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# Biennial Report

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STATE OF MINNESOTA

Department of Civil Service

BIENNIAL REPORT

July 1, 1968 through June 30, 1970

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## BIENNIAL REPORT

July 1, 1968 - June 30, 1970

### REVIEW AND PREVIEW

June 30, 1970, represents more than a closing date of a formal reporting period. It closes out a time of growing awareness that Public Personnel, or Manpower Utilization - or whatever it is still to be named - is not a settled thing. For better or for worse, the period saw gropings and developments that suggested that no return to the tried and true procedures, and no less, the accepted philosophies of the recent past, could be possible.

The need for assessment of manpower requirements and the upsurge of priority for manpower inventory and development came as a result of the growing recognition that more precision about the kinds of employees needed had to be developed. Similarly, more relevant use of the manpower available had to be planned to maximize the individual's talents and the satisfaction he felt in his job.

The behavioral scientists became the oracles of the times. While differing in terminology and to some extent repeating already known conclusions of earlier researchers, they marketed a product at a time the client was more receptive. They argued against the careers of "quiet desperation" that reduced the individual's productive output to a fraction of his ability. They urged the enrichment of job assignments and the reduction of tedium and boredom.

The period was marked by high employment and growing employee unrest. For the first time there was talk of strikes and some work stoppages occurred that were hurriedly called something else.

The cost of living continued to rise at an increasing rate and salary adjustments were being eroded. Record wage increases in some employment areas caused dissatisfaction in less fortunate areas. The technology and the state of the arts were changing.

The period challenged administrators to combine and use more innovatively the resources they had, and to seek new ideas rather than to refine the old rules and regulation-oriented approach. It was a period of pessimism or optimism, depending on whether one looked backward or to the future.

Actions were authorized early in the period by the Civil Service Board and the Director which were designed to bring the department's operations in line with the changing times. Training was expanded to provide for broadening of supervisory and management skills. Available talent was upgraded by skills development courses. Planning was begun to develop a skills inventory of all employees through the use of computer memory systems. Contacts were improved with the University, the state colleges, junior colleges and technical schools.

Research was begun to attempt to develop a working multi-factor model that would permit prediction of manpower needs through the budget period. Arrangements were begun to provide manpower analysis to the newly developed program budgeting process.

Staff was assigned to the study of administrative organization and to evolve a management compensation plan to further implement the Career Executive Series (CES) enacted by the Legislature.

A position paper on Labor Relations was presented to the Governor's Committee on Employee-Employer Relations and to the joint Senate Interim Committee. The



role of the department in the area of negotiation needs to be more directly defined.

Staff training has been aimed at achieving a more service-oriented relationship with the operating departments. The control aspects of the department's operations have been diminished. Staff development has been aimed at achieving greater knowledge of department programs with the idea of giving assistance in structuring personnel procedures to aid in program realization.

The goals for the forthcoming period are to attain, 1) greater ability to predict the specific manpower needs in terms of departmental program projections, 2) knowledge of present personnel capabilities, 3) coordination of training in terms of needs and identification of available skills, 4) more efficient recruiting for entry level classes, 5) more complete communication with operating departments, and 6) the maintenance of a modern compensation program.

The art of personnel management will change and expand as the problems of the past period present the need for change and a more skillful combination of the programs now being developed. The realistic appraisal of the quickening demand for better performance has the desirable effect of staff stimulation. The future will be a time for as great a growth in the field of personnel - or however it becomes known - as the ingenuity and creativeness of its practitioners are able to grasp.

The Civil Service Department's activities for the biennium ended June 30, 1970, reflecting its efforts to meet the demands and pressures of a changing personnel environment, are discussed in the succeeding sections of this report under the titles: Manpower Planning, Employee Development, Recruiting and Examining, Classification and Salary Administration and Transactions and Office Management.



## MANPOWER PLANNING

Manpower planning for state government asks, and tries to answer, questions such as these: What types of employees do we need now, and what types will we need in the future? What skills must they have? Will our current personnel practices be adequate to meet tomorrow's demands? How can we develop and retain the workforce we have, and how can we acquire the additional people we need? Answering questions like these requires that we know a great deal about our workforce and the movement of people in and out of it. Questions about the supply and use of human resources require the attention of everyone involved in management and decision-making in state government. The need for careful planning and use of the state's workforce is evident when we consider that the annual payroll for state employees is over \$237 million per year, or almost 16% of the operating expenditures.

