration Service of Chicago for preliminary studies on classification and compensation. It was agreed that this preliminary study would be confined entirely to a collection of basic facts and information and that no action would be taken to develop classification or compensation plans.

Prior to August 16, 1939 it was necessary for the Board to assume temporarily a number of administrative responsibilities in addition to its regular duties of policy determination and establishment of Board procedures and its important function of hearing disciplinary actions under the provisions of section 24 of the Civil Service Act. Upon arrival of the director on August 16 the Board was relieved of the heavy administrative responsibilities which it had assumed and proceeded with the relatively large number of disciplinary hearings which had accumulated.

The Board conducted the first public hearing on the Civil Service Rules on December 13, 1939 and the second and final hearing on January 3, 1940. On April 5, 1940 the public hearing on the classification plan was held and on April 10, 1940 both the rules and the classification plan were adopted by the Board.

May 27, 1940 was the date of the public hearing on the compensation plan which had been presented to the Board by the Director on May 13, 1940. The plan was adopted by the Board on August 19, 1940 and was immediately transmitted to the Commissioner of Administration for his consideration and for transmission to the Legislative Emergency Committee.

Interest in the Rules and Classification and Compensation Plans was evidenced by the large number of persons attending each of these hearings. Many suggestions were offered at each of the hearings, and the Rules and Plans adopted represented modification of the original proposals made necessary or desirable after careful consideration and analysis of these suggestions.

The Board is at present engaged in the consideration of final allocation appeals. This is the last of the major problems arising primarily from the installation of the new civil service system.

An analysis of the minutes of the meetings of the Civil Service Board from May 22, 1939 through October 1, 1940 discloses that the Board has held sixty-nine meetings during this period of time, devoting a total of approximately 442 hours to the Board meetings. This does not, of course, include the considerable amount of time exclusive of meeting time devoted by the individual Board members to consideration of the problems of civil service, to correspondence and to attendance at meetings to describe and speak on civil service in Minnesota. Roughly dividing the total of 442 hours in session into broad major categories we find the approximate distribution of the meeting time of the Board to be as follows:

| | |
|--|-----------|
| Requests for Hearing, Disciplinary Hearings and Decisions | 173 hours |
| Administrative Problems..... | 70 hours |
| Policy procedures, organization..... | 48 hours |
| Classification Plan and Allocation Appeals. | 68 hours |
| Rules..... | 30 hours |
| Compensation Plan..... | 27 hours |
| Selection of Director..... | 26 hours |

It is evident that a considerable portion of the meeting time of the Board remaining in 1940 will be required for consideration of allocation appeals but it is anticipated that the majority of the Board's meeting time thereafter will be devoted to determination of policy, disciplinary hearings and necessary investigations arising in the normal process of operation of an established civil service system.

LEGAL INTERPRETATIONS OF THE CIVIL SERVICE ACT

Any new law putting into effect a new concept in a government's internal operations and affecting the conditions of employment of a large number of employees might be expected to require many interpretations of its terms by the proper legal authorities. This has been true of the Minnesota State Civil Service Act. In the court actions in which the Civil Service Board has been a party and which have been decided, the Board has been sustained in every case except one in which the Board's interpretation of the time limits set in the Act for hearings on disciplinary actions was corrected by the court. Several of the district court decisions have been appealed and no final determination has been made to date.

The Civil Service Department has found it necessary to enlist the aid of its attorney, the Attorney General of the State of Minnesota, in interpreting the act under which it operates. The Attorney General's office has cooperated to the fullest extent on this large number of requests for opinions.

Data on the court decisions and Attorney General's opinions is given below:

Court Actions in which the Civil Service Board, Director and/or Department Have Been a Party

1. Clare Kunz
 - (a) Court - Supreme Court
 - (b) Subject of suit - Termination before 8-1-39 due to abolition of position
 - (c) Type of action - Mandamus
 - (d) Result - Judgment affirmed

2. Leslie J. Minter
 - (a) Court - District Court - 2nd Judicial District
 - (b) Subject of suit - Soldiers Preference
 - (c) Type of action - Mandamus
 - (d) Result - Action withdrawn

3. Robert Kane
 - (a) Court - Supreme Court
 - (b) Subject of suit - Soldiers Preference
 - (c) Type of action - Mandamus
 - (d) Result - Pending

4. R. J. O'Donnell
 - (a) Court - District Court-2nd Judicial District
 - (b) Subject of suit - Dismissal
 - (c) Type of action - Certiorari
 - (d) Result - Action of Board in upholding dismissal affirmed

5. Edwin Wilberg
 - (a) Court - District Court-2nd Judicial District
 - (b) Subject of suit - Dismissal
 - (c) Type of action - Certiorari
 - (d) Result - Motion for order denied 8-6-40.
Action of Civil Service Board upheld

6. Hugh McAllister
 - (a) Court - District Court-2nd Judicial District
 - (b) Subject of suit - Layoff of a veteran
 - (c) Type of action - (1) Certiorari (2) Mandamus
 - (d) Result - (1) Motion for order denied
(2) Pending

7. Donald Whitmore
 - (a) Court - District Court-2nd Judicial District
 - (b) Subject of suit - Layoff of a veteran
 - (c) Type of action - (1) Certiorari (2) Mandamus
 - (d) Result - (1) Motion for order denied
(2) Pending

8. Harry Bard
 - (a) Court - District Court-2nd Judicial District
 - (b) Subject of suit - Layoff of a veteran
 - (c) Type of action - (1) Certiorari (2) Mandamus
 - (d) Result - (1) Motion for order denied
(2) Pending

9. Robert Floyd

- (a) Court - District Court-2nd Judicial District
- (b) Subject of suit - Dismissal of a veteran
- (c) Type of action - Certiorari
- (d) Result - Rulings, findings and order of Civil Service Board affirmed

10. Donald Goar

- (a) Court - District Court-2nd Judicial District
- (b) Subject of suit - Reductions in salaries and wages after effective date of Civil Service Act
- (c) Type of action - Alternative writ of mandamus
- (d) Result - Writ denied-case appealed to Supreme Court

11. Rollo Mudge

Amended petition for writ of mandamus directed to Michael J. Hoffman, Commissioner of Highways. Civil Service Board and Department no longer respondents.

12. Guy W. Cravens

- (a) Court - District Court-2nd Judicial District
- (b) Subject of suit - Dismissal
- (c) Type of action - Certiorari
- (d) Result - Writ denied - Appeal pending

13. Clifford R. Whitney

- (a) Court - District Court-2nd Judicial District
- (b) Subject of suit - Layoff of veteran not on payroll or on approved leave of absence on effective date of Civil Service Act.
- (c) Type of action - Alternative writ of mandamus
- (d) Result - Pending

REQUESTS FOR ATTORNEY GENERAL'S OPINIONS
from
State Civil Service Department

6/5/39 Subject: Determination of the effect of lay-off--suspension--discharge during probationary period.
LAY-OFF

6/26/39 Subject: Vacation pay after termination on April 15, 1939 does not extend employment beyond April 15, 1939 and does not entitle employee to permanent status.
VACATION PAY

7/18/39 Subject: Salary rates, schedules and classifications are controlled by appointing authority until established in accordance with Civil Service Act.
SALARY RATES

7/24/39 Subject: Employees with less than 5 years of service who were on leave August 1, 1939 are entitled to take qualifying examinations upon return to work.
QUALIFYING
EXAMINATIONS

10/13/39 Subject: Application of political activity prohibitions to membership in National Veterans Association. State employees not prohibited from becoming members of a political party.
POLITICAL
ACTIVITY

10/13/39 Subject: Classified employees may not accept appointment to unexpired term of elective office without resigning.
POLITICAL
ACTIVITY

10/18/39 Subject: Lyman F. Johnson candidate for public office while on leave of absence.
POLITICAL
ACTIVITY

11/3/39 Subject: Five year employees dismissed during probationary period on July 31, 1939 reemployed on August 1 as temporary employees, have no status.
DISMISSAL

11/22/39 Subject: Veterans have permanent status; veterans cannot be reduced in rank and salary; any such reductions are subject to jurisdiction of the Civil Service Board; and the Civil Service Board can order reinstatement of such employ-
VETERANS

ees to the rank and salary held on the effective date of the Civil Service Act.

12/5/39 Subject: Definitions of the terms "permanent", "temporary" and "provisional".
DEFINITIONS

12/6/39 Subject: The Secretary of the Soldiers Home is in the
CLASSIFIED classified service.
SERVICE

12/12/39 Subject: Classified employee not barred from acting as
POLITICAL legislative representative of Brotherhood of
ACTIVITY Railroad Trainmen.

12/14/39 Subject: Classified employee may not obtain leave of absence to accept position in unclassified service (Executive Secretary of Legislature's Interim Committee on Education)
LEAVE OF ABSENCE

12/21/39 Subject: Date of enlistment upon discharge papers controls veterans' preference.
VETERANS' PREFERENCE

1/30/40 Subject: Oath required by Civil Service Act should be filed with Secretary of State. In the future the completion of oath on application form for examinations satisfies the requirement of oath in event applicant becomes employee or officer.
OATH OF OFFICE

2/15/40 Subject: Order of layoff and application of seniority rule to employees who have a permanent Civil Service status--differs from that of employees who have yet to acquire status.
PERMANENT EMPLOYEES
ORDER OF LAYOFF

2/15/40 Subject: Valid termination of employment not affected by action taken.
TERMINATION

2/23/40 Subject: Seniority commences with date of employment, not date of act.
SENIORITY

3/9/40 Subject: If layoff becomes dismissal because appointing authority fails to certify as to reasons, employee may request hearing. Civil Service Board may order full pay for lost time.
LAY-OFF

3/11/40 Subject: An employee paid by Federal Funds on April 22,
CARL A. YAEGER 1939 does not come within the provisions of
the act concerning 5 year employees.

3/26/40 Subject: Request for hearing must be made within 30 days
REQUEST FOR of the effective date of the demotion--and
HEARING may be made by a representative of the em-
ployee.

4/12/40 Subject: Employee of Department of Agriculture not re-
QUALIFYING quired to take qualifying examination because
EXAMINATIONS of delay in clearing appointment records in
division of personnel prior to April 22, 1939.

