

**STATE OF MINNESOTA**

**Department of Civil Service**

**BIENNIAL REPORT**

**From July 1, 1956 through June 30, 1958**

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## PREFACE

The earliest Auditor's report for the State of Minnesota is dated December 9, 1859. A review of that report discloses a list of all warrants drawn from January 1, 1858 to December 1, 1859, including those for personal services. As might be expected, one looks in vain for anything resembling the personnel expenditures which are regarded as a matter of course in the twentieth century. Outside of salaries paid the constitutional officers, supreme court judges, a handful of clerks and a small staff at the state penitentiary, there is no record of any other payments to employed personnel. Highways, to say nothing of a Department of Highways, were unheard of. Care of the indigent, the handicapped and others who now enjoy the assistance and advice of the state government, was an activity performed by private charity, local government, or not at all. The problem of juvenile delinquency, if one existed, was either ignored or dealt with in the woodshed. All of this is a far cry from state government in 1958.

The material contained in this biennial report of the Civil Service Department is proof in itself of the changing nature of government during the past century. The "handful" of executive officers and clerks has grown to a full-time staff of over 14,000 persons, encompassing a major share of the professional and occupational skills.

A personnel report is not the proper place for a philosophical discussion of the pros and cons of big government. It does, however, demonstrate beyond any question that government in the mid-twentieth century plays an active and often leading role in many aspects of our society.

The effectiveness of a personnel department is not measured by the number of transactions it approves, the quantity of paper it processes, nor even the number of persons examined, important as these functions may be. Consequently, the purpose of this report is to demonstrate the efforts toward making the personnel function an effective arm of good management, keeping in mind the department's responsibility to the employee and to the taxpayer. Faced with a 20% reduction in staff during the past five years, the department has exhausted every effort to render better service at a lower per capita cost. The report emphasizes those changes which it is hoped will accomplish these aims.



## HIGHLIGHTS OF THE BIENNIUM

The Civil Service Board prepares and submits a biennial report to the Governor on October 1 in even-numbered years. Because the report more clearly presents the activities of the department than any other single publication and because it answers a number of questions of public interest, a brief summary is desirable.

The Civil Service Board consists of three members who are appointed by the Governor for terms of six years. The members are Mr. Raymond Black, Chairman, Mr. Charles Bannister and Mr. Francis W. Russell.

The Civil Service Department is the state's central personnel department which can be compared with the personnel office in any large private company. Its personnel statistics for the two-year reporting period reveal a number of significant facts.

The department operated on an appropriation of \$210,752.00 during the first year and \$248,461.38 in the second year of the biennium. Its actual expenditures were \$205,435.54 for 1956-57 and \$247,947.20 for 1957-58.

There were 13,477 full-time classified employees as of June 30, 1957 and 14,387 as of June 30, 1958.

The composite average state employee, as of June 30, 1958, as the reporting period ended, was forty-five years of age, earned \$347.29 a month, and had been employed by the State of Minnesota for seven years. This picture of the imaginary average employee was drawn from the information shown in the tables of factual material on the state employment situation shown in detail in the last section of this report.

Of the total number of full-time classified employees (14,387), 85.9% have permanent status and 12.7% are on probation. The remaining 1.4% are serving on a provisional basis with no status.

Fewer state employees beyond age seventy were on the payroll on June 30, 1958 than there were one year earlier. Only 68/100 of 1% of the full-time classified state employees were age seventy or older at the end of this reporting period as compared to 1.06% on June 30, 1957.

The average length of service, which is seven years, has remained constant during the biennium.

Of those full-time classified employees who were eligible for merit increases during the period July 1, 1957 through June 30, 1958, 92.7% received them.

The average monthly salary of the state employee at the end of the biennium was \$347.29. The distribution of the employees at steps within the range is as follows:



<u>Step</u>	<u>Number of Employees</u>
1 (minimum)	1,876
2	3,672
3	1,652
4	2,328
5	2,410
6 (maximum)	2,445
Above maximum	3
Set by law	<u>1</u>
	<u>14,387</u>

The average use of sick leave by the state employee was 5.65 days in 1956. The average increased to 6.15 days in 1957 due in large part to an outbreak of Asian flu.

Forty-nine per cent of the full-time employees work in the twenty largest classes. These include positions involving patient care in mental hospitals, technical and engineering work for the Department of Highways, and a variety of clerical activities.

"Quit" rates for full-time classified employees declined from 15.8% in the first year to 10.11% in the second year of the reporting period. The rates are shown by month in the last section of the report.

Nearly nine thousand more applications for employment were received during the second year of the reporting period than in the first. A total number of 20,610 applications was received in the year ended June 30, 1957, and 29,462 were received in the following year.

The number of persons who actually took examinations rose from 16,144 in the first year to 23,532 in the second year, an increase of more than 7,000.

There were 1,773 appointments made in the year 1956-57 from competitive lists and 639 from promotional lists, a total of 2,412. In the second year, there were 2,091 appointments made from competitive lists and 638 from promotional lists, totaling 2,729.



## OPERATIONAL IMPROVEMENTS

During the past two years, improvements in programming, procedures and systems were made to decrease operating costs and improve service to the public. Here is a brief list.

### High School Senior Placement Examination

One application and a passing score in the examination places high school seniors on eligible lists for a variety of beginning level jobs.

Improvement: A single examination for high school students on the same date results in improved administration and lower costs.

### Cooperative Advertising Contract

One billing from a newspaper to the Civil Service Department, which, in turn, bills participating departments.

Improvement: Lower advertising rates, increased lineage, centralized recruitment.

### Standard Applications

A standard employment application for all state departments.

Improvement: Reduced printing costs, elimination of duplicating forms.

### Envelope-Type Notices

Development of "envelope-type" notice for examination results.

Improvement: Eliminated the manual insertion of 30,000 notices, reduced typing time one half, reduced expense one third.

### Revised Veterans Preference Forms

Completion of a single form at time of examination by veterans.

Improvement: Reduced printing costs by one half, speeded scoring process, reduced mailing costs.

### Revised Promotional Rating Scale

Development of a simplified, understandable, effective rating scale for use in promotional examinations.

Improvement: Operating department officials are able to make a more accurate evaluation of their employees. Eliminated many misconceptions of promotional ratings.



### Revised Municipal Examinations

Complete revision of examinations and procedures for municipal fire and police commissions.

Improvement: Faster service to municipalities.

### Elimination of Notarization of Applicant's Signature

Improvement: Savings in time and expense to the applicants, reduction in clerical work for the department.

### Greater Use of Form Letters

Improvement: Faster service to the public, reduced expense to the department.

### Performance Standards

Pilot studies in six different departments and one institution have proved the feasibility of establishing a statewide performance standards program.

Anticipated Improvement: Better utilization of personnel, updated methods and procedures, more exact information about employees' relationships to their jobs on which to base many management decisions.

### Mechanized Payroll

The department established a machine system for payroll certification as of January 1, 1958. Payrolls for about three-fourths of state employees paid on a biweekly basis are processed by the new exception method. It is expected that the entire state service will be included early in the next year.

Improvement: Speedier payroll processing and availability of more and better personnel statistics.

### Personnel Council

The Personnel Council's members represent the largest state departments which employ the great majority of all state employees. At its meetings directed by the Civil Service Department, it explores new areas of personnel management, makes recommendations on personnel management problems, and helps to maintain consistent administration of rules and law.

Improvement: Closer understanding between the Civil Service Department and operating departments on many personnel problems.

### Cooperation with Other Governments

The department has had advantages of consulting service in specialized fields, wider coverage in salary surveys, public administration internships, and the



opportunity to meet and exchange information with foreign visitors through its cooperation with other agencies at all levels of government.

Improvement: Mutually advantageous activities in a number of personnel areas can be better accomplished by cooperative effort.

#### Disposition of Obsolete Records

The Civil Service Board and the Archives Commission have approved disposition of old records of no current or historic value.

Improvement: Filing space is cleared for newer and more important records. Maintenance of the files is simplified and employee time put to better use.



## THE CIVIL SERVICE BOARD

The Civil Service Board participates actively in the affairs of the department. Its duties involve establishing of policy, acting on revisions or exceptions to established policy, and holding hearings. During this reporting period, the Board devoted considerable time to matters of salary administration as in previous years, even though the salary situation was relieved by action of the 1957 Legislature. The section on classification and pay explains in detail the Board's concern with the state salary situation. The Board has continued its policy of giving its attention to all questions of interest or concern to administrators and employees. In this connection, it received and informally heard many individuals and groups at its meetings.

The Civil Service Board held 42 meetings during the biennium, 21 during each of the two years. The Board members are Mr. Raymond D. Black of Minneapolis who was Chairman as of June 30, 1958, Mr. Charles E. Bannister of Duluth, and Mr. Francis W. Russell of Cold Spring. Mr. Russell served as Chairman when the reporting period began, and continued in that capacity until February, 1958 when Mr. Black was elected.

During the 1957 legislative session, Mr. Russell, who has served on the Board since it was established following the passage of the Civil Service Law in 1939, was reappointed by the Governor for a six-year term and confirmed by the Senate. The appointment of Mr. John W. Jackson as Director, whose appointment by the Board was made during the previous biennium, was confirmed by the Senate on March 29, 1957, as required by Minnesota Statutes 1957, Section 43.041.

The Civil Service Law requires the approval of, or a report to, the Board on a number of matters that might be considered unusual. These matters were referred to the Board for its action or information in accordance with statutory provisions. Where further detail is necessary, it is shown in tables in the final section of this report. These Board matters include the report of trainee appointments made under provisions of Civil Service Rule 8.9 at each Board meeting during the period. In the first year of the biennium, there were 1,247 trainee appointments in 24 different specialties, and in the second year 1,454 appointments in 30 different kinds of training programs.

Provisions of the Civil Service Law provide that provisional and temporary appointments are to be limited to six months unless the Board takes special action to extend them under certain circumstances. During the reporting period, the Board authorized the extension of provisional employment for 55 different classes in the first year and 36 in the second, and extension of temporary appointments for individuals in four classes: Legal Stenographer, Mason, Carpenter Foreman and Clerk I. These extensions occurred only during the second year inasmuch as legislation providing for this action was passed by the 1957 Legislature.

Another type of action in which the Board is concerned is those dealing with examinations and appointments. It may make exceptions in examination eligibility for non-residents of Minnesota or for non-citizens, and give special authority for certain types of appointments. In this area the Board granted



authority for nationwide examination without regard to Minnesota residence in 43 classes in the year ended June 30, 1957 and 36 classes in the year ended June 30, 1958, and in a total of six classes during the period exceptions were made to permit persons without United States citizenship to take examinations. Examinations open to non-citizens were: Forester I, Entomologist II, Rehabilitation Worker I, Social Worker I and II, and Engineering Aide II.

The Director reported during the period five appointments in which appointment from a competitive list was authorized even though there was an existing departmental promotional list for the same class. These appointments were those of two Civil Engineers II in the Highway Department and three Research Biologists (Game) in the Department of Conservation whose unusual background made them particularly qualified for the jobs in question. It also authorized two exceptional appointments in filling the positions of Chief Highway Engineer and Deputy Commissioner of Highways.