At the beginning of the reporting period, manpower planning was just getting underway as a state-federal project conducted with the State Planning Agency. After extensive preliminary investigation on the subject, the report State Government Manpower Planning and Development was prepared for the 1969 Legislature. This report set forth the value of manpower planning activity and the applications that could be made to state government. Specific recommendations were made in the areas of needs for professional and technical employees, management development, and the development of manpower planning as a parallel process with program budgeting. In 1970, the manpower planning activity became entirely supported by state funds as an integral part of the Civil Service Department. There are now three employees in the manpower planning division, one full-time professional and two part-time graduate students.

The manpower planning activity has conducted three surveys on employment in the fast-growing technical-professional area. In 1968 and 1969, departments were asked to estimate their needs for entry-level professional personnel for

the coming five years; to report changes in duties, qualifications, or personnel practices; and to report on problems which they experienced. The projections and related information were sent to colleges attended by prospective state employees. The information gathered by these surveys has been helpful to students, placement personnel, and persons engaged in recruiting for the state. Making the estimates and assembling the information to support them also served to introduce personnel staff members and line managers in operating departments to the concept of analyzing future needs.

The needs of state government for high-level management and professional personnel have received considerable attention from the manpower planning activity. A report has been prepared showing the types of management personnel the state will need to cope with evolving organizations and changing demands of the future. This report includes an analysis of the characteristics of employees in the "top 2%" of the classified service and recommends changes in the state's personnel system which will enable departments to develop and retain the type of career employee needed to assist the department heads in managing them.

In carrying out the third recommendation made in State Government Manpower Planning and Development, the manpower planning activity has worked with the program budget activity in the Department of Administration in preparing forms and instructions for departments to use in reporting their current and future manpower needs at the same time that they prepare estimates of their financial needs through the budget process. Uniting the budget and manpower planning processes will mean that departments will be viewing at one time their total resource needs - both human and financial.

The manpower planning activity is also engaged in the development of a program which can be used to predict levels of total employment and the size of various



occupational groups. A number of factors, such as the performance of the state's economy, revenue receipts, and population trends are being evaluated to determine how they may be related to state employment. Also to be included will be such internal factors as the growth of employment, the change in the occupational structure, and turnover. Large-scale estimates such as those generated by the model will complement, but not supplant, the estimates made by individual departments and smaller units. Both are required to help state government as it attempts to look into the ever-changing future.

Future objectives of the manpower planning activity are to refine and expand the undertakings discussed above and to develop the necessary information system which will support them. Much remains to be known about the type of employee the state has as compared to those entering and leaving the state service and about what happens to those who remain. Both the operating departments and the Civil Service Department will require extensive amounts of timely data properly analyzed before they can determine what the current and future manpower needs of the state will be. And only then, in turn, will they be able to determine what actions must be taken to meet these needs.

An organization's employees - its manpower - are a resource which must be managed carefully. Organizations no longer simply use people, they employ numbers of individuals with specific sets of skills and attributes upon which the organization depends for its success. The existence of the skills, attributes, and the willingness of the employees to operate the organization effectively cannot be taken for granted as they once could. Manpower management, which begins with planning, is therefore the concern of every line manager and staff agency.



### EMPLOYEE DEVELOPMENT

The Civil Service Department's employee development program was conducted during the first year of the biennium, as in the preceding period, by one professional staff member whose position was provided by the 1967 Legislature. During the last part of the first year, because of the accumulation of requests for training assistance from operating departments, a second person was added to the training staff which devoted much of its time to planning, identification of training needs and developing resources and relationships. Limited funds permitted the introduction during the first year of only one course involving direct training by the staff. This course, Orientation for New Employees, designed to ease the assimilation of personnel into the state service and utilizing state operating department personnel as faculty, was continued throughout the reporting period.

Considerable time was spent not only in the first year but throughout the period of this report in the cooperative effort with the University of Minnesota in directing the State Management