4/22/40 Subject: Employees of the Liquidation Division of Bank-
BANKING DIVISION ing Division not subject to Civil Service
Act.

4/26/40 Subject: This opinion is an analysis of Section 29,
POLITICAL Civil Service Act, regarding the limitations
ACTIVITY of this section upon the activities of state
employees.

4/29/40 Subject: Employees should resign from classified ser-
PUBLIC OFFICE vice upon filing as candidate for either
salaried or non-salaried public office.

5/9/40 Subject: Director of Civil Service is an officer of the
DIRECTOR OF state and may not be bonded.
CIVIL SERVICE

6/4/40 Subject: Sick leave and hospitalization for employee
COMPENSATION who contracted disabling illness or disease
in line of duty and provisions covering re-
turn from leave of absence.

6/11/40 Subject: Employee dismissed by error instead of being
QUALIFYING transferred on July 31, 1939 is eligible for
EXAMINATION qualifying examination.

6/11/40 Subject: Where facts are not sufficient to support an
QUALIFYING appointment or employment by oral declaration
EXAMINATION on August 1, 1939, employees are not eligible
to take the qualifying examination.

6/17/40 Subject: Classified employee not prohibited from serv-
POLITICAL ing as secretary of volunteer fire depart-
ACTIVITY ment.

6/18/40 Subject: Classified employees may be granted leave of
COMPENSATION absence with pay for jury duty.

6/21/40 Subject: Highway department employees, chainmen and
TEMPORARY checkers on survey crews, Construction Divi-
EMPLOYEES sion, were employed on temporary and local
basis and are not eligible for qualifying
examinations.

7/3/40 Subject: This opinion proposes form covering statu-
OATH OF OFFICE tory requirements for oath of office for
state employees and officials.

7/26/40 Subject: Supplements and modifies opinion of January 30,
OATH OF OFFICE 1940--oaths of employees may be filed in the
office of the Civil Service Department.

9/5/40 Subject: Classified employee may advertise in newspaper
POLITICAL for candidate for election to the United
ACTIVITY States Congress without violating Section 29
of Civil Service Act.

9/20/40 Subject: Position of director of the division of hotel
HOTEL INSPECTION inspection in the unclassified service.

CIVIL SERVICE SAVES MONEY

Almost without exception the introduction of civil service into a governmental jurisdiction results in an immediate saving of tax monies. In Minnesota, this saving is made up of the following elements:

1. Control of entrance salaries: Under the State Civil Service Act, a new employee must enter the state service at the minimum salary of the range for the class to which his position is allocated. In a majority of cases, this entrance salary is lower than that previously paid new employees. From turnover data obtained from other states and a survey of salaries formerly paid to beginning workers, it is conservatively estimated that this actual cash saving to the state will be \$125,000 a year.

2. Payroll auditing and control of salaries and leaves: The auditing of all state payrolls by the Civil Service Department to avoid duplication of names and inaccurate listing of employment periods and rates of pay will result in the deletion of many items from the payrolls and a general tendency towards more accurate payroll records. Control of salary increases, vacations and leaves of absence and introduction of better time-keeping procedures will result in definite savings to the state. Only through uniform handling of these matters can their cost be determined and kept at a minimum. It is estimated that the actual saving from these controls will be \$25,000 per year.

3. Avoidance of political turnover: Indiscriminate dismissal of state employees and necessary subsequent training of their successors is a costly process. One investigation has estimated that without civil service control a change of administration costs the state \$50 per employee replacement. Civil service also reduces the cost of necessary replacement caused by death or resignation by furnishing qualified persons to fill vacated positions. The average turnover in the state service should be reduced from an estimated 3,500 per year under the spoils system to a normal 1,000 per year. A saving of \$125,000 per year should result from avoiding this unnecessary and wasteful turnover.

4. Filling state positions with qualified workers: Although many excellent and conscientious employees maybe

obtained for government agencies not operating under a merit system, recruitment through open competitive examinations will, without question, raise the general level of service rendered by state employees. The savings to the state should allow the state to reduce the total number of employees without reducing services rendered to the public or to increase these services without increasing payrolls. The saving to the state from this source cannot readily be expressed in terms of money but it will undoubtedly prove to be larger than all other savings combined.

The very conservative estimate savings listed above, totaling more than \$275,000 per year, should be compared with the expenditures of the Civil Service Department which are itemized below:

ESTIMATED EXPENDITURES FOR DEPARTMENT
of
CIVIL SERVICE 1940-1941 BY QUARTERS

| | 1st Q | 2nd Q | 3rd Q | 4th Q | Total |
|----------------------------------|-----------|-----------|-----------|-----------|-----------|
| Personal Services. | 17,000.00 | 18,100.00 | 18,400.00 | 18,400.00 | 71,900.00 |
| Communication..... | 450.00 | 900.00 | 1,000.00 | 1,000.00 | 3,350.00 |
| Travel..... | 550.00 | 450.00 | 500.00 | 500.00 | 2,000.00 |
| Freight & Express. | 250.00 | 250.00 | 250.00 | 250.00 | 1,000.00 |
| Rent & Lease..... | 200.00 | 200.00 | 200.00 | 200.00 | 800.00 |
| Advertising & Publications..... | 20.00 | 20.00 | 20.00 | 20.00 | 80.00 |
| Repairs & Alterations..... | 25.00 | 25.00 | 25.00 | 25.00 | 100.00 |
| Other Contractual Services..... | 50.00 | | | | 50.00 |
| Stationery, Office Supplies..... | 955.00 | 1,055.00 | 1,080.00 | 1,079.00 | 4,169.00 |
| Printing & Binding | 100.00 | 100.00 | 100.00 | 100.00 | 400.00 |
| Furniture & Fixtures..... | 1,040.53 | 900.00 | 900.00 | 900.00 | 3,740.53 |
| TOTALS..... | 20,640.53 | 22,000.00 | 22,475.00 | 22,474.00 | 87,589.53 |

Civil service saves money. The demonstration of this fact which has been made here is backed by the experience of other jurisdictions which have adopted the merit system. The citizens of Minnesota will find that civil service is good business.

THE FUTURE

Any projection of plans for future activities of the Civil Service Department must be qualified by a consideration of action which may be taken at the next legislative session, the first since the enactment of the Civil Service Act.

Action by the Legislature along two fronts will, to a large degree, determine the effectiveness of Minnesota's state merit system program. The nature and number, if any, of amendments to the present Civil Service Act and the adequacy or inadequacy of the biennial appropriation to this department are those fronts.

The statute under which this department operates is a workable one. Although minor inconsistencies and deficiencies have been found to exist in it, the rule making authority of the Civil Service Board has made it possible to establish a merit system which, soundly financed and administered, will compare favorably with any in this country.

It is not contended that the present program approaches perfection in either comprehensiveness or smoothness of operation. In some aspects, the program is still in the installation stage. To avoid misinterpretation of this statement, it should be pointed out that a comparative study will indicate that more rapid strides toward attainment of a well-rounded merit system have been taken in Minnesota than in any comparable jurisdiction.

At least one phase of every major function established in the pertinent legislation is underway. Some are more nearly through the installation and into the operating period than others. Reference to the examining process, for instance, shows that the qualifying examination program required by law--definitely an installation function--has been completed and that the operating or continuing phases--open competitive and promotional examinations--have been begun.

It is contemplated that coming months will see the definite completion of those phases of the program which are peculiarly of an installation nature and the extension and sharpening of those other functions which are continually being merged into an operating stage.

Specifically it is planned:

1. To study the operation of the rules adopted by the Civil Ser-

vice Board to determine their effectiveness and the need, if any, for their amendment.