During the period, the Board approved ten transfers from other jurisdictions, as provided by law and Civil Service Rule 8.10e. The circumstances involved in these transfers are shown in the last section of this report.

The Board held two hearings on dismissals during the first year of the biennium. It sustained Walter Virkus' dismissal from Hastings State Hospital. The hearing held in the matter of Donald R. Shelton's dismissal from the State Prison was resolved by stipulation between the department and the employee. The dismissal was changed to a thirty day suspension, Mr. Shelton returned to work, and the Board issued its recommendation in accordance with the terms of the stipulation. Informal investigations were held during the first year for Henry A. Nelson who protested his automatic resignation, for Roland Alm who appealed his promotional rating, and for Paul B. Hurley who questioned the circumstances involved in an examination he had taken.

During the second year, two dismissal hearings were held. Paul Wicklund, who was dismissed from the Anoka State Hospital, was heard and was reinstated with full pay for lost time following the Board hearing. Christian P. Christensen, a Clerk I at the Highway Department, was dismissed and the department head's action sustained. Informal investigations were held during the second year for Paul Hurley who pursued his protest regarding the conduct of civil service examinations in which he had participated, for Emmett Culliney who alleged that he was dismissed when in effect he had resigned, and for Dr. C. H. Sherman who protested his automatic resignation from the State Prison. The Board has authority to investigate any matters in which it appears that the provisions of the Civil Service law and rules may have been violated. In all of the informal investigations during the reporting period, the Board was informed of the facts and approved the action taken by the Director or department heads involved.

The Civil Service Board held hearings on revision of the Civil Service Rules on the following dates during the period: May 8, 1957, December 23, 1957 and March 26, 1958.

Changes were made in Rules 7.4, 10.1 and 11.3 in the first year of the period to allow for the reemployment or reinstatement of retired employees over age seventy and to limit the conditions under which they may be employed. Several department heads requested this authority to reemploy trained former employees, some of whom may be above the retirement age, as they felt this would serve the



state's interests better than appointing new persons unfamiliar with the work. In the second year, a hearing was held to change Rules 5.3 and 5.4 to facilitate the operation of the uniform payroll system established January 1, 1958. Rule 13.8 regarding sick leave was revised in March of 1958 to bring it into conformity with 1957 legislation. At the same time, revisions in Rule 13.7 on vacation were made so that the provisions regarding those eligible for vacation would read the same as comparable provisions relating to sick leave.



ACTIVITIES OF THE DEPARTMENT

EXAMINING AND RECRUITING DIVISION

CLASSIFICATION AND PAY DIVISION

TRANSACTIONS AND OFFICE MANAGEMENT DIVISION

## EXAMINING AND RECRUITING DIVISION

The reduction in economic activity which occurred at the midpoint of the past biennium had a marked effect on the program of the Examining and Recruiting Division. The first year of the biennium was a continuation of the problems of short labor supply, increasing turnover, and difficulty in the recruitment of technical and professional personnel. In order to counteract the effect of these factors, the department installed a number of new programs, as follows:

### Psychiatric Aide I Training Program

In cooperation with the nursing departments of the various hospitals, staff members of the Civil Service Department devised plans for a training program for beginning Psychiatric Aides. The course consists of one year of training in sub-professional psychiatric nursing techniques. This includes classroom instruction and closely supervised work on the wards.

The Psychiatric Aide I class is the largest class of employees under civil service. It is also the keystone of the mental health program. The progress of the program is directly related to the qualifications of these employees who are in close personal day-to-day contact with mental patients. The training program was established after many meetings with the supervisory nursing personnel of all the mental hospitals, plus the staff of the Department of Welfare. The scope of the program can be understood when it is realized that there are approximately 400 persons in training at any given time. The training includes all aspects of those duties necessary to give adequate care to hospital patients. At the conclusion of the initial year's training, the Examining Division constructed an examination based upon the course content of the training program and administered it to all trainees who had successfully completed the program. One of the marked effects of the program is that it has attracted younger candidates with a high school education to seek a career in this line of work.

### Instrumentman Training Program

To meet the need for additional instrumentmen in the expanded Highway program and to offer promotional opportunities for employees, a six-week class and field training program was established in cooperation with the Institute of Technology, University of Minnesota, the Highway Department and this department. At the conclusion of the program, a performance and written examination constructed with the assistance of University staff members was administered to all trainees. The success of this program can be measured by the fact that an eligible list of qualified persons was maintained throughout the year. It is planned that the program will become a permanent feature of our total recruitment plan.

### College Senior Placement Program

The recruitment of college seniors for beginning level technical, professional and administrative positions was continued during the past biennium with increasing success. The number of college seniors in ratio to job opportunities increased in 1957, which enabled the department to increase its selectivity



and consequently to raise the standards for appointments. The program was especially successful in placing business administration graduates in the Public Examiner's office, the Banking Division, and the Taxation Department. Graduates with majors in the humanities presented especially difficult problems of placement.

#### High School Senior Placement Examination

A program to attract qualified high school seniors to the state service was inaugurated during the past two years and has proved quite successful. The program is modeled along the same lines as the college senior program and simplifies the procedure for high school seniors who seek state employment as a career. A total of 1,978 candidates were examined during the past two years, of which 1,246 were placed on eligible lists and 234 were appointed to positions. The success of the program is due to the excellent cooperation received from school officials.

#### Mechanic Apprentices Program

Existing facilities for training automotive mechanics have been geared, in recent years, to producing only as many mechanics as could be absorbed by the industries sponsoring the training. For this reason, the state found it difficult to recruit well-trained mechanics for the Highway Department shops located throughout the state. In cooperation with the Highway Department and the Division of Voluntary Apprenticeship, a four-year indentured mechanic apprenticeship program was established. The first group under this program completed apprenticeship training in 1957. These men are now working as mechanics in the various district shops of the Highway Department. Reports from the Highway Department indicate success of the program, and it has been made a permanent part of the Civil Service Department's recruitment and placement plan.

#### Employment Market

In July of 1957, it became apparent that a general slackening of the employment market was taking place. The number of persons applying for state jobs increased by 48.5% between July 1st of 1957 and January 1st of 1958 over the preceding six months. The majority of these applicants were unskilled or semi-skilled workers. Vacancies at these levels were filled quickly and substantial eligible lists were established. Vacancies at professional and technical levels continued to represent difficult problems in recruiting although significant gains were being shown. New positions created by the Highway Department as a result of its expanded program were filled and current eligible lists have been maintained for all Highway classes except draftsman.

The increase of 8,852 applications during the second year of the biennium placed an unusual workload on the staff which necessitated considerable overtime and greater than anticipated expenditures for supplies and materials.

While the number of applications increased 43% during the second year of the biennium, the number of unfilled jobs at the end of the biennium was 362, or 2.54% of the total work force. In conjunction with the reduction of the number of unfilled positions to an all-time low, the division was able to reduce the number of provisional appointments to an average of 1.4% of the total work



force. (A provisional appointment is a short-term interim appointment authorized until referral can be made from an eligible list.)

### Program Scope

It is not generally realized that the state is one of the larger employers of personnel in Minnesota. The Civil Service Department, as the central personnel agency, processed in excess of 30,000 applications for employment during the second half of the biennium. Examinations were given for 410 different classes, covering almost every type of work activity from common laborer to the highest executive posts in the state government. The department uses examining centers in 31 towns in the State of Minnesota, and through arrangements with other agencies has conducted its examinations in many areas of the United States. During the past six months, the department has conducted examinations in places as distant as Nome, Alaska and Frankfurt, Germany. While the volume of candidates processed by the division is important, of more concern is the quality of the candidates. Continued effort is pointed toward perfecting examining processes to the end that more qualified persons can be attracted to state government. In general, most departments are service agencies and the success of their programs is dependent to a large extent upon the quality of personnel furnished them by the Civil Service Department. During the biennium, the division was called upon to recruit candidates for such important positions as Associate Wardens, Assistant Commissioners of Education and Taxation, Game Supervisor, Tax Research Director, Assistant Hospital Superintendents, and Telephone Division Director.

It had been the practice of the division to conduct examinations every Saturday; however, due to budgetary limitations, it was necessary to schedule examinations less frequently. While this effected certain economies, it resulted in a delay in filling positions. The problem of increased costs made necessary a review of procedures from an efficiency standpoint. During the biennium, a number of internal office procedures were improved through the greater use of form letters and check lists, the simplification of forms, more efficient use of stenographic and typing services, and consolidation of material for mailing. Heretofore, initial claimants for veterans preference were required to complete a rather detailed claim form in duplicate and attach copies of their discharge papers. If the claim were approved, a permanent card record was maintained by the department and the discharge papers returned to the veteran. This system was cumbersome and expensive to both the department and the veteran and resulted in many delays in establishing eligible lists. The procedure was completely revised in March of 1958 to provide for a single form, elimination of submission of discharge papers, and the abolition of the permanent card record. Because a substantial number of examination candidates are veterans, the saving in paper, printing, postage and time has been considerable.

### Oral Examination Boards

The department is especially fortunate in the assistance it receives from members of the community willing to serve on its oral examination boards. Excellent cooperation was received from the top leaders in management, industry, labor and education in evaluating the capabilities of examination candidates. These public-spirited citizens gave their time without remuneration. If the department were to pay these individuals commensurate with their earnings in private industry, the cost would probably exceed the total budget of the department.



### Municipal Examinations

One of the services the division performs for other agencies is the construction and scoring of examinations for Police and Fire Commissions throughout the state. The scope of this program has grown during the past several years to the extent that nearly all towns, except cities of the first class, use this service. A modest fee is charged for this service and the payments are deposited in the general revenue fund. During the past two years, the department administered 859 examinations in cities and towns of the state. The growth of this program has resulted in considerable expense to the department which had to be defrayed from the department's operational budget. Inasmuch as the department's primary responsibility is to examine candidates for state positions, serious consideration must be given to continuing this service to municipalities.

### Intensive Recruitment

In order to expedite the recruitment of specialized personnel, two staff members were assigned to an intensive recruitment program. Positions requiring unusual qualifications are handled outside the normal channels of recruitment. Personal letters, visits and other media are used to contact individuals known to possess the qualifications for the positions in question. Success in filling positions for Railroad Negotiator, Special Education Consultants, Poultry Improvement Supervisor, Associate Warden, Tax Research Director, and for many other specialties, indicates the necessity for continuing this personalized recruiting program.

### Promotional Ratings

One of the significant advances in the past two years has been the improvement in the promotional rating program administered by the department. A rating of an employee by his department head or representative is an integral part of all promotional examinations and a statutory requirement. In the past, supervisors did not always have a clear understanding of their responsibility in the rating of their subordinates nor its effect on the total examination score. The new rating form requires the supervisor to rate both competency in the present job and potentiality to perform at the higher job level for which the employee is applying. The form on which this rating is made has been simplified and so designed that a rater will know the exact numerical score given to each of his employees. The revision of this procedure and form was made only after an exhaustive study of the rating forms used by many of the large corporations in the country. The introduction of this revised concept and form has met with the approval of both management officials and employees.