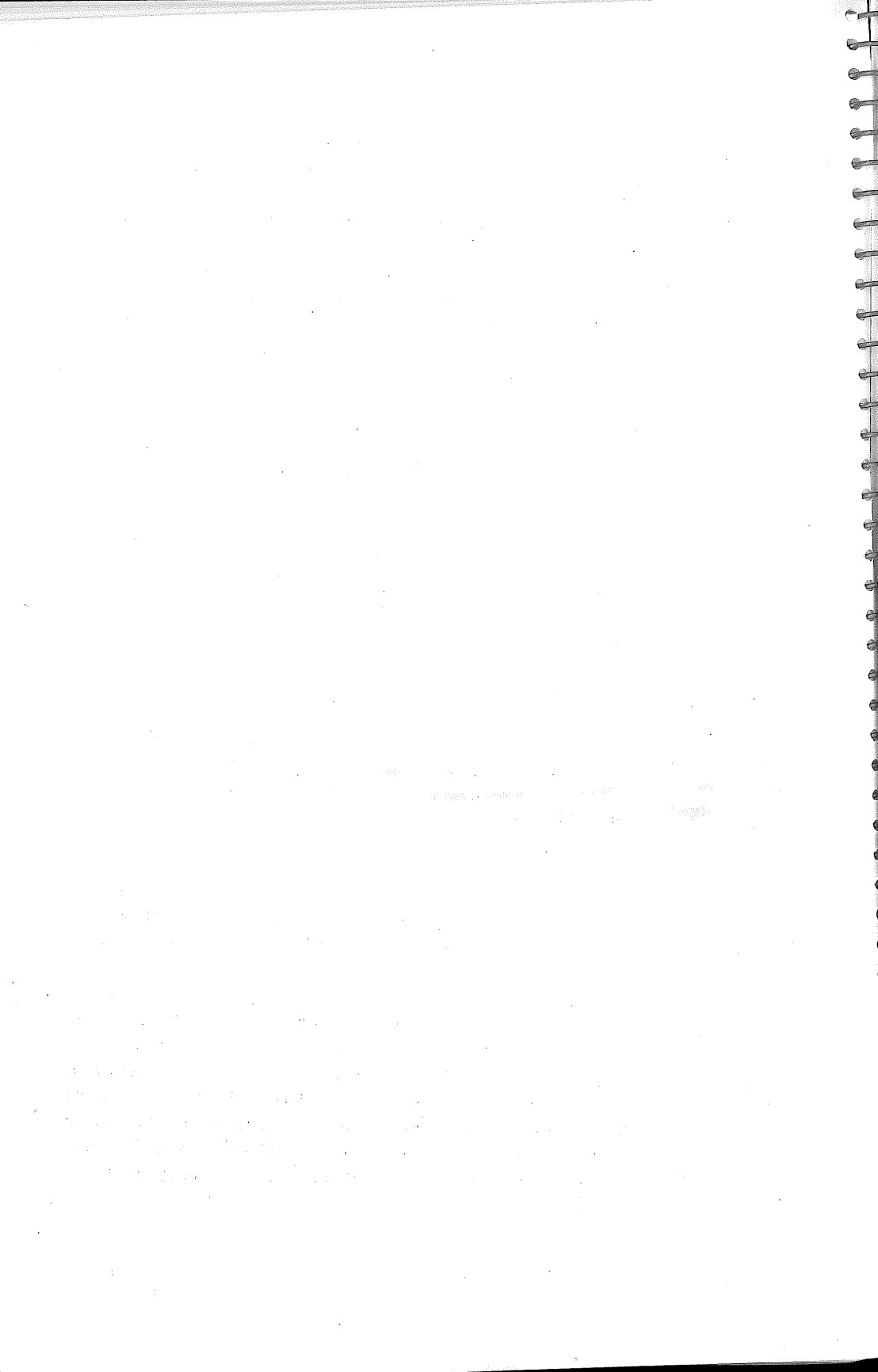
2. To give immediate attention to the classification plan and its operation in the several state departments. State functions, processes and organization do not remain static. New and changed legislation, technical and procedural advances, shifting economic conditions and other factors necessitate different methods of effectuating the personnel aspects of new or continuing policies. It is the function of the classification process, constituting as it does the basis for most other personnel activities, to keep current with and properly reflect such changes.
3. To devote continuing attention to the compensation plan or salary schedules for the state service. Two concepts are to be considered here. Any change in the classification plan immediately necessitates consideration of salary ranges which have been established for the classes being changed. It is also important to observe and analyze developments which affect the factors upon which were based the original formulation of the salary schedules. Fluctuation in industrial and general economic conditions, supply and demand factors in specific vocational fields and the financial position of the State must be studied and adjustment to such conditions made if the compensation plan is to be an effective management instrument and a proper reflection of the value of employees to the state.
4. To develop, as a result of observation and analysis, improved work flow procedures, both as they relate to internal management problems and to the personnel transaction operations between the Civil Service Department and all other state departments. All too frequently, insufficient consideration is given by the central personnel agency to the important matter of its forms and procedures as they affect other state departments. In the Minnesota program, effort has been made to simplify and expedite procedures, reduce the number and increase the quality of necessary forms and in other ways to eliminate the "red tape" of bureaucratic management. This effort will not be relaxed.
5. To proceed rapidly with the examination programs fundamental to the proper operation of a merit system. It was considered desirable that the qualifying examinations required by law and referred to elsewhere in this report be prepared,

administered and rated before attention was to be given to other examination functions. The unique provisions of law relating to qualifying examinations required that extremely careful consideration be given to the entire process. During the time that qualifying examinations were being conducted, a number of provisional appointments were made to fill vacancies in the state service occurring as a result of normal turnover. These appointments are effective only until eligible lists can be established through open competitive examinations. It is important that progress be made in filling all such positions from among persons who have demonstrated their qualifications in open competition. It is important also that a number of promotional examinations be given. The promotional examination program constitutes the basis for the career service concept in public employment. Many vacancies now exist in responsible positions in the state government which should be filled from among competent employees in lower classifications. Several such examinations have already been given and a number of others are being scheduled. Concurrent with the preparation and administration of more examinations, both open competitive and promotional, a continuous effort will be made to improve the efficiency of the several phases of the examination process in the selection of persons qualified both by knowledge, as measured by written tests, and by personal fitness for the type of work in which employment is sought.

6. To continue efforts to develop a valid and reliable system for evaluating employee efficiency. Service ratings are invaluable in aiding appointing authorities and the Civil Service Department in promotions, demotions, salary adjustments and similar transactions. They also make possible the determination of the adequacy of the testing program by allowing comparisons of test scores and actual performance on the job. Such a system will be put into effect in the state classified service in the near future and will be an integral and continuing part of the department's general program.
7. To aid departments in their efforts to increase the efficiency of employees through programs of in-service training. Both governmental agencies and private industries, recognizing that employee training pays substantial dividends, have been placing increased emphasis upon post-employment activities of employees which tend to make them better workers. By giving credit in promotional examinations for courses completed or by considering such work when salary ad-

justments are made, it is possible to present real incentives to employees to train themselves for their work and for better positions. A state service motivated toward self improvement should be a constantly improving service.

8. To establish a program of personnel service for local Minnesota governments. A program of this nature, to be successful, must be based upon a desire for those services which can be rendered. Only under such conditions will this type of program be instituted in Minnesota. Such a plan, operated on a reasonable cost basis, would allow counties and small municipalities throughout the state to install and maintain progressive personnel methods for their jurisdictions without establishing complete departments to undertake these functions. Such programs, carried out through cooperative methods, have had much success in other states where they have been tried. There is every reason to believe that a service of this kind would be welcomed by local Minnesota governments and that it would result in better personnel practices throughout the state.
9. To develop close cooperation between the Civil Service Department and the fiscal agencies of the state so that further economies in government may be effected. By maintaining data concerning state employment, departmental organization and functional analysis of state operations, it is believed that the Civil Service Department can be of assistance in certain budgetary activities.
10. To maintain and make known the guiding principle of the department's activities--service to the state government and to the community. To this end, all procedures of the department will be constantly reexamined critically to avoid an influx of bureaucratic procedures and to avoid any inequity to the operating departments, the employees or the public. Service, as it is used here, will continue to carry the implication that not only are the activities of this department open to inspection by any person but that a definite attempt will be made through reports such as this one and other special bulletins and releases to inform those who are served of the nature, cost and efficacy of the service they receive.



OPERATING STATISTICS

Jan. 1, 1940 - Aug. 15, 1940

TABLE OF CONTENTS

| | | Page |
|---|----------------------|-------|
| Production Record..... | Jan. 1-Aug. 31, 1940 | I |
| Payroll and Roster Section | | |
| Payrolls checked..... | Jan. 1-Aug. 31, 1940 | II |
| Names checked..... | Jan. 1-Aug. 31, 1940 | II |
| Phone calls..... | Jan. 1-Aug. 31, 1940 | II |
| Payrolls checked..... | Aug. 1-31, 1940 | III |
| Names checked..... | Aug. 1-31, 1940 | III |
| Phone calls..... | Aug. 1-31, 1940 | III |
| Personnel Transaction Forms..... | Jan. 1-Aug. 1, 1940 | IV |
| Personnel Transaction Forms..... | Aug. 1-31, 1940 | IV |
| Information | | |
| Visitors Received..... | Jan. 1-Aug. 31, 1940 | IV |
| Phone calls..... | Jan. 1-Aug. 31, 1940 | V |
| CS-110's given out..... | Jan. 1-Aug. 31, 1940 | V |
| Applications given out..... | Jan. 1-Aug. 31, 1940 | V |
| Visitors Received..... | Aug. 1-31, 1940 | VI |
| Phone calls..... | Aug. 1-31, 1940 | VI |
| CS-110's & Applications given out..... | Aug. 1-31, 1940 | VI |
| Filing Section | | |
| General Correspondence Filed..... | Jan. 1-Aug. 31, 1940 | VII |
| Other material..... | Jan. 1-Aug. 31, 1940 | VII |
| Reference to files..... | Jan. 1-Aug. 31, 1940 | VII |
| General Correspondence Filed..... | Aug. 1-31, 1940 | VIII |
| Other material filed..... | Aug. 1-31, 1940 | VIII |
| References to files..... | Aug. 1-31, 1940 | VIII |
| Mail Unit | | |
| Incoming Mail..... | Jan. 1-Aug. 31, 1940 | IX |
| Outgoing Mail..... | Jan. 1-Aug. 31, 1940 | IX |
| Incoming Mail..... | Aug. 1-31, 1940 | IX |
| Outgoing Mail..... | Aug. 1-31, 1940 | X |
| Duplicating Unit | | |
| Plates Made..... | Jan. 1-Aug. 1, 1940 | X |
| Total Impressions..... | Jan. 1-Aug. 1, 1940 | X |
| Number of forms and form letters..... | Jan. 1-Aug. 1, 1940 | XI |
| Address stencils cut..... | Jan. 1-Aug. 1, 1940 | XI |
| Envelopes and cards addressed by stencil..... | Jan. 1-Aug. 1, 1940 | XI |
| Sheets assembled..... | Jan. 1-Aug. 1, 1940 | XII |
| Post cards printed..... | Jan. 1-Aug. 1, 1940 | XII |
| Plates made..... | Aug. 1-31, 1940 | XIII |
| Total impressions..... | Aug. 1-31, 1940 | XIII |
| Number of forms and form letters..... | Aug. 1-31, 1940 | XIII |
| Envelopes and cards addressed by stencil..... | Aug. 1-31, 1940 | XIV |
| Sheets assembled..... | Aug. 1-31, 1940 | XIV |
| Post cards printed..... | Aug. 1-31, 1940 | XIV |
| Employee Civil Service Status by Departments..... | | XV |
| Number of positions within Salary Ranges..... | | XVI |
| Number of Employees by Service in the State of Minnesota..... | | XVII |
| Status of State Employees..... | | XVII |
| Number of Classes within Salary Ranges..... | | XVIII |
| Number of Employees in Major Classes..... | | XIX |

STATE OF MINNESOTA CIVIL SERVICE DEPARTMENT

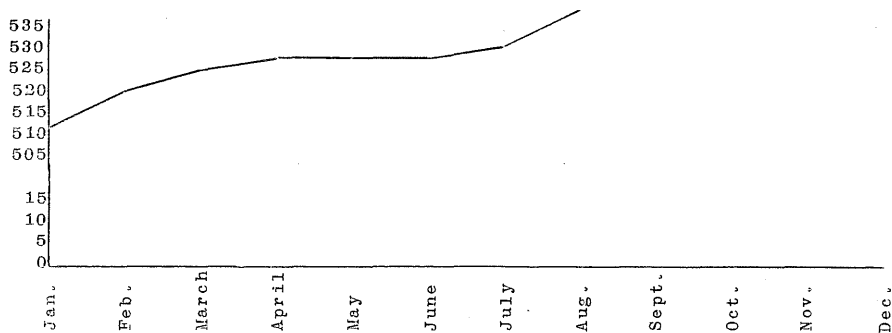
PRODUCTION RECORD, JAN. 1, 1940 to Aug. 31, 1940

| | January | February | March | April | May | June | July | August | TOTAL |
|---|---------|----------|--------|---------|---------|---------|---------|---------|-----------|
| PAYROLL AND ROSTER SECTION | | | | | | | | | |
| Total number of payrolls received.... | 511 | 520 | 525 | 528 | 529 | 522 | 531 | 539 | 4,212 |
| Number of names checked..... | 10,160 | 10,201 | 10,371 | 10,395 | 10,420 | 10,481 | 10,608 | 11,072 | 83,708 |
| Telephone calls made relating to payrolls..... | 418 | 391 | 374 | 396 | 381 | 401 | 406 | 403 | 3,170 |
| CERTIFICATION AND CONTROL | | | | | | | | | |
| Personnel transaction forms received and processed..... | 701 | 762 | 840 | 922 | 1,014 | 1,121 | 1,086 | 1,435 | 7,886 |
| INFORMATION | | | | | | | | | |
| Visitors..... | 809 | 1,004 | 1,262 | 1,379 | 1,604 | 1,861 | 1,886 | 1,904 | 11,709 |
| Phone calls..... | 1,062 | 1,141 | 1,042 | 1,186 | 1,570 | 1,581 | 1,612 | 2,092 | 11,285 |
| CS 110's given out..... | | | 208 | 301 | 389 | 421 | 416 | 448 | 2,183 |
| Applications given out..... | | | | | | | | 560 | 560 |
| FILING | | | | | | | | | |
| General correspondence filed..... | 309 | 381 | 397 | 468 | 527 | 699 | 770 | 911 | 4,462 |
| Other material filed..... | 201 | 284 | 279 | 351 | 729 | 884 | 861 | 1,123 | 4,712 |
| References to files..... | 192 | 186 | 247 | 552 | 471 | 761 | 1,145 | 1,456 | 5,010 |
| MAIL UNIT | | | | | | | | | |
| Incoming mail..... | 612 | 684 | 810 | 1,461 | 1,782 | 2,710 | 4,806 | *16,280 | 34,155 |
| Outgoing mail..... | 301 | 370 | 601 | 819 | 1,042 | 1,861 | 2,971 | *12,342 | 20,307 |
| DUPLICATING UNIT | | | | | | | | | |
| Plates made..... | 21 | 24 | 33 | 55 | 43 | 47 | 55 | 25 | 303 |
| Total impressions..... | 20,000 | 45,000 | 93,000 | 186,000 | 151,000 | 175,000 | 225,000 | 110,000 | 1,005,000 |
| Number of forms and form letters.... | 6 | 9 | 21 | 14 | 10 | 12 | 41 | 22 | 135 |
| Address stencils cut..... | | | | | 125 | 100 | 275 | | 500 |
| Envelopes and cards addressed by stencil..... | 560 | 80 | 110 | 40 | 35 | 160 | 1,495 | 1,820 | 4,300 |
| Post cards printed..... | | | | | | 820 | 2,006 | 2,374 | 5,200 |
| Sheets assembled..... | 1,800 | 18,000 | 8,600 | 79,200 | 12,600 | 27,000 | 26,400 | 26,200 | 199,800 |

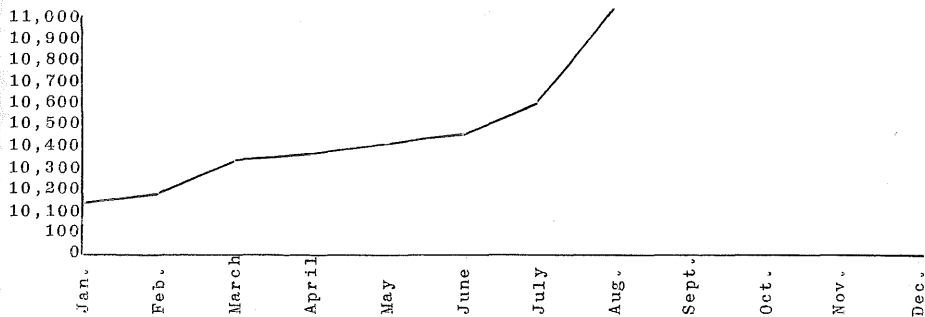
* Through September 15, 1940.

PRODUCTION RECORD FOR 1940 PAYROLL AND ROSTER SECTION

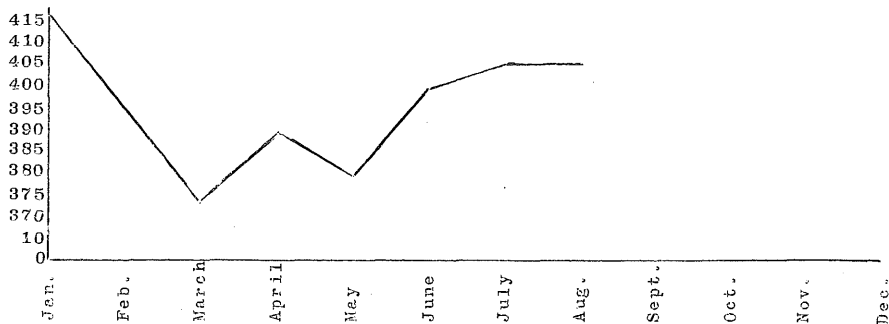
PAYROLLS



NAMES CHECKED



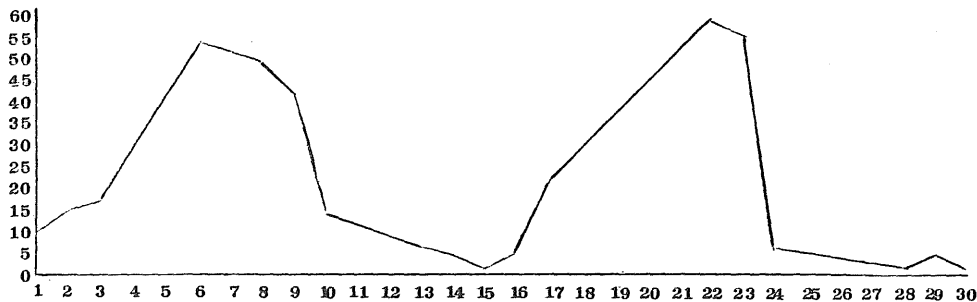
PHONE CALLS



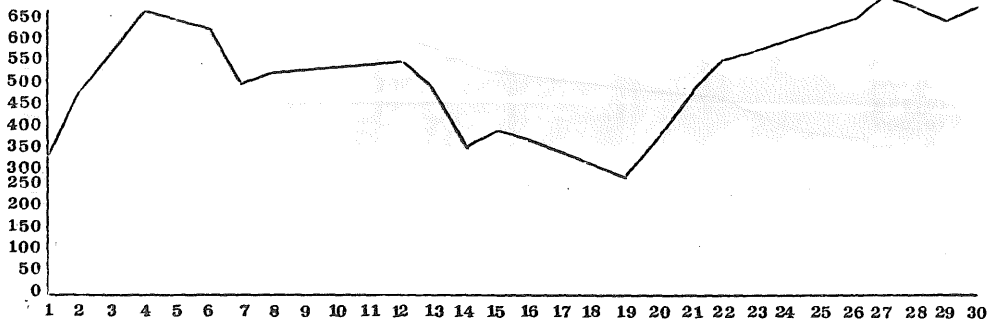
PRODUCTION RECORD FOR MONTH OF AUGUST 1940

PAYROLL AND ROSTER SECTION

PAYROLLS RECEIVED



NAMES CHECKED

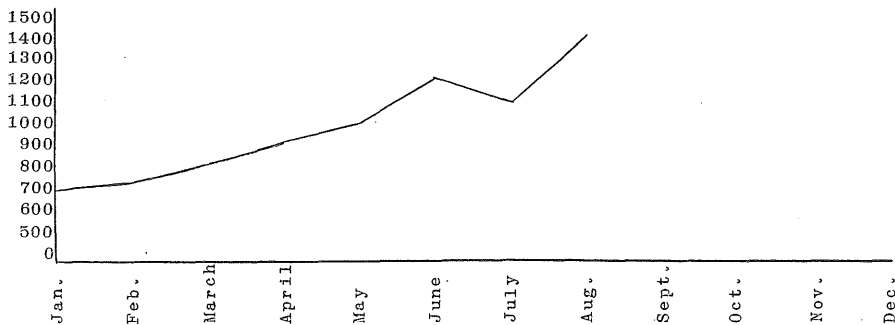


PHONE CALLS

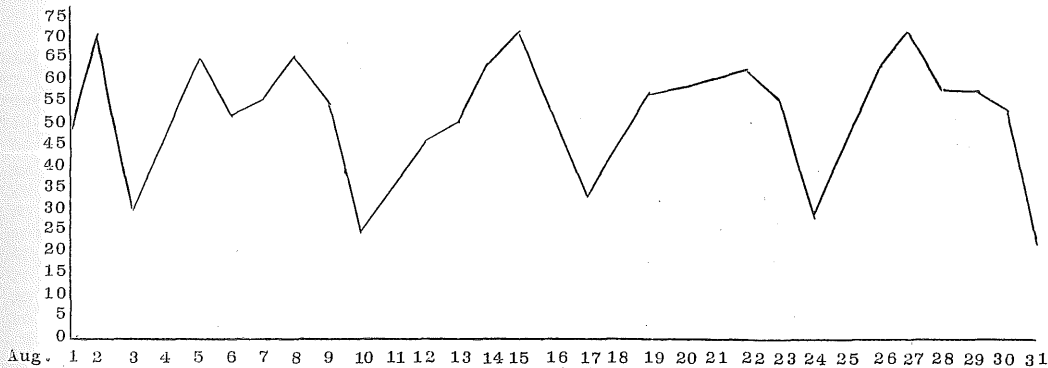


PRODUCTION RECORD FOR 1940 **CERTIFICATION AND CONTROL**

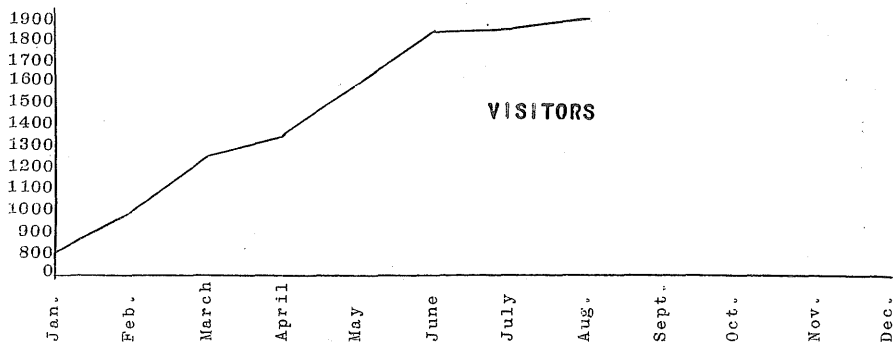
PERSONNEL TRANSACTION FORMS RECEIVED AND PROCESSED