Part of the increased workload of the division was occasioned by the administering of examinations for Game Warden and Highway Patrolman. The examinations for Game Warden, given in February of 1958, attracted 1,436 candidates. An unusual feature of this examination was the character investigation made prior to the oral examinations of those candidates who passed the written examination. These investigations were conducted in each candidate's local community. While the results were not startling, it did eliminate a small number of candidates whose personal backgrounds were incompatible with the job of a Game Warden.

Highway Patrolman examinations were given in December of 1956 and again in June of 1957, attracting a total of 2,226 candidates. The eligible lists established



as a result of these tests were necessary to take care of the increased complement granted to the Highway Patrol. Both Game Warden and Highway Patrolman continue to be the most popular examinations given by the department.

#### Assistance From Other Agencies

The prompt service which the department can give in administering special examinations throughout the state and the nation is due to the excellent cooperation of the Department of Employment Security. In a number of examinations during the past two years, it has been necessary to go beyond the state to obtain qualified personnel. It is through the use of the facilities and the assistance of the local Employment Security offices in other states that examinations of this nature can be administered. The personnel of the State Department of Employment Security have been especially helpful in referring many qualified candidates for civil service examinations.

#### Career Day Festival

In the past two years the department has extended its participation in the annual Career Day Festival sponsored by the local colleges. Approximately 18,000 high school students attend this program each year and their interest in the career opportunities displayed by the Civil Service Department has shown a marked increase.

The High School Senior Placement examination is publicized at the Career Day Festival. Last year over 1,900 high school seniors applied for state examinations.

#### Requests for Announcements

Many inquiries are received each day from individuals applying for state positions which are not currently open for examination but may be at a future date. The department retains the names of these persons on file and through "punch card" processes notifies them when examinations are announced. A recent review of these procedures has made this process more accurate so that more reliable service can be rendered to the public. The administrative problems and costs are apparent when it is realized that over 6,000 names are on file.

#### Uniform Application Blanks

The adoption of a uniform application blank for state employment for use by all state departments has eliminated many problems and reduced printing costs substantially. Heretofore, many departments designed their own application forms and, in some instances, the questions asked of the applicants were contrary to state law. In the past, a candidate completed an application for a civil service examination and, upon being referred to an operating department as an eligible, he was required to fill out a second application form. This duplication has been eliminated by reproducing the original application and forwarding it to the operating department. The savings in time and money by the elimination of another "government form" are apparent.

#### Summary

One of the common criticisms of Civil Service is the amount of time required to instruct candidates on the completion of forms prior to their actually



writing a test. In the past two years, the instruction time has been reduced to an average of ten minutes. Another criticism is the elapsed time between the date of examination and the date the candidate receives notice of the results. The department is aware of this criticism and is taking steps to reduce this period to a maximum of two weeks.

Although the improvements introduced in the examining and recruitment program were substantial during the past biennium, further advancements can be made in the department's program in order to attract higher quality personnel for the upper level positions in the classified service.

## CLASSIFICATION AND PAY DIVISION

Public administration has progressed in the past one hundred years at a pace in keeping with other fields of human endeavor. The sheaf of papers in the back pocket that served as the personnel department of the 1858 state official has undergone a most pronounced change due, in large measure, to two powerful influences:

The scientific management movement of Taylor and Gilbreth, and  
The civil service reforms following President Garfield's assassination.

An integral part of the personnel administration structure that evolved under the influence of these movements is the classification and pay plan.

The basic function of the Classification and Pay Division is to insure equitable treatment in matters of pay for all classified employees. It is this division's job to see that the state pays "like pay for like work", both by comparison among employees within the organization and by comparison to the rates paid by other employers for similar work. Since we live in an ever-changing world, this job is one that never ends. The functions performed for the public by the various state departments change from time to time, sometimes with surprising speed. Application of modern principles of business administration sometimes requires that the work of individual employees or of entire division be reorganized. The application of electronic data processing to state procedures illustrates one source of major change. This report will summarize the activities of the Classification and Pay Division in terms of its recognition of changes in individual jobs and its actions to solve problems brought about by changes in the salary picture.

### Classification Studies

Changes in the way the state's work is done have been accompanied or followed by intensive and extensive classification studies of individual jobs within a few departments.

During the previous biennium, the Classification and Pay Division had inaugurated a program of conducting classification studies on a departmentwide basis. Such studies were completed in several of the largest departments of the state. This accomplishment was possible, however, only by borrowing technical personnel from the Examining and Recruiting Division and from several operating departments for a number of months at a time. Changing situations made it impossible to continue this arrangement. The department proposed in its 1957-59 biennial budget that two additional technician positions be established in the Classification and Pay Division in order to continue the program of departmentwide classification studies. After failing to secure the additional positions requested, the division has been able to conduct such department studies only as staff time was available after the normal program of individual audits, organization studies, and salary studies were completed.



## Prison Industries

In the fall of 1956, major changes were made in the nature of the work assignments given to 30 civilian employees in the industries at the State Prison. As a result of these studies, two new classes, Prison Industries Foreman I and Prison Industries Foreman II, were established to describe the positions formerly classified in 9 specialized foreman classes. Changes in the organization of the work in the prison industries resulted in abolishing 12 additional classifications.

## Informational Series

Early in 1957, all positions in the informational series were studied. This involved 20 positions in 8 departments of the state, in both the Informational Writer and Informational Representative series. As a result of these studies, salary assignments for several of the classes were changed and several positions were reallocated to reflect changes in duties.

## Auditor's Department

In June 1957, all 46 positions in the State Auditor's office were studied. This was the first time in 16 years that all positions in this department had been reviewed at one time.

## Unclassified Service

In June 1957, 31 positions were studied which formerly had been in the unclassified service. These positions were brought into the classified service effective July 1, 1957, through laws enacted by the 1957 Legislature. These positions included the entire Department of Civil Defense, a new section working with procurement and distribution of surplus property, and several individual positions in the departments of Education and Taxation.

## Laundry Series

During the late summer of 1957, all 125 positions in the laundries of the state institutions were studied. This study was prompted by salary studies conducted in this field. An important finding of the survey was that a number of the positions had changed since the last previous departmentwide study of laundry positions in 1949; consequently, a number of these positions were reallocated at the conclusion of the 1957 study. Another result was verification of the need for four levels of classes in the series.

## Comptometer Operators

In May 1958, 22 positions involving operation of comptometers were studied. While this study showed that all positions were properly allocated, another result of the study was to change the class title from Calculator Clerk to Comptometer Operator, a term more descriptive to potential applicants.

## Tabulating Supervisors

As the use of tabulating machines was extended into new fields of operations, the staff studied 17 positions in the Tabulating Machine Supervisor series in 8 state departments. Several positions were reallocated to reflect more difficult assignments.



Other groups of positions audited during this period included 10 Entomologists in the Department of Agriculture and 10 clerical positions in the central office of the Board of Parole.

### Highway Department

Throughout this two year period, a great deal of staff time was spent in analysis of Highway Department proposals for reorganization of various divisions of that department. As Minnesota's part of the greatly expanded federal highway program got under way, the expected expansion of professional and technical staff in the Highway Department was accompanied and complicated by a series of proposals for sweeping reorganizations within the department. Several successive reorganization proposals were made in the Lands and Right of Way Division and the Plans Division. Determining the allocations of new positions and the effect of reorganization on existing positions demanded almost daily attention. Although it is the responsibility of the Commissioner of Administration to determine the advisability of changes in organization, technicians of the Classification and Pay Division worked closely with the Department of Administration to determine the effect of various proposals for reorganization. In doing this work, the staff made excellent use of the knowledge gained in the 1956 survey of all positions in the Highway Department. Such basic questions arose as the extent to which functions and responsibilities assigned to a very highly centralized group of staff sections in the St. Paul headquarters should be delegated to the district offices. This question of decentralization was still unsettled at the end of the report period.

During this period an extensive traffic study of the Twin Cities and surrounding area, expected to take about two years, was begun. About 125 new positions, established to conduct this Twin Cities origin-destination study, were studied and allocated to the proper classes.

### Total Classification Activity

In addition to the major classification studies described above, many individual audits were made. In totaling all classification studies completed, we find that the allocations of 3,437 positions were reviewed. Of these, 551 were changed to higher-paying classes, 160 were reallocated to lower-paying classes, 79 were changed laterally to other classes in the same salary range, 313 positions were found to be correctly classified, and 2,334 new positions were given their initial allocation. Many of these new positions were of a seasonal or temporary nature. New permanent positions resulted from the opening of a new mental hospital at Brainerd, extensive additions to the school and hospital at Cambridge, expansion in the Department of Highways, and a marked increase in the professional staff of the Division of Vocational Rehabilitation.

### Salary Administration

Sweeping movements have occurred in the past few years in the field of salary administration, both in private industry and government. The previous biennial report described how the functional task force on state employee classification and pay problems had recommended that the state adopt a policy of paying total compensation comparable to that paid within the labor market. The salary data gathered during the 1956 Minnesota Salary Survey (also described in the previous biennial report) indicated that extensive changes in state salaries would be necessary to put this policy into effect. After a public hearing on August 20, 1956, the Civil Service Board adopted higher salary assignments for 767 classes.



The Commissioner of Administration subsequently determined that sufficient funds were not available to finance these changes. Consequently they could not go into effect at that time. These salary assignments, however, were used by all departments of the state in preparing their budgets for the 1957-59 biennium. In this way the biennial budgets presented to the 1957 Legislature were based on realistic estimates of expenditures for personal services, and the legislature had the opportunity to approve or disapprove the policy of paying average salaries within the labor market. Appropriations sufficient to finance the new salary assignments in all departments placed the state in a competitive position in the labor market for the first time in several years.

#### Amendments to the Civil Service Law

While retaining the 4 per cent integrated-step pay plan, 7 additional ranges were placed at the top of the plan to enable the state to pay a maximum of \$14,424 per year in areas of critical shortage, for instance, for physicians, psychiatrists and engineers. Additional appropriations were made available to the extent needed by each department to finance the higher salaries.

The legislature also enacted a change in the Civil Service Act altering the method of adjusting each employee's salary when his class is reassigned to a higher range. The net effect of this amendment at the time of installation of the new salaries on July 1, 1957, was the provision that a large number of employees who would have received no immediate increase under the old adjustment procedure received one or two step increases.

The department secured passage of a law designed to solve the problem of an employee with long and outstanding service who because of age or health is no longer able to work at his former level but still is a productive and very useful employee at a reduced level of work. The new law provides that such an employee shall continue at his present rate of pay, but will not be eligible for further increases.

A new law extended the Director's salary-setting responsibility to cover all positions in the unclassified service where salaries are not specifically set by law. In order to give effect to this law, the classification staff determined the salary ranges in which employees in these positions would be paid by comparison with persons doing comparable work in the classified service. This project involved about 250 positions. This will be a continuing responsibility and will involve review of the statements of duties of these positions whenever major changes are made in the salaries paid to employees in the classified service.

#### 1957 Salary Assignments

As mentioned earlier, the salary ranges proposed for the 1957-59 biennial budgets had been based upon salary data gathered from other employers in June, 1956. By late spring 1957, it became apparent from our close watch on the salary situation that considerable further movement had occurred in salaries paid by other employers since the time of our June, 1956 survey. Therefore, during May, 1957, a limited salary survey was conducted by personal visits to the personnel departments of 32 of the largest employers in the Twin Cities. During these visits, salary data was obtained covering 5,225 employees in 19 classes, mostly in office occupations. This data showed that salaries had increased about 5 per cent within the one year period.