PRODUCTION RECORD FOR MONTH OF AUGUST 1940 **CERTIFICATION AND CONTROL SECTION** **PERSONNEL TRANSACTION FORMS RECEIVED AND PROCESSED**

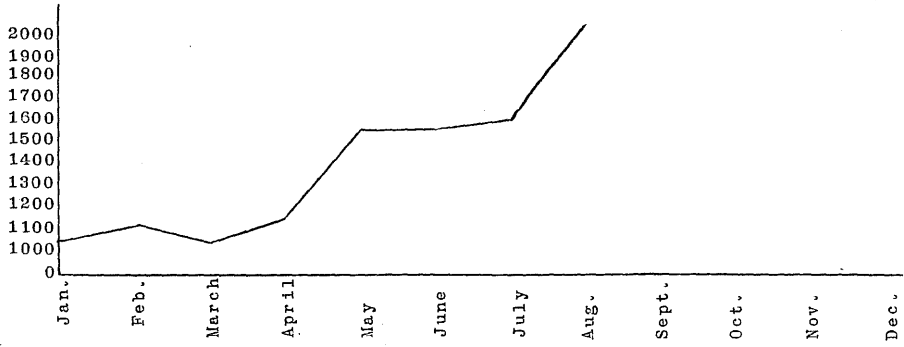


PRODUCTION RECORD FOR 1940 **INFORMATION SECTION**

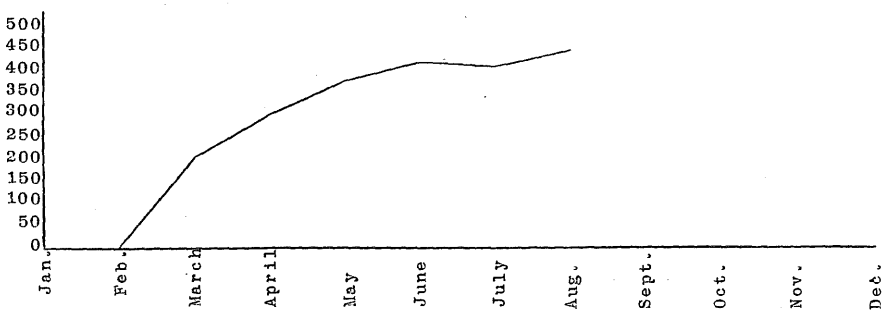


INFORMATION SECTION

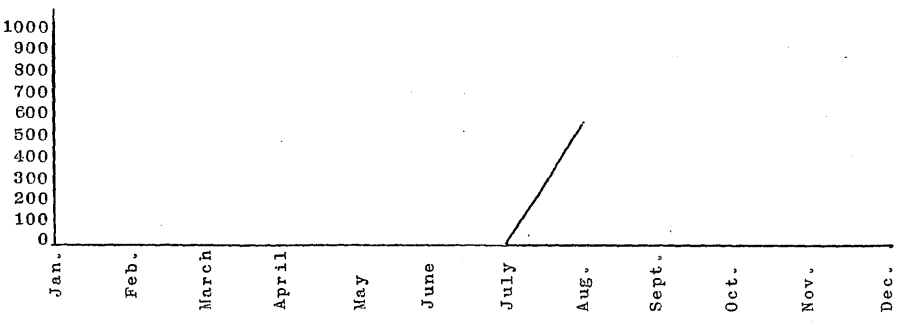
PHONE CALLS



C.S. 110's GIVEN OUT



APPLICATIONS GIVEN OUT

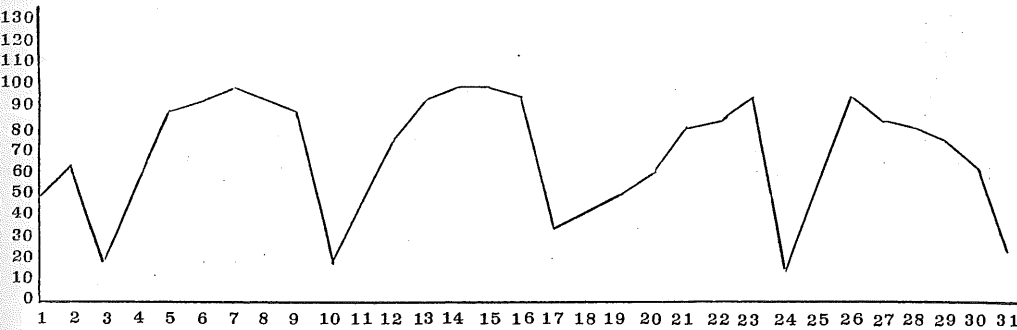


PRODUCTION RECORD FOR MONTH OF AUGUST 1940
INFORMATION SECTION

VISITORS RECEIVED

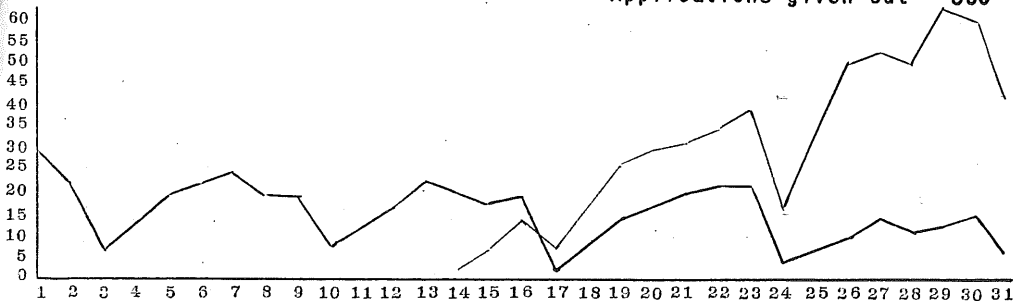


PHONE CALLS



REQUESTS FOR EXAMINATION ANNOUNCEMENTS GIVEN OUT 498

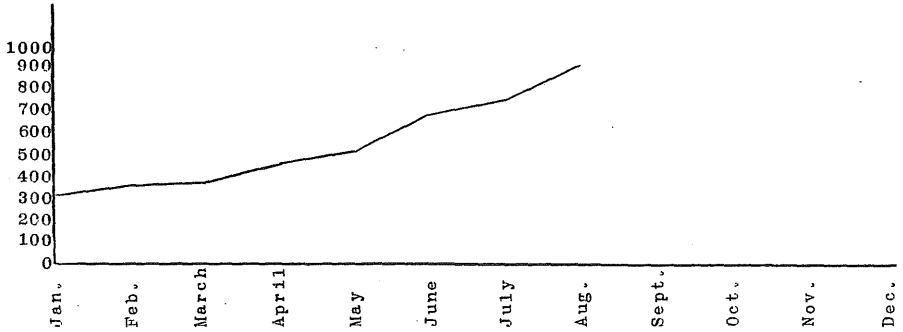
Applications given out 560



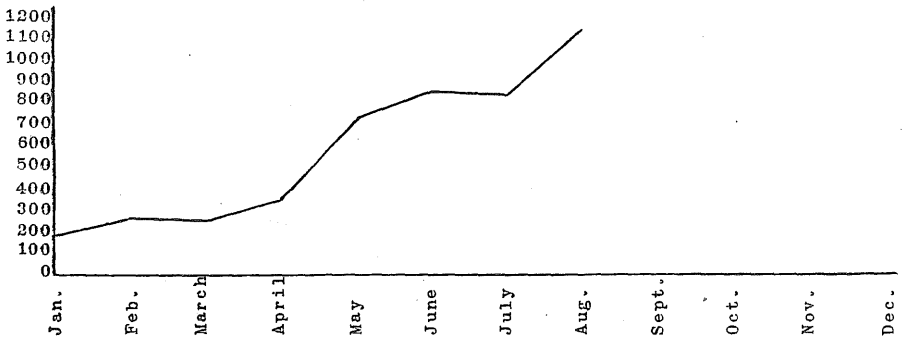
PRODUCTION RECORD FOR 1940

FILING SECTION

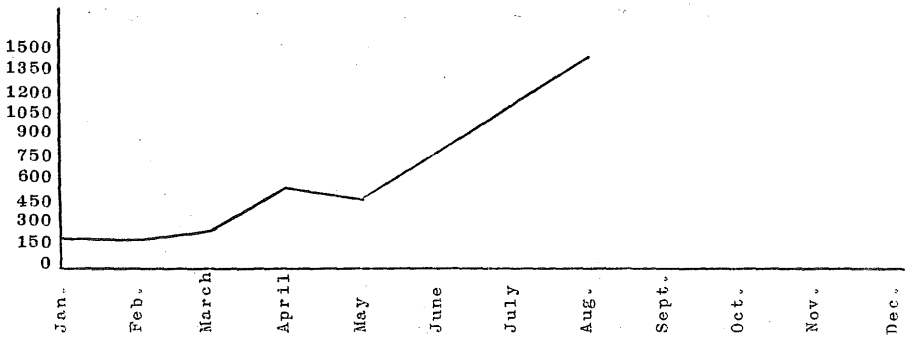
GENERAL CORRESPONDENCE FILED



OTHER MATERIAL FILED