It was our conclusion that state salaries based upon the 1956 salary data would, in most cases, not be high enough to meet the criterion of paying average salaries. Consequently, the salary assignments adopted by the Board in August, 1956 (which had not yet become effective), were reviewed carefully by the staff and the Director. The resulting recommendations by the Director were considered by the Board after a public hearing. Almost all classes in the bottom third of the pay plan were raised one range. At the same time, a number of classes were assigned to the 7 additional ranges adopted by the legislature during the 1957 session. These classes consisted mainly of top-level engineers in the Highway Department, psychiatrists, medical doctors in the departments of Health and Public Welfare, and a few top administrators. These salaries became effective July 1, 1957.

#### 1958 Salary Survey

In the spring of 1958, the third biennial Minnesota Salary Survey was conducted. The techniques and results of the biennial survey have been improved in many ways on the basis of our continuing experience in this endeavor. The 1958 survey may be considered a model of cooperation among several agencies. The survey was conducted by:

Minnesota State Civil Service Department  
Minnesota County Welfare Merit System  
Minneapolis Research Engineer  
Ramsey County Civil Service Department  
St. Paul Civil Service Bureau  
St. Louis County Civil Service Department  
University of Minnesota Department of Civil Service

Direction of the four month survey was provided by a member of the department's classification staff. The participating agencies contributed technical and clerical staff services and the various materials needed for printing and mailing questionnaires and reports of the results of the survey. These contributions were made without transfers of funds, consequently reducing costs for each participating agency. Questionnaires asking for salary data and information about fringe benefits were sent to 1,895 employers with payrolls totaling 442,818 employees. The sample included all industrial and business firms which employ 50 or more persons in the state, 106 hospitals selected to represent every county in the state, and 72 social agencies. Information was requested covering a group of 65 "key jobs". The personnel departments of 121 of the largest employers, largely in the Twin Cities area, were visited personally to secure their cooperation and to insure comparability of data. Contacts made by the staff with fellow members of the Twin Cities Personnel Managers Association also were very helpful in securing the cordial cooperation of many large employers in the Twin Cities area. The percentage of returns was the largest achieved for any of the biennial salary surveys. A total of 861 employers replied, representing 45 per cent of those contacted. These 861 firms employ a total of 312,766 workers, or 71 per cent of the total number of workers employed by all employers who received questionnaires.

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The Consumers' Price Index for the Minneapolis-St. Paul metropolitan area (published by the federal Bureau of Labor Statistics) reached a new high of 123.2 in January, 1958. In accordance with the cost of living feature of the salary



law, the Director advised the Commissioner of Administration that a one-step increase in the salary of each employee was indicated. Subsequently, the Commissioner of Administration certified that funds were available to pay for a one-step increase effective July 1, 1958.

The 1958 salary survey showed that the state continued in a reasonably competitive position with other employers in the area for almost all classes. It should be pointed out that this was true only by virtue of the May, 1957 revision of the August, 1956 assignments, plus the 4 per cent cost-of-living increase granted July 1, 1958.

In addition to the general survey just described, a number of specialized salary surveys were conducted for the following groups:

Groundsmen - 11 employers within the Twin Cities area.

Laundry production workers - 25 laundries in the Twin Cities area.

Hospital nursing and related positions - 74 hospitals within the state.

Fifty-eight professional education classes in state departments of education - 26 states.

Journeyman barbers (not including shop owners) - many localities throughout the state.

#### Salary Practices Survey

In January, 1958, the staff conducted a nationwide survey of practices followed in setting comparative salary levels, in paying union rates for trades classes, and in use of geographical differentials. Information was received from 37 states, 54 cities, and 17 counties. According to the findings of this survey, most government agencies surveyed use some sort of formally gathered salary data as a basis for setting salaries. Very few states use geographical differentials but follow the more common practice of using variable hiring rates within the range. About one-third of the agencies pay union rates for temporary or project employment in trades classes. An apparently increasing practice is to pay permanent positions in the trades at a rate equal to the union rate minus a fixed percentage to compensate for tenure and continuity of employment in government service.



## TRANSACTIONS AND OFFICE MANAGEMENT DIVISION

As the public demands more service from government, the state's activities become more varied and broader in scope. The state's functions are too numerous to list here, but they include conservation of natural resources, collection of revenue, law enforcement, patient and inmate care, and construction and maintenance of highways, bridges and buildings. To accomplish these jobs, the state employs some 14,400 full-time employees in the classified service. In addition, there are several thousand other employees on the payroll each year, including those in the unclassified service, the labor service, and those who work part-time, intermittently or for temporary periods. For these personal services, the state's annual outlay now is over seventy million dollars.

The number of full-time classified state employees, who are of greatest concern to this department, has increased by eleven hundred, or about 8% since 1956, and the annual payroll expenditure has risen approximately fifteen million dollars. The greater number of state employees partially accounts for the increase in personal services expenditures; however, part of the increase can be accounted for by legislative action in 1957 to increase salaries so that the state could compete with private industry in recruiting qualified personnel to carry on its functions.

The state personnel program is less flexible than that of private industry insofar as major changes must be advanced through duly constituted processes and approved by representatives of the public. The department's program must be of long range and planned accordingly for consideration during legislative sessions.

The management problems of the state are similar to those of any large industry. As the state service expands, its administrative chore becomes more complex. Reorganization is constantly going on and functions and responsibilities of employees as well as departments change. In most instances, the department has met the needs of the changing times by adapting its operations to new demands and being alert for better ways of doing things. The department has continued its regular functions, detailed later in this report, with a smaller staff than in previous years while looking ahead to improvements in a number of phases of personnel administration.

### Performance Standards

One badly needed innovation in the state service, for example, is a system whereby jobs can be better defined and each employee's contribution to management's goal measured more precisely. Until the state arrives at some standard of performance, well-defined and acceptable to management, this aim seems almost impossible of achievement.

The statutory framework for a performance standards program and a rating program based on these standards has existed since the adoption of the Civil Service Law. Budget limitations have prevented much activity in this area. Preliminary work on performance standards in the form of pilot studies was inaugurated in 1956 in which divisions or sections of the departments of Agriculture, Conservation, Employment Security, Health, Highways, Public Welfare and Hastings State Hospital participated. Approximately 500 employees in 75 different classes



were covered in the pilot studies. This work had to be conducted within the limits of the departmental budget, which meant that a member of the technical staff absorbed this responsibility along with regular duties.

If a performance standards program is to be installed, it will require the full time effort of several employees. The estimated cost of this activity was proposed in the department's last biennial budget, but the activity was not authorized. Departments participating in the original pilot studies, and other departments which have since become aware that a performance standards program could provide the answers to a number of personnel and general management questions, have indicated a desire to establish a standards program. Briefly, establishing a performance standards program means preparation of written statements of all tasks of each job and setting a standard for each task in terms of quantity, quality, manner of performance or results expected. When this is done, the employee and his supervisor have a better understanding of what is involved in a particular job and how well it is to be accomplished. With a performance standards program, ratings of employees' performance can be refined; duplication of effort can be eliminated, procedures brought up to date, work flow improved, and work units measured; and information can be obtained more readily for performance budgeting and for determining areas in which training is necessary.

The department is of the opinion that performance standards are a "must" for the state service so that merit rating and merit increases can be more carefully considered; so that the vast area of training can be developed logically; and finally, in order that a better understanding can be achieved between supervisors and their subordinates as to the objectives to be accomplished. The department contends that a program of this kind, although it will involve considerable time and effort on the part of employees at all levels, can result in fuller utilization of personnel time, better performance on individual jobs, and improved morale - all this through greater understanding on the part of the employee of what is expected of him. The request to the legislature for appropriations for a performance standards program will be repeated for the next biennium. The last two years have given even greater justification to the earlier recommendation that the state should not be without this type of program, particularly in the light of its attempts to modernize its activities and to convert many clerical activities to machine processing.

#### Mechanized Payroll

As one step in a long range plan, the department installed a new mechanized payroll certification system on January 1, 1958 to meet the needs of the new uniform system of payroll preparation made possible by 1957 legislation (Chapter 414). A great deal of the division's time was spent on planning the details of the program, both before and after its installation. The several interlocking authorities involved in approving payment for personal services, that is, the Commissioner of Administration, the Director of Civil Service, the Auditor and the Treasurer, as well as the operating departments and the post-auditor Public Examiner, had a number of legal and procedural questions to resolve. A committee of tabulating machine supervisory personnel worked out the overall machine problems.

In the process, the Civil Service Department changed from a completely manual system of checking payrolls semi-monthly to a uniform mechanized system for proc-



essing biweekly payrolls for about 14,700\* state employees. Under the uniform program, payrolls are prepared by five of the largest departments - Conservation, Employment Security, Highways, Taxation and Welfare. In addition, the Central Services section of the Department of Administration prepares one payroll abstract for 37 additional operating agencies.

The procedure involves maintenance in the Civil Service Department of a master deck of punched cards for payroll certification. The master deck includes a punched card containing pertinent statistical information in addition to the necessary payroll information for certification purposes for each state employee, with the exception of those in the labor service. The preparation of the original deck of punched cards was a time-consuming and laborious process because of the extreme necessity for accuracy. A further complicating factor was the necessity for the department to check payrolls manually as well as by machine during the first few months of testing the mechanized system. Each agency preparing payrolls sends to the Civil Service Department a punched card deck from which its payroll abstract and warrants were prepared. The operating department's cards are run through a collator with the Civil Service Department master deck. Unmatched cards indicate an error. When questions are resolved, the payroll is certified.

The many unforeseen problems appearing in the installation of the new mechanized system are being worked out. Of the total of approximately 16,700\*\* persons employed by the state and paid biweekly, about 2,000 are not under this new system. More than one thousand of those not included are employed in three departments: the Adjutant General's office, the Railroad and Warehouse Commission, and the Secretary of State's office, each of which presents a technical or procedural problem. As of the end of the reporting period, employees of a number of small boards and commissions had not been included in this system. Labor service employees in the Highway Department and employees of the Supreme Court continue to be paid on a semi-monthly basis. Biweekly payrolls for employees not under the mechanized system and all semi-monthly payrolls are checked manually.

When all employees are included in the uniform payroll system, the Civil Service Department will be able to claim the first state payroll certification process which is entirely mechanized. Legislation is needed to solve some of the present problems and others will disappear with procedural improvements and further training of the personnel involved in revised payroll activity.

#### Personnel Council

In a continued effort to keep abreast of the times, the Civil Service Department has sponsored Personnel Council meetings for the past three years. The council members are personnel officers and administrators of the largest state departments which employ about 95 per cent of all state employees. These operating department officials meet with the Director approximately twice each month to discuss personnel and employment matters involving all departments. New developments on a national scale and related reports from industry and other governments are discussed. The purpose of the Council is to explore new

\* Full-time classified and unclassified employees and those working on a temporary, part time, seasonal or intermittent basis in those departments under the mechanized system.