REFERENCES TO FILES



PRODUCTION RECORD FOR MONTH OF AUGUST 1940

FILING SECTION

GENERAL CORRESPONDENCE FILED



OTHER MATERIAL FILED



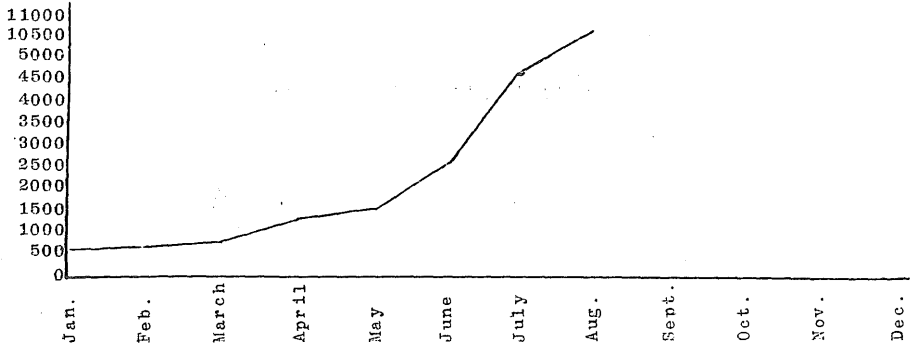
REFERENCES TO FILES



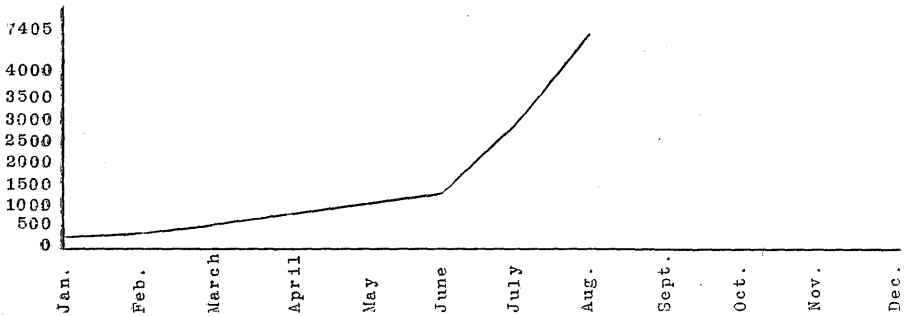
PRODUCTION RECORD FOR 1940

MAIL UNIT

INCOMING MAIL

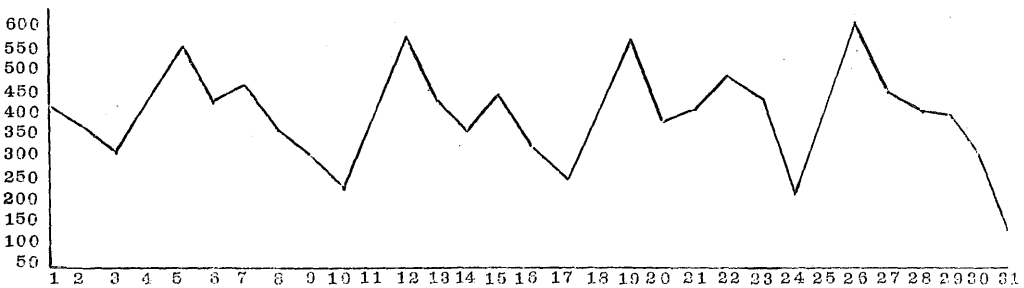


OUTGOING MAIL



MAIL UNIT

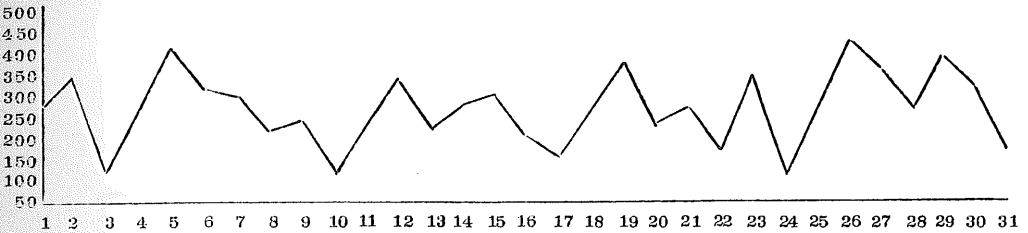
INCOMING MAIL - AUGUST 1940



MAIL UNIT

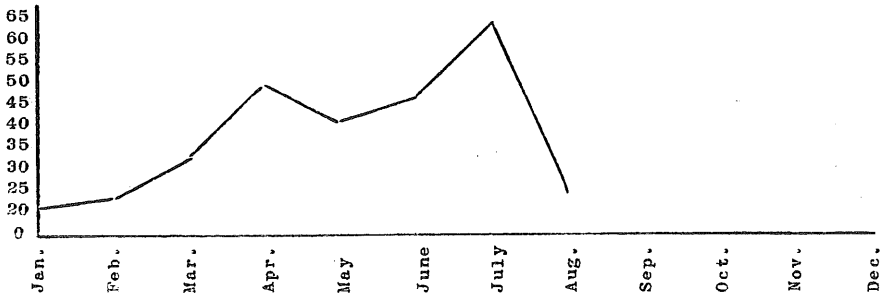
OUTGOING MAIL

August 1940

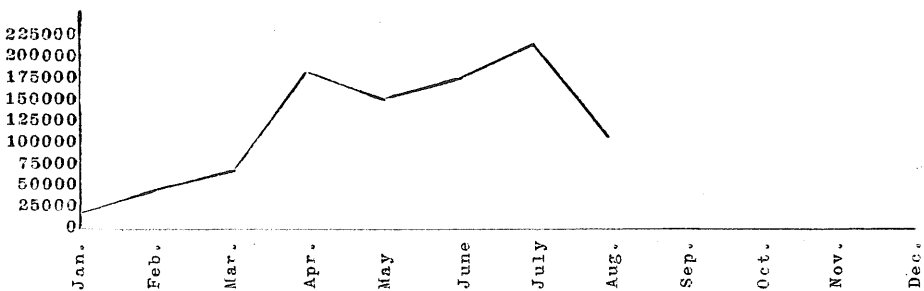


DUPLICATING UNIT

PLATES MADE



TOTAL IMPRESSIONS



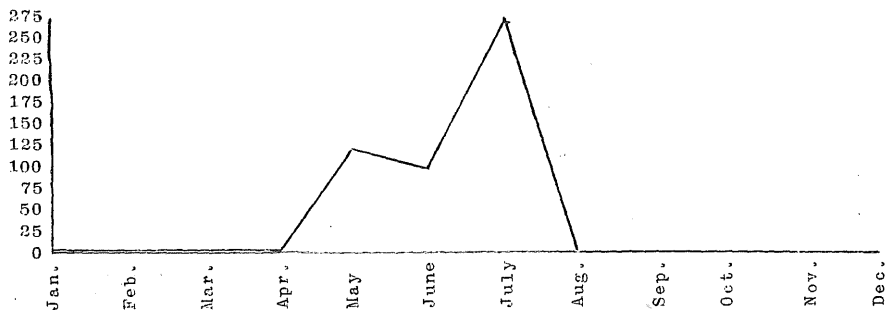
PRODUCTION RECORD FOR 1940

DUPLICATING UNIT

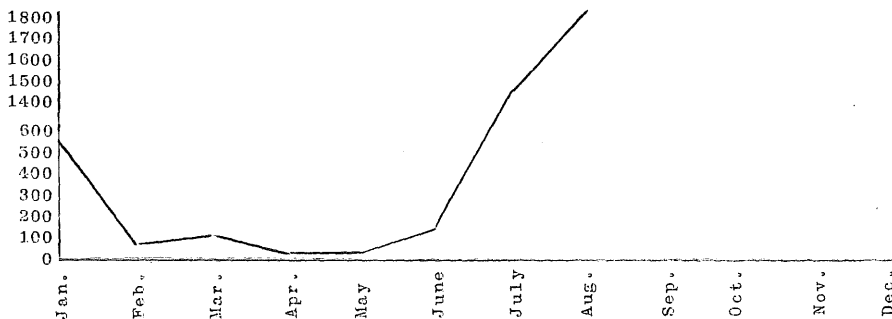
NUMBER OF FORMS AND FORM LETTERS



ADDRESS STENCILS CUT



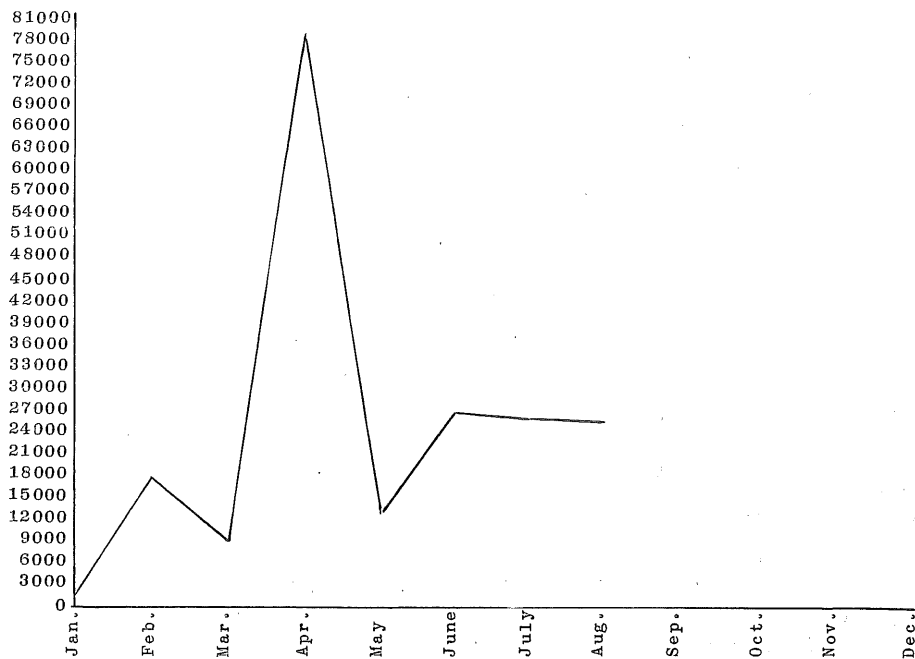
ENVELOPES AND CARDS ADDRESSED BY STENCIL



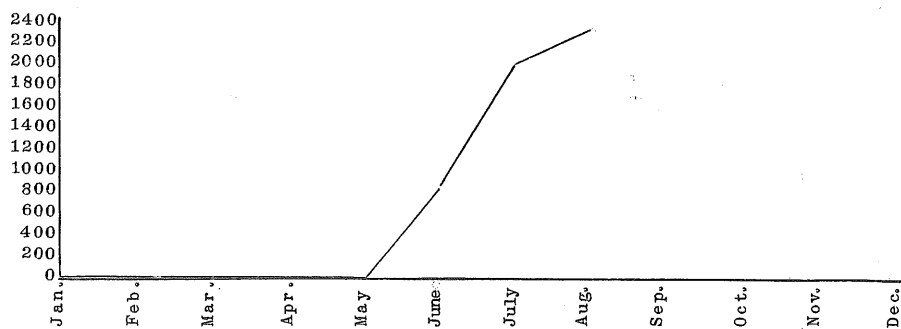
PRODUCTION RECORD FOR 1940

DUPPLICATING UNIT

SHEETS ASSEMBLED



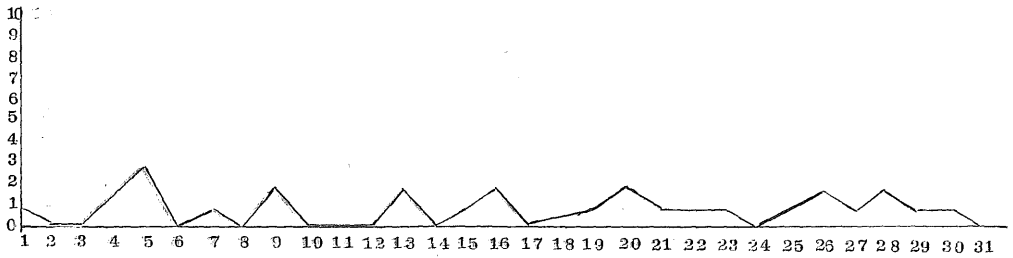
POSTCARDS PRINTED



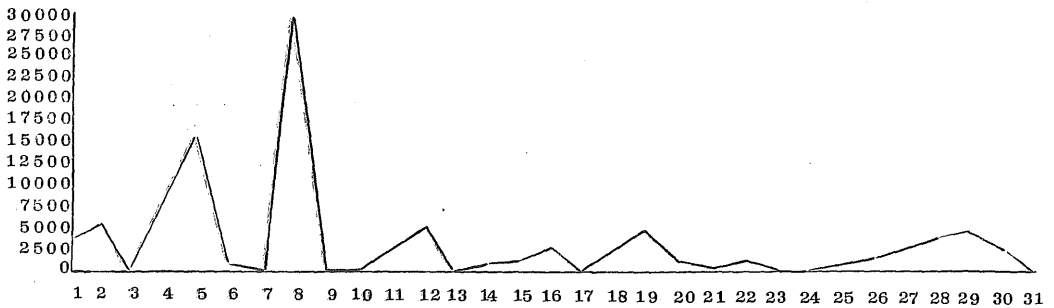
PRODUCTION RECORD FOR MONTH OF AUGUST 1940

DUPLICATING UNIT

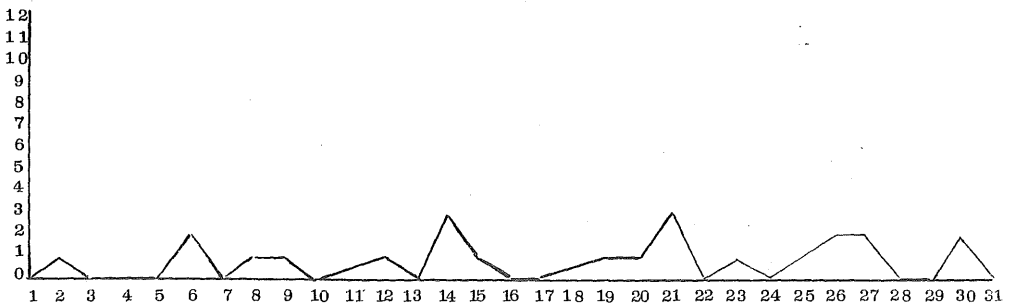
PLATES MADE



TOTAL IMPRESSIONS



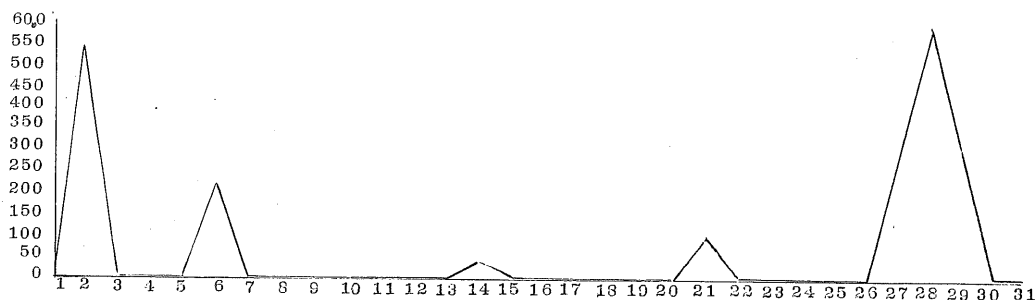
NUMBER OF FORMS AND LETTERS



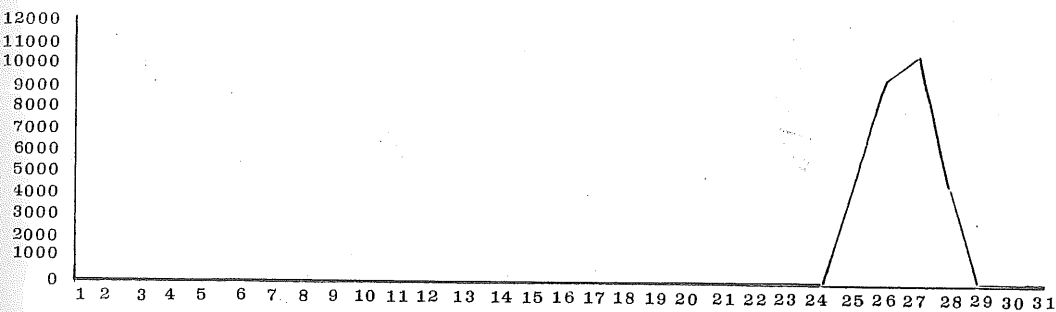
PRODUCTION RECORD FOR MONTH OF AUGUST 1940

DUPLICATING UNIT

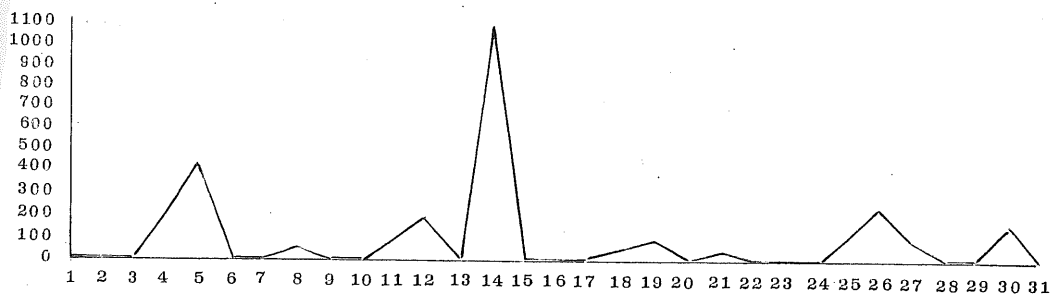
ENVELOPES AND CARDS ADDRESSED BY STENCIL