\*\* Full-time, part-time, temporary, seasonal and intermittent employees in both the classified and unclassified services.



areas of personnel management, to make recommendations for effective personnel management, and to promote consistency in administration of rules and law. During the reporting period, the Council considered such diverse subjects as:

1. Attitude surveys.
2. Retirement problems and replacement planning.
3. Training programs.
4. Rating scales.
5. Methods of attracting qualified personnel.
6. Salary administration and merit increase policies.
7. Revision of forms and procedures for statewide use.
8. Problem drinking in the employment situation.
9. Separation rates.
10. Sick leave administration.
11. Standard overtime plan.
12. Deferral of retirement policy.
13. Payroll problems.
14. Cooperative advertising.
15. Foreign student intern program.
16. Fair employment practices.
17. Legislation affecting personnel administration.
18. Service awards.
19. Performance standards.
20. Labor service problems.

The Personnel Council has proved to be a good "sounding board" for many programs and plans, both those in effect and those anticipated. On a number of occasions, proposals have been discussed and discarded. On those that have been put into effect, the thinking of this group has been helpful in avoiding pitfalls and in gaining acceptance by the operating departments and employees. The periodic meetings have enabled the department to learn of operating department problems earlier and have assisted in their expeditious solution. The operating department representatives also gain the benefit of discussion of common problems. A closer working relationship has developed, contributing to a number of advancements in the area of personnel in state government.

#### Cooperation With Other Agencies

In several areas, the department has been successful in working out mutually attractive cooperative arrangements with other governments. Of particular interest is the intern program for graduate students in public administration established in the fall of 1956, with the cooperation of the Public Administration Center at the University of Minnesota.

One of the serious problems of management is the development of trained individuals to take over various administrative posts. By combining academic training in public administration with on-the-job training in an intern program, it is hoped that the state will attract better candidates for employment over the years. With two years of experience with this program, the state is receiving a benefit that would not otherwise be available. The students are gaining practical experience which the University cannot provide.

Graduate students in public administration accepted for the program work one-half time as trainees in the state service. Interns have been appointed in the departments of Administration, Agriculture, Civil Service, Conservation,



Health, Highways, Public Welfare, Taxation and Youth Conservation. No fixed curriculum is established for public administration interns, nor are there any specific positions in the state service for which they are training. They are employed in a general administrative capacity throughout the one year training period. At the completion of the training period, interns must compete in regular civil service examinations for positions in which they are interested.

Thirteen interns have completed training under this program and two were in training as the reporting period ended. Five former interns are employed in permanent positions in the classified service. The public administration intern program is one of a number of training programs in effect in the state service. A complete list of these programs is shown in another section of this report. Increased interest in training resulted from an amendment to the law in 1957 which raised the maximum time limit for training from one to two years for most programs.

Also in cooperation with the University and with the federal International Cooperation Administration, the department has been host, during the past biennium, to some fifteen foreign government officials interested in studying our state government. Arrangements were made originally through the Governmental Affairs Institute for these visitors from Korea, Iran, Iraq and Venezuela. Additional activities carried out in cooperation with other governmental agencies are reported in the sections on Examining and Recruiting and Classification and Pay.

#### Administration

Performance standards, machine payrolling, the majority of the activity of the Personnel Council, and the public administration training program fall within the area of responsibility of the Transactions Division. These newsworthy subjects are part of a larger function. The day-to-day business of the division involves interpretation of the rules and law to department heads, employees, union officials and the public on such matters as appointments, probationary periods, merit increases, leaves of absence, separations, transfers, political activity, fringe benefits, overtime, maintenance and training programs. The division prepares the necessary materials for regular meetings of the Civil Service Board, the activities of which are discussed in another section of this report.

The division is responsible for record keeping and preparation of statistics on many facets of state employment. In addition to the payroll activities discussed in connection with the revised payroll certification system, it is involved in all housekeeping activities of the department, that is, mail distribution, control of correspondence, stenographic, typing and duplicating services, departmental records and bookkeeping, and maintenance of a filing system. In this last connection, because lack of filing space has at times been a limiting factor in the operations of the department, an attempt was made to dispose of a considerable quantity of obsolete or inactive materials. In 1956, the department proposed and received approval from the Civil Service Board and the Archives Commission for disposition of these non-essential items.

In accordance with the general policy of the department, the goal of the Transactions Division is to provide the best technical and clerical service possible at the least possible cost.



APPENDIX



# APPENDIX I

## NAMES PLACED ON ELIGIBLE LISTS

1956-1957

	<u>Non-Veterans</u>		<u>Non-Disabled Veterans</u>		<u>Disabled Veterans</u>		<u>Total</u>
	<u>Male</u>	<u>Female</u>	<u>Male</u>	<u>Female</u>	<u>Male</u>	<u>Female</u>	
Competitive	2,447	3,358	940	14	226	7	6,992
Promotional	<u>660</u>	<u>274</u>	<u>995</u>	<u>10</u>	<u>444</u>	<u>5</u>	<u>2,388</u>
	3,107	3,632	1,935	24	670	12	9,380

1957-1958

Competitive	3,972	3,941	1,733	43	375	6	10,070
Promotional	<u>667</u>	<u>841</u>	<u>804</u>	<u>20</u>	<u>312</u>	<u>10</u>	<u>2,654</u>
	4,639	4,782	2,537	63	687	16	12,724

# APPENDIX II

## RECRUITING AND EXAMINING RESULTS

1956-1957

<u>Candidates</u>	<u>Open Competitive</u>	<u>Promotional</u>	<u>Total</u>	<u>Per Cent</u>
Applying	17,186	3,424	20,610	100%
Accepted	16,572	3,317	19,889	96.5%
Examined	13,722	2,422	16,144	78.3%
Placed on lists	6,992	2,388	9,380	45.5%
Appointed	1,773	639	2,412	11.7%

1957-1958

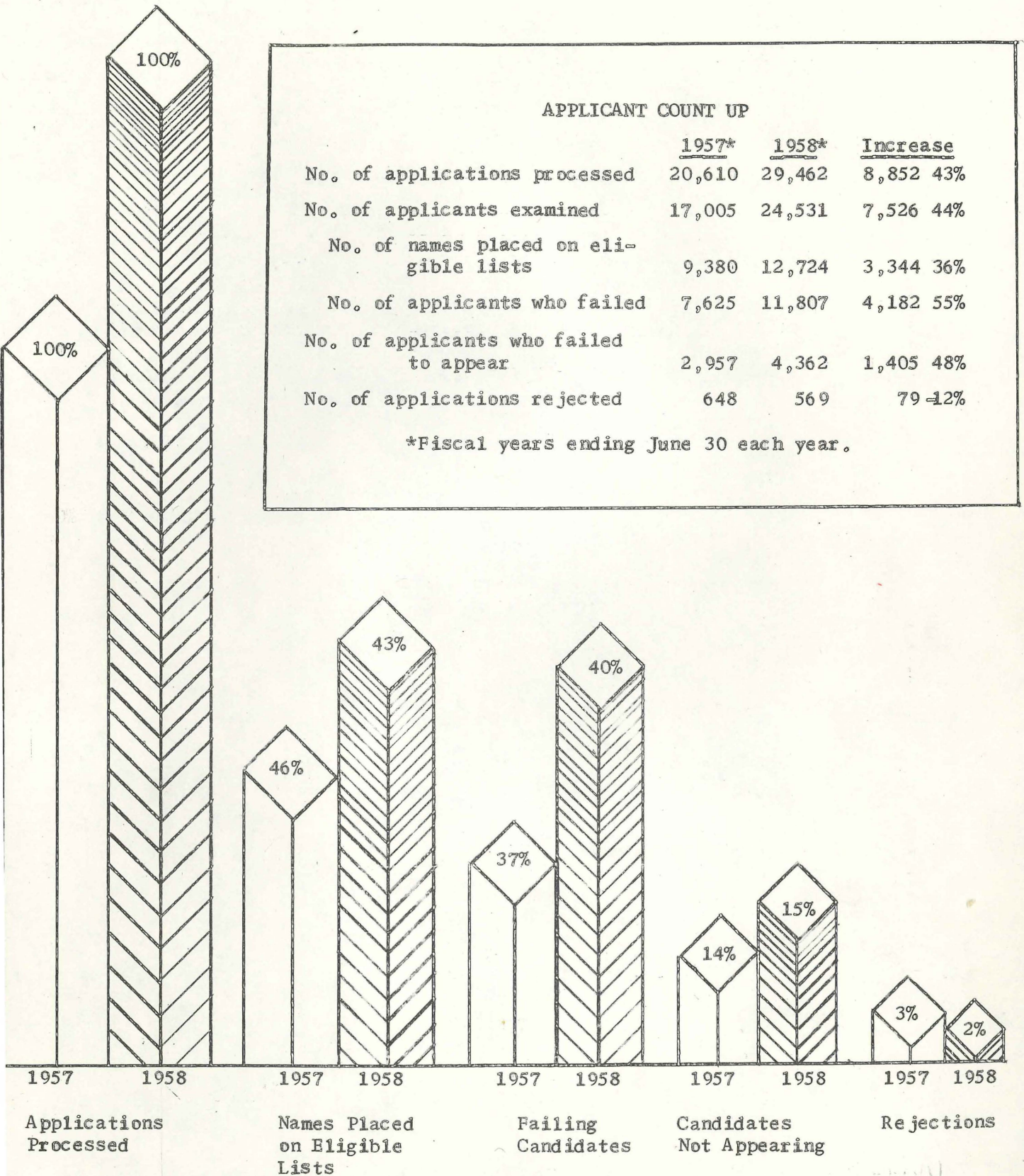
Applying	24,261	5,201	29,462	100%
Accepted	22,760	5,134	27,894	94.6%
Examined	18,649	4,883	23,532	79.8%
Placed on lists	10,070	2,654	12,724	43.2%
Appointed	2,091	638	2,729	9.3%

	<u>No. of Exams</u>	<u>Competitive</u>	<u>Promotional</u>	<u>No. Different Classes</u>
1956-1957	942	788	154	370
1957-1958	1,104	987	117	410



# APPENDIX III

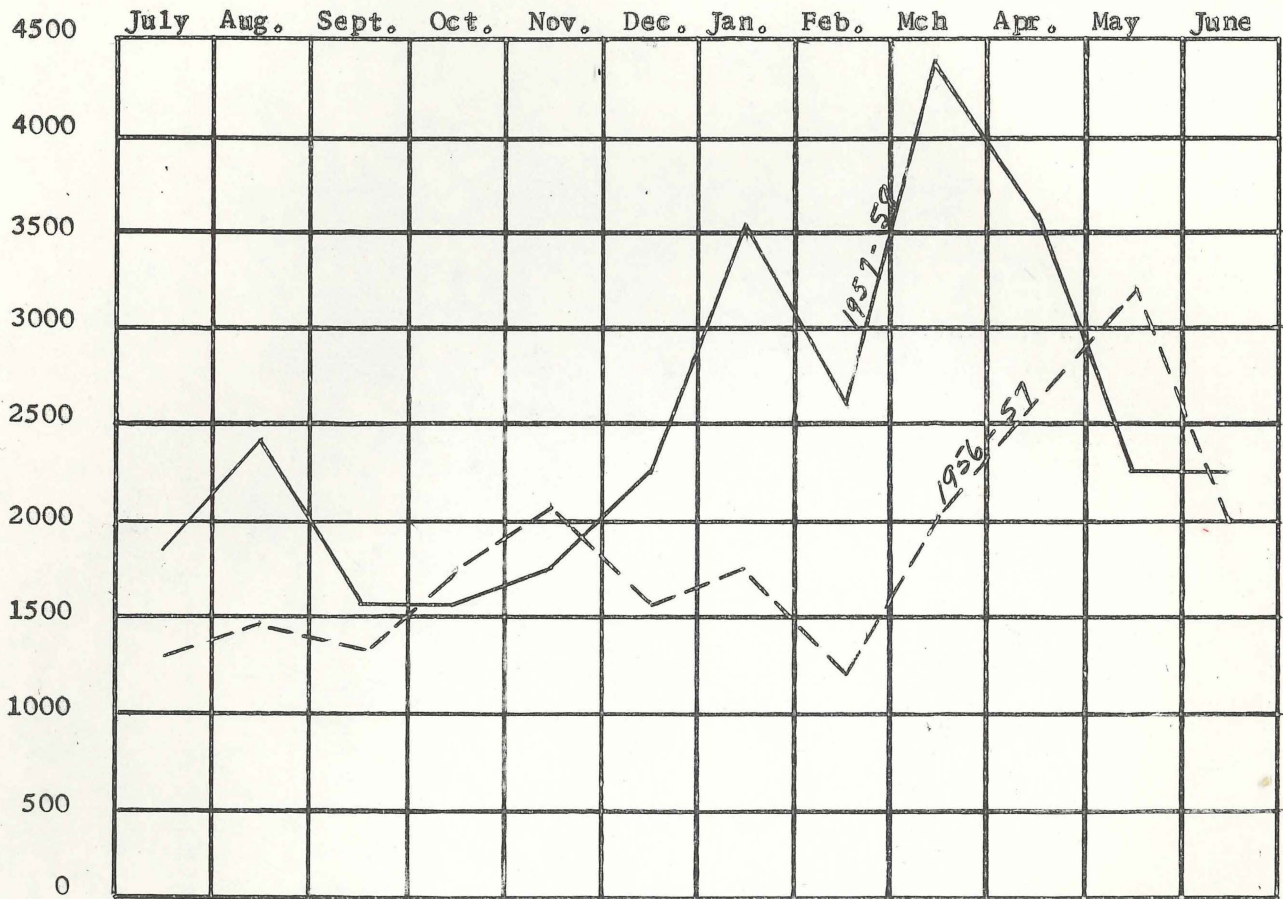
## ANALYSIS OF APPLICATIONS PROCESSED





# APPENDIX IV

## APPLICATIONS RECEIVED EACH MONTH



Fiscal years	1956 - 1957	1957 - 1958
Total number applications received	22,944	30,727

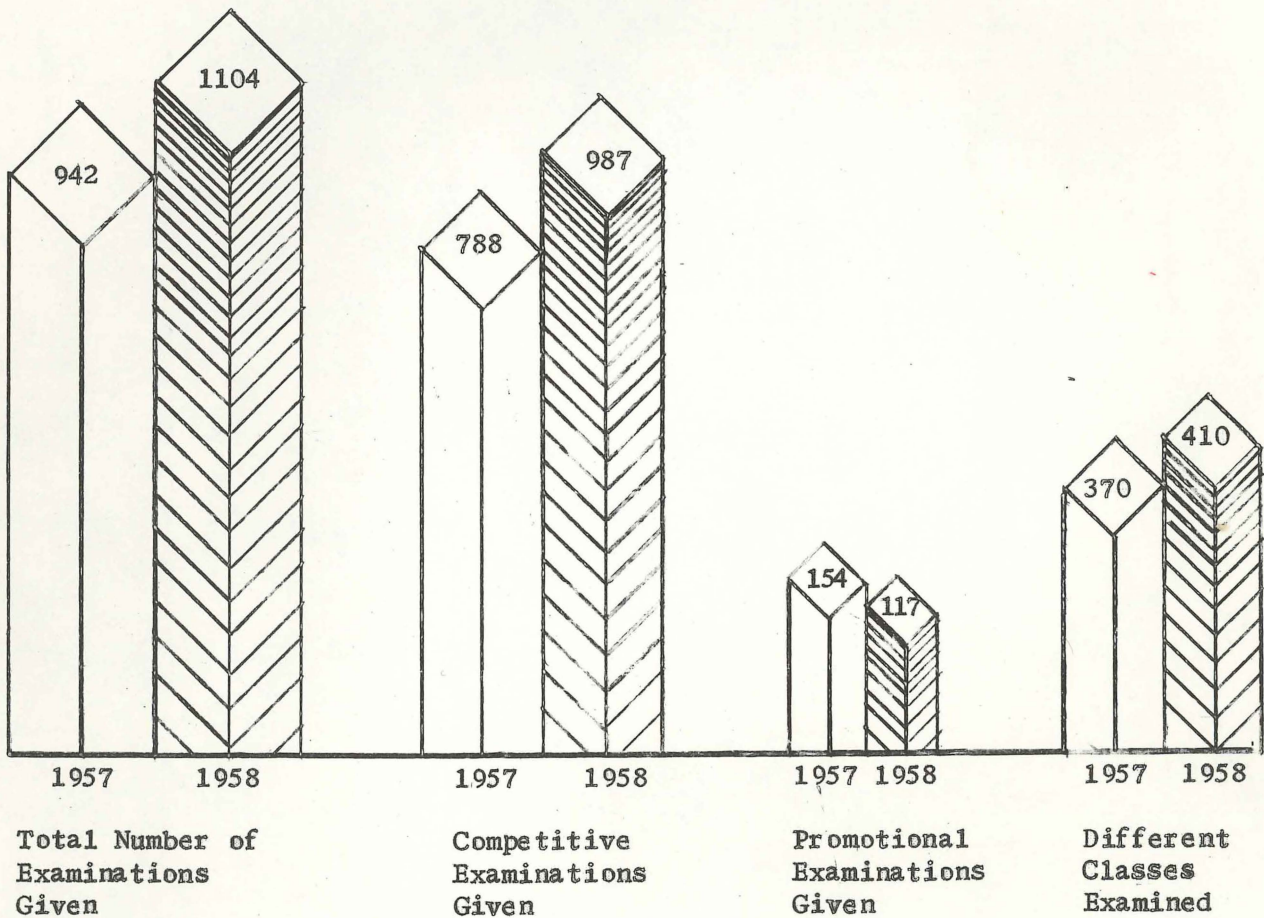


# APPENDIX V

## ANALYSIS OF EXAMINATIONS GIVEN

1957 indicates fiscal year July 1, 1956  
through June 30, 1957

1958 indicates fiscal year July 1, 1957  
through June 30, 1958





## APPENDIX VI

### CLASSIFICATION STUDIES

July 1, 1956 through June 30, 1958

#### I. Results of 539 Position Audits:

Positions reallocated to higher classes	192
Positions reallocated to lower classes	30
Positions reallocated to different classes in the same pay range	4
Positions not changed in class or pay range	313
Total number of positions audited	<hr/> 539

#### II. Reallocations made by Office Analysis of Duties Statements:

To higher classes	359
To lower classes	130
To different classes in same pay range	75
Total	<hr/> 564

III. Original Allocations of New Positions: 2,334

#### IV. Total Number of Positions Studied:

Audits	539
Office reallocations	564
New Positions	2,334
	<hr/> 3,437



# APPENDIX VII

## CHANGES IN THE CLASSIFICATION AND PAY PLANS BY CIVIL SERVICE BOARD ACTION

July 1, 1956 through June 30, 1958

New classes established	88
Classes reestablished	3
Classes retitled and assigned to higher salary ranges	2
Classes combined and assigned to higher salary ranges	8
Reassignments of classes to higher salary ranges with no change in title	899
Class title changes without change in salary range	65
Classes abolished	66



# APPENDIX VIII

## TWENTY LARGEST CLASSES IN NUMBER OF FULL-TIME EMPLOYEES

June 30, 1958

<u>Class</u>	<u>Number</u>
Psychiatric Aide I	1,321
Psychiatric Aide II	448
Clerk Stenographer II	442
Highway Maintenance Man II	441
Highway Technician II	430
Clerk Typist I	396
Highway Maintenance Man I	385
Highway Technician I	370
Clerk II	370
Clerk Typist II	366
Custodial Worker I	331
Civil Engineer I	305
Clerk I	298
Correctional Officer I	248
Janitor	193
Civil Engineer II	182
Clerk Stenographer I	154
Account Clerk	145
Clerk Stenographer III	142
Clerk III	131
All Others	<u>7,289</u>
Total number of full-time employees	<u><u>14,387</u></u>



# APPENDIX IX

## SALARIES OF FULL-TIME EMPLOYEES IN THE CLASSIFIED SERVICE

June 30, 1958

<u>Monthly Salaries</u>	<u>Number of Employees</u>
\$175 - \$199	165
\$200 - \$249	1,666
\$250 - \$299	4,190
\$300 - \$349	2,295
\$350 - \$399	2,241
\$400 - \$449	1,696
\$450 - \$499	809
\$500 - \$549	534
\$550 - \$599	199
\$600 - \$649	207
\$650 - \$699	118
\$700 - \$749	63
\$750 - \$799	96
\$800 - \$849	39
\$850 - \$899	20
\$900 - \$949	8
\$950 - \$999	23
\$1,000 - \$1,049	9
\$1,050 - \$1,099	8
\$1,100 - \$1,149	-
\$1,150 - \$1,199	-
\$1,200	<u>1</u>
	14,387



# APPENDIX X

## FULL-TIME EMPLOYEES IN THE CLASSIFIED SERVICE BY DEPARTMENT

June 30, 1958

<u>Department</u>	<u>Number of Full-time Classified Employees</u>
Public Welfare	5,307
Highways	3,723
Conservation	928
Employment Security	719
Railroad and Warehouse	500
Taxation	496
Health	295
Administration	287
State Colleges	278
Youth Conservation Commission	254
Education	234
Secretary of State	216
Agriculture	187
Labor and Industry	107
Soldiers Home and Board	96
Public Examiner	77
Livestock Sanitary Board	56
Civil Service	53
Auditor	48
Banking	48
All Others	<u>478</u>
	14,387

These figures may be below the complements allowed by the legislature because some positions were unfilled as of June 30, 1958.