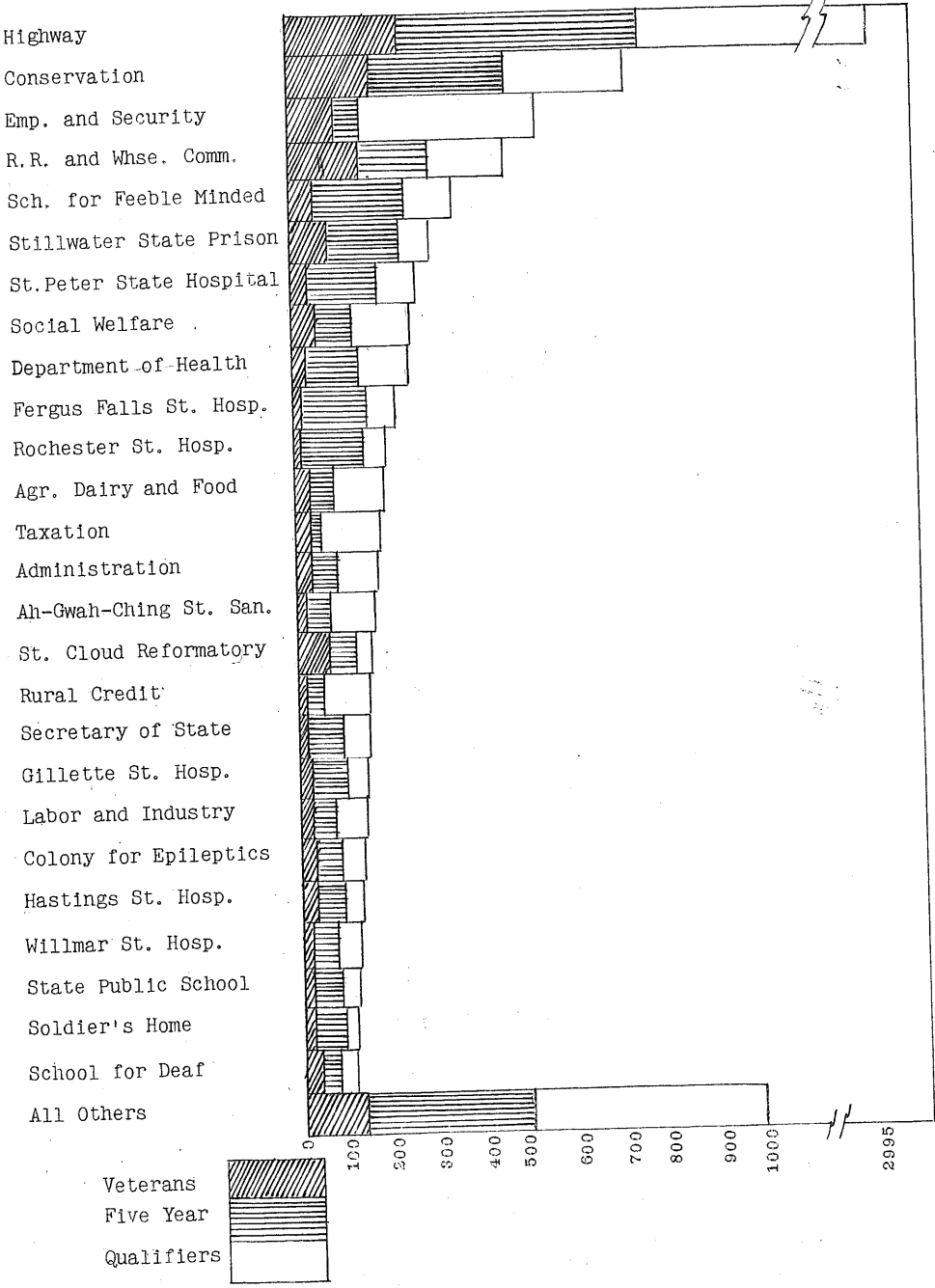
SHEETS ASSEMBLED



POSTCARDS PRINTED



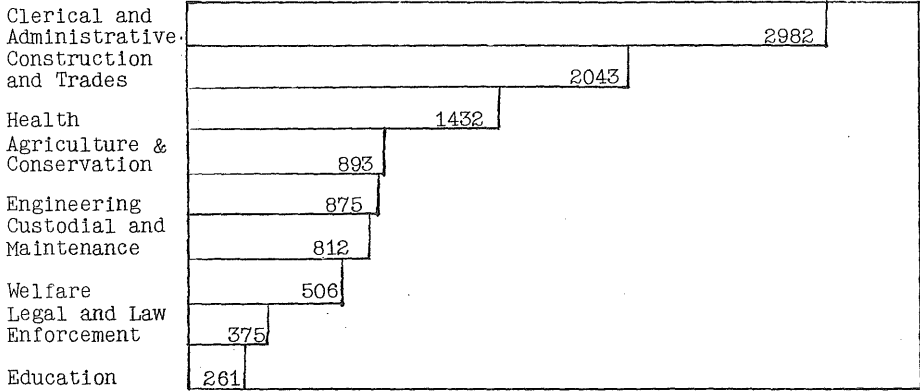
EMPLOYEE CIVIL SERVICE STATUS
BY DEPARTMENTS



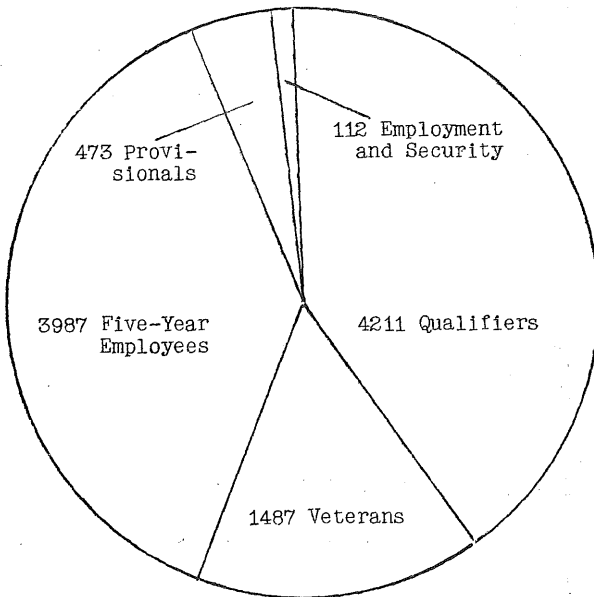
NUMBER OF POSITIONS WITHIN SALARY RANGES

| | |
|---------|------|
| 100-130 | 1646 |
| 80 -100 | 1378 |
| 90 -115 | 972 |
| 120-150 | 831 |
| 65 - 90 | 728 |
| 135-175 | 547 |
| 130-160 | 509 |
| 150-200 | 378 |
| 85 -110 | 361 |
| 110-140 | 361 |
| 60 - 85 | 288 |
| 70 - 90 | 266 |
| 170-215 | 248 |
| 140-175 | 229 |
| 135-165 | 212 |
| 200-250 | 188 |
| 185-235 | 160 |
| 215-265 | 126 |
| 160-185 | 110 |
| 250-300 | 100 |
| 165-200 | 96 |
| 225-275 | 89 |
| 170-195 | 69 |
| 275-325 | 68 |
| 175-225 | 64 |
| 300-350 | 59 |
| 130-200 | 46 |
| 325-375 | 22 |
| 350-425 | 10 |
| 375-450 | 7 |
| 265-315 | 3 |
| 375-425 | 2 |
| 400-475 | 1 |
| 450-525 | 1 |

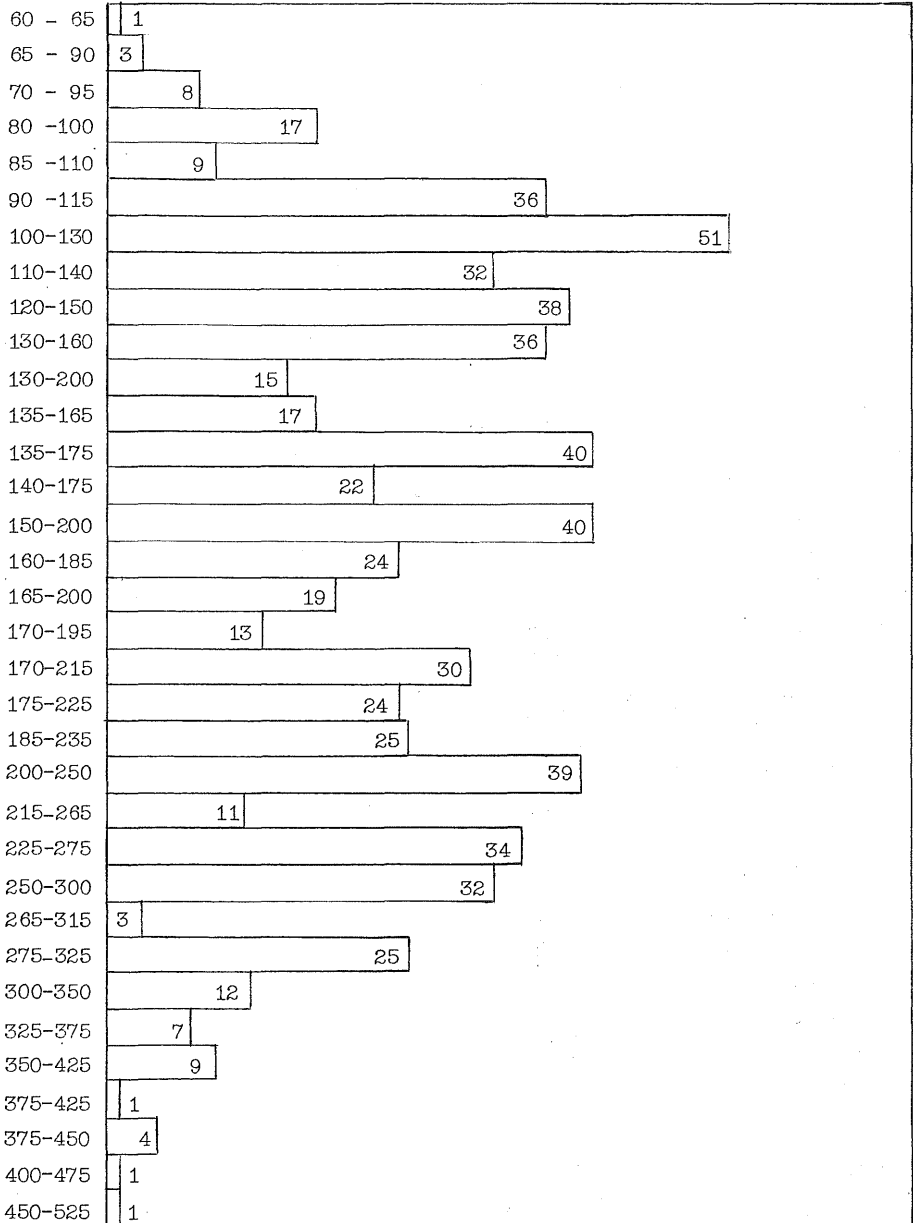
NUMBER OF EMPLOYEES BY SERVICE IN THE STATE OF MINNESOTA



STATUS OF STATE EMPLOYEES



NUMBER OF CLASSES WITHIN SALARY RANGES



NUMBER OF EMPLOYEES IN MAJOR CLASSES

| | |
|----------------------------|--------------------|
| Attendant I | 690 |
| Highway Sectional Helper | 419 |
| Highway Section Man | 401 |
| Clerk-Stenographer I | 368 |
| Clerk I | 355 |
| Clerk-Stenographer II | 329 |
| Engineering Aide III | 309 |
| Custodial Helper I | 288 |
| Clerk II | 262 |
| Clerk-Typist I | 222 |
| Guard I | 218 |
| Laborer I | 188 |
| Civil Engineer I | 172 |
| Game Warden | 136 |
| Engineering Aide II | 128 |
| Accountant I | 125 |
| Grain Weigher I | 123 |
| Janitor I | 123 |
| Graduate Nurse I (General) | 120 |
| Law Enforce. Inspector I | 109 |
| Clerk-Stenographer III | 108 |
| Attendant II | 107 |
| Executive I | 93 |
| Grain Sampler I | 93 |
| Heavy Equip. Operator | 93 |
| Civil Engineer II | 92 |
| Clerk-Typist II | 86 |
| Garage Mechanic | 85 |
| Boiler Inspector I | 78 |
| Interviewer II | 78 |
| Housemother I | 78 |
| Farmer I | 76 |
| All Others | (605 Classes) 4040 |