# APPENDIX XI

## STATUS OF FULL-TIME EMPLOYEES IN THE CLASSIFIED SERVICE

### June 30, 1957

Permanent	11,420	84.9%
Probationary	1,747	13.0%
Provisional Promotee	55	.4%
Provisional	225	1.7%
Total	13,447	100%

### June 30, 1958

Permanent	12,362	85.9%
Probationary	1,831	12.7%
Provisional Promotee	27	.2%
Provisional	167	1.2%
Total	14,387	100%



# APPENDIX XII

## FULL-TIME CLASSIFIED EMPLOYEES BY AGE GROUPS

June 30, 1957

	<u>Men</u>	<u>Women</u>	<u>Total</u>	<u>Per Cent</u>
20 and under	114	430	544	4.0%
21-30	1,176	776	1,952	14.5%
31-40	1,800	743	2,543	18.9%
41-50	1,759	1,248	3,007	22.4%
51-60	2,063	1,316	3,379	25.1%
61-69	1,298	546	1,844	13.7%
70 and over	<u>119</u>	<u>24</u>	<u>143</u>	<u>1.1%</u>
	8,329	5,083	13,412	
No Record	<u>20</u>	<u>15</u>	<u>35</u>	<u>.3%</u>
	<u>8,349</u>	<u>5,098</u>	<u>13,447</u>	<u>100%</u>

June 30, 1958

20 and under	144	486	630	4.4%
21-30	1,527	857	2,384	16.6%
31-40	1,941	718	2,659	18.5%
41-50	1,879	1,272	3,151	21.9%
51-60	2,124	1,414	3,538	24.6%
61-69	1,334	593	1,927	13.4%
70 and over	<u>80</u>	<u>18</u>	<u>98</u>	<u>.6%</u>
	<u>9,029</u>	<u>5,358</u>	<u>14,387</u>	<u>100%</u>



# APPENDIX XIII

## FULL TIME CLASSIFIED EMPLOYEES BY LENGTH OF SERVICE

June 30, 1957

<u>Years Worked</u>	<u>Men</u>	<u>Women</u>	<u>Total</u>	<u>Per Cent</u>
0-4	2,613	2,256	4,869	36.2%
5-9	2,029	1,324	3,353	24.9%
10-14	1,424	735	2,159	16.1%
15-19	909	359	1,268	9.4%
20-24	534	218	752	5.6%
25-29	447	108	555	4.1%
30-34	255	56	311	2.3%
35 and Over	<u>138</u>	<u>42</u>	<u>180</u>	<u>1.4%</u>
	<u>8,349</u>	<u>5,098</u>	<u>13,447</u>	<u>100%</u>

June 30, 1958

<u>Years Worked</u>	<u>Men</u>	<u>Women</u>	<u>Total</u>	<u>Per Cent</u>
0-4	3,439	2,530	5,969	41.5%
5-9	2,279	1,476	3,755	26.1%
10-14	1,335	623	1,958	13.6%
15-19	694	358	1,052	7.3%
20-24	428	144	572	4.0%
25-29	364	96	460	3.2%
30-34	279	78	357	2.5%
35 and Over	<u>211</u>	<u>53</u>	<u>264</u>	<u>1.8%</u>
	<u>9,029</u>	<u>5,358</u>	<u>14,387</u>	<u>100%</u>



# APPENDIX XIV

## NUMBER OF RESIGNATIONS AND RESIGNATION RATES OF FULL-TIME CLASSIFIED EMPLOYEES

July 1, 1956 through June 30, 1958

<u>Month</u>	<u>Working Force *</u>		<u>Number of Resignations</u>		<u>Resignation Rates</u>	
	<u>1956</u>	<u>1957</u>	<u>1956</u>	<u>1957</u>	<u>1956</u>	<u>1957</u>
July	13,246	13,447	179	122	1.35%	.90%
August			265	172	2.00%	1.27%
September			292	180	2.20%	1.33%
October	13,230	13,612	193	94	1.45%	.69%
November			170	95	1.28%	.69%
December			143	118	1.08%	.86%
	<u>1957</u>	<u>1958</u>	<u>1957</u>	<u>1958</u>	<u>1957</u>	<u>1958</u>
January	13,307	13,733	130	79	.97%	.57%
February			125	70	.93%	.50%
March			128	104	.96%	.75%
April	13,396	14,282	131	94	.97%	.65%
May			190	128	1.41%	.89%
June			162	137	1.20%	.95%

The following figures duplicate the resignation information given above except that the rates are shown by quarters, six months periods, and the fiscal years covered in this report.



<u>Quarter</u>	<u>Working Force *</u>		<u>Number of Resignations</u>		<u>Resignation Rates</u>	
	<u>1956</u>	<u>1957</u>	<u>1956</u>	<u>1957</u>	<u>1956</u>	<u>1957</u>
July - September	13,246	13,447	736	474	5.55%	3.52%
October - December	13,230	13,612	506	307	3.82%	2.25%
	<u>1957</u>	<u>1958</u>	<u>1957</u>	<u>1958</u>	<u>1957</u>	<u>1958</u>
January - March	13,307	13,733	383	253	2.87%	1.81%
April - June	13,396	14,282	483	359	3.60%	2.51%
<u>Six Months Period</u>	<u>1956</u>	<u>1957</u>	<u>1956</u>	<u>1957</u>	<u>1956</u>	<u>1957</u>
July - December	13,238	13,529	1,242	781	9.38%	5.77%
	<u>1957</u>	<u>1958</u>	<u>1957</u>	<u>1958</u>	<u>1957</u>	<u>1958</u>
January - June	13,351	14,007	866	612	6.48%	4.36%
<u>Fiscal Year</u>	<u>'56-'57</u>	<u>'57-'58</u>	<u>'56-'57</u>	<u>'57-'58</u>	<u>'56-'57</u>	<u>'57-'58</u>
	13,294	13,768	2,108	1,393	15.85%	10.11%

\* Figures taken from end of previous quarter.



APPENDIX XV  
ANALYSIS OF SICK LEAVE

Sick leave has been under consideration by the legislature in the past two sessions as a result of an Interim Committee report in which abuses of sick leave were alleged. In both the 1955 and 1957 sessions, the legislature amended the Civil Service Law in regard to sick leave and the Civil Service Rule was changed accordingly.

The department developed a sick leave policy with the advice and consideration of the Personnel Council, and with the approval of the Civil Service Board. The policy statement was distributed to all departments to further statewide consistency among operating departments in sick leave administration. Since the 1955 legislative session, the department has established an annual reporting procedure and has requested from the operating departments specific information on sick leave which has been tabulated to show the sick leave experience in the classified service for two years.

For comparative purposes, the Civil Service Department's sick leave experience also is shown.

	1956		1957	
	<u>All State Departments</u>	<u>Civil Service Department</u>	<u>All State Departments</u>	<u>Civil Service Department</u>
Average number of employees	13,528*	54	14,505*	55
Total number of sick leave days used reported	76,434	270	89,323.4	269.3
<u>Average number of sick leave days used</u>	<u>5.65</u>	<u>5.0</u>	<u>6.15</u>	<u>4.89</u>
Total number of unused sick leave days	577,667	1,625.5	618,407	1,462.5
Average number of unused sick leave	42.7	30.0	42.8	26.6
Total number of days of lapsed sick leave	68,904	53.5	69,870	106
Average lapsed sick leave	5.09	.99	4.81	1.92

\* Includes part time and seasonal employees in the classified service.

Although vacation has not been a controversial subject, the use of vacation time for the same two year period is included.

	1956		1957	
	<u>All State Departments</u>	<u>Civil Service Department</u>	<u>All State Departments</u>	<u>Civil Service Department</u>
Total vacation days used during year	171,422	514.75	174,127	514
Average number of vacation days used per employee	12.8	9.53	12.0	9.34
Total number of un- used vacation leave at end of year	166,555	582.5	173,732	358.25
Average number of unused vacation days per employee	12.3	8.93	11.97	6.51



## APPENDIX XVI

### CIVIL SERVICE BOARD AUTHORIZATION UNDER RULE 6.2a FOR NATIONWIDE EXAMINATIONS

#### July 1, 1956 through June 30, 1957

Area Game Manager  
 Assistant Area Game Manager  
 Assistant Commissioner of Education  
 (Rehabilitation and Special Education)  
 Bank Examiner I  
 Baker I  
 Chemist II  
 1957 College Senior Placement Examination  
 Community Planning Director  
 Cook I, II  
 Crime Laboratory Analyst  
 Custodial Worker I  
 Game Biologist II  
 Groundsman I  
 Health Educator  
 Hearings Reporter I, II  
 Heating Engineer  
 Hospital Aide  
 Institutions Nursing Consultant  
 Instructional Supervisor  
 Landscape Architect I  
 Librarian III  
 Maid  
 Mechanical Engineer  
 Parole Agent I, II  
 Patient Programs Supervisor I  
 Penal Classification Officer  
 Prison Products Sales Executive II  
 Psychiatric Aide I  
 Public Health Biologist I, II  
 Radio Engineer  
 Rehabilitation Director  
 Secondary Teacher  
 Special Education Consultant I  
 Tax Research Supervisor  
 Telephone Rate Engineer  
 Welfare Field Representative  
 Welfare Training Supervisor  
 X-ray Technician

#### July 1, 1957 through June 30, 1958

Architect II  
 Assistant Area Game Manager  
 Budget Examiner I  
 Business Manager III  
 Civil Engineer II  
 Clinical Psychologist I, II, III  
 1958 College Senior Placement Examination  
 Correctional Programs Supervisor  
 Correctional Schools Supervisor  
 Correctional Schools Counselor I, II  
 Crime Laboratory Analyst I, II  
 Educational Research Director  
 Entomologist I, II, III  
 Highway Illumination Engineer  
 Hospital Consultant  
 Industrial Education Consultant II  
 Language Arts Education Consultant  
 Medical Records Librarian I  
 Milk Sanitarian II  
 Origin-Destination Study Director  
 Patient Programs Supervisor I  
 Plant Industries Director  
 Poultry Inspection Supervisor  
 Prison Captain  
 Psychiatric Aide I  
 Public Health Sanitarian  
 Research Analyst I  
 Research Entomologist  
 Seed Potato Certification Supervisor  
 Speech Pathologist  
 Welfare Field Representative



## APPENDIX XVII

### AUTHORITY GRANTED FOR PROVISIONAL APPOINTMENT EXTENSIONS UNDER LAWS 1955, CHAPTER 654

July 1, 1956 through June 30, 1957

Architectural Draftsman III  
Barber Inspector  
Braille and Sight Saving Teacher  
Bridge Worker  
Carpenter  
Carpenter Foreman  
Clerk I  
Clerk Draftsman  
Clerk Stenographer I, II  
Clerk Typist I  
Clinical Psychologist I, III  
Cook II  
Custodial Worker I  
Deputy Boiler Inspector  
Deputy Commissioner of Taxation  
Deputy Fire Marshal (Fire)  
Electrician  
Electrician Foreman  
Elevator Operator  
Employment Security Interviewer I, II  
Employment Service Director  
Examination Monitor  
Executive I  
General Repairman  
Geologist  
Graduate Nurse I (General)  
Graduate Nurse III (Pediatrics)  
Groundsman I  
Laboratory Technician II  
Laborer II  
Machinery Assembly Foreman  
Maid  
Mason  
Mechanical Engineer  
Medical Technologist I  
Office Equipment Supervisor  
Patient Activities Leader I, II  
Patient Activities Worker  
Physical Therapist I  
Plant Maintenance Engineer Helper  
Psychiatric Aide I  
Public Health Engineer I  
Radio Operator I  
Research Analyst I  
Right of Way Agent  
Secondary Teacher  
Steam Fireman  
Switchboard Operator I  
Tabulating Machine Operator I  
Teachers College Executive Secretary  
Teacher of the Deaf  
X-ray Technician

July 1, 1957 through June 30, 1958

Apprenticeship Training Field Representative  
Aquatic Biologist Aide  
Architect I, II  
Associate Warden (Training & Treatment)  
Carpenter Foreman  
Civil Engineer I  
Clerk I  
Clerk Stenographer II  
Clinical Psychologist I  
Dental Assistant  
Dictaphone Operator I  
Employment Security Interviewer I  
Executive I  
Florist  
Groundsman I  
Guard Instructor  
Heavy Equipment Operator  
Highway Training Officer  
Houseparent I  
Janitor  
Laborer II  
Mason  
Nurse Instructor (Psychiatric)  
Painter  
Plant Industries Director  
Plumber  
Practical Nurse I  
Property Assessment Investigator I  
Research Analyst I  
Signman I  
Switchboard Operator I  
Tabulating Machine Operator I, II  
Utilities Valuation Engineer II  
Veterans Training Consultant  
X-ray Technician



# APPENDIX XVIII

## TRAINEES APPOINTED IN SPECIFIED PROGRAMS UNDER PROVISIONS OF CIVIL SERVICE RULE 8.9

### July 1, 1956 through June 30, 1957

Affiliate Nurses	710
Anesthesiology Fellow	1
Bacteriologist I	1
Engineering Aide I	260
Engineering Aide II	24
Graduate Nurse I	2
Grain Sampler I	25
Grain Weigher I	16
Keypunch Operator	43
Medical Students	22
Occupational Therapist I	19
Orthopedic Fellow	6
Patient Activities Leader I	1
Physical Therapist I	16
Psychiatric Aide I (Mennonites)	2
Psychologist Intern	4
Public Administration Intern	2
Public Health Nurse I	1
Public Health Physician I	5
Research Analyst I	1
Special Teacher	4
Social Worker I	1
Undergraduates (Welfare)	68
Rehabilitation Worker I	13

1,247

### July 1, 1957 through June 30, 1958

Administrative Analyst I	1
Administrative Assistant (Securities)	1
Affiliate Nurses	578
Anesthesiology Fellow	7
Auditor I	3
Bacteriologist I	6
Civil Engineer I	25
Engineering Aide I (Highway Tech. I)	161
Engineering Aide II	28
Graduate Engineer	1
Graduate Nurse I	12
Grain Sampler I	19
Grain Weigher I	15
Health Educator	1
Keypunch Operator	35
Medical Student	9
Occupational Therapist I	21
Orthopedic Fellow	8
Patient Activities Leader I	3
Physical Therapist I	8
Psychiatric Aide I	393
Psychiatric Aide I (Mennonites)	18
Psychologist Intern	3
Public Administration Intern	11
Public Health Nurse I	1
Rehabilitation Worker I (Blind)	1
Special Teacher	1
Social Worker I	27
Social Worker II	6
Undergraduates (Welfare)	51

1,454

## APPENDIX XIX

### TRANSFERS FROM OTHER JURISDICTIONS

#### 1956-57

Clifford Gronquist from the Washington State Highway Department to an Engineering Aide II position in the Highway Department.

Frederick W. Thorstenson from the United States Fish and Wild Life Service to a Civil Engineer II position in the Highway Department.

Wilbert Freeman from the Iowa State Department of Social Welfare to a Welfare Representative position with the Department of Public Welfare.

Roy J. Hanson, a GS-9 with the Army Corps of Engineers to a Civil Engineer I position with the Highway Department.

O. M. Rufavold from the United States Army Corps of Engineers to a Civil Engineer II position with the Highway Department.

B. A. Liesch, a GS-11 with the United States Department of the Interior to a Ground Water Hydrologist position in the Department of Conservation.

#### 1957-58

Gerald Ellenson, Executive Secretary III with the Cass County Welfare Board, to a Welfare Consultant position with the Department of Public Welfare.

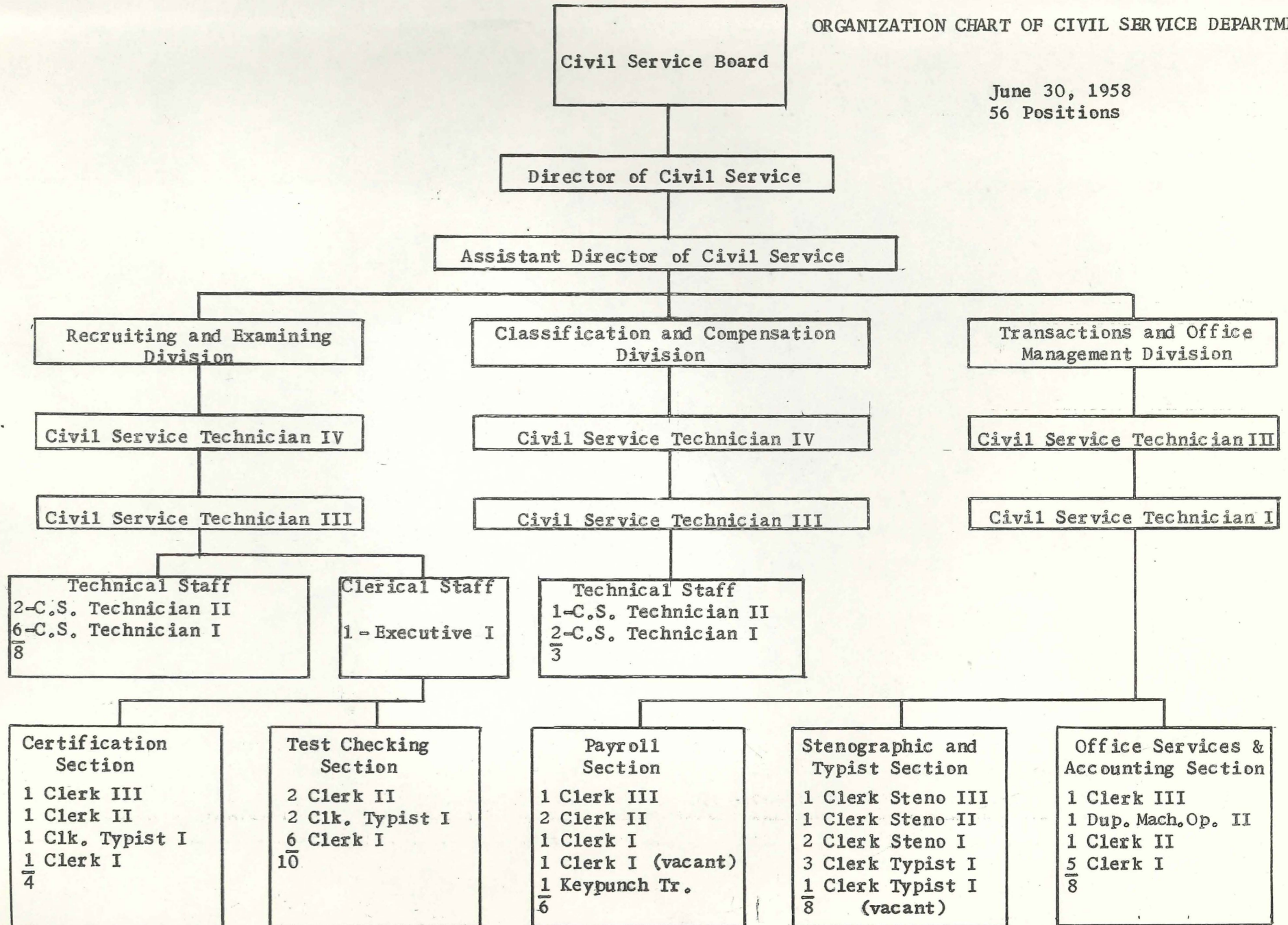
Eugene Smith, Program Analyst for the Department of Defense assigned to the United States delegation to NATO, to the position of Highway Administrative Director.

Jack C. Davis, a Personnel Technician II with the Washington State Personnel Board, to a Personnel Officer III position in the Highway Department.

Duane W. Brown from the Oregon State Highway Department to a Civil Engineer I position in the Highway Department.



June 30, 1958  
56 Positions





# APPENDIX XXI

## FINANCIAL REPORT OF THE CIVIL SERVICE DEPARTMENT FOR THE BIENNIUM ENDING JUNE 30, 1958

		<u>Total</u> <u>Appropriations</u>	<u>Reverted to</u> <u>General Revenue</u>	<u>Expenditures</u> <u>for the Year</u>
Personal Services	1957	\$ 210,752.00	\$ 5,316.56	\$ 205,435.54
	1958	248,461.38*	514.18	247,947.20**
Total Personal Services		\$ 459,213.38	\$ 5,830.74	\$ 453,382.74
Supplies & Expenses	1957	\$ 19,270.00	\$ 129.19	\$ 19,140.81
	1958	21,743.75	44.43	21,699.32
Total Supplies & Expenses		\$ 41,013.75***	\$ 173.62	\$ 40,840.13
Totals		\$ 500,227.13	\$ 6,004.36	\$ 494,222.87

\* Includes \$15,677.38 special appropriation for Social Security.

\*\* Includes \$19,459.32 for Social Security.

The difference in Social Security expenditures and special appropriation granted for this purpose was paid out of funds for the regular operation of the department.

\*\*\* Special grants were made in Supplies & Expenses as appropriations were not sufficient for requirements. The grants were: 1956-57, \$1,500 from Contingent Fund; 1957-58, \$1,200 from Contingent Fund; 1957-58, \$67.75 from Open End Appropriations to cover Social Security services.

### Distribution of Departmental Personal Services Expenditures Between Clerical and Technical Activities

	<u>Number of Full-</u> <u>Time Employees</u> <u>on Payroll</u>		<u>Annual Personal Services</u> <u>Expenditures for Full-time</u> <u>Employees</u>		<u>Per Cent Tech-</u> <u>nical &amp; Cleri-</u> <u>cal Expenditures</u>	
	<u>6-30-57</u>	<u>6-30-58</u>	<u>1957</u>	<u>1958</u>	<u>1957</u>	<u>1958</u>
Clerical Staff	36	35	\$ 133,495.22	\$ 156,962.32*	67%	65%
Technical Staff	18	19	65,751.38	84,518.17	33%	35%
	54	54	\$ 199,246.60	\$ 241,480.49*		

\* Includes Social Security matching funds.



# APPENDIX XXII

## CIVIL SERVICE DEPARTMENT EXPENDITURES FOR A TEN YEAR PERIOD

<u>Fiscal Year</u>	<u>Number Full-time Classified Employees</u>	<u>Civil Service Depart- ment Expenditures</u>
1948-49	10,523	\$ 173,839.19
1949-50	11,496	179,924.29
1950-51	11,856	192,276.10
1951-52	12,251	226,219.25
1952-53	12,445	229,784.07
1953-54	12,802	216,312.89
1954-55	12,681	218,613.71
1955-56	13,208	215,083.09
1956-57	13,449	224,576.35
1957-58	14,387	269,646.52

# APPENDIX XXIII

## SEPARATIONS FROM THE CIVIL SERVICE DEPARTMENT DURING THE BIENNium

July 1, 1956 through June 30, 1958

<u>Reasons</u>	<u>Number of Employees</u>
Promotions in State Service	10
Other employment	18
Family responsibility, marriage and other personal reasons	29
Dismissed during probationary period	7
Transfer at same level	1
Retirement	1
	<hr/>
Total	66

Total includes 51 clerical employees and 15 technicians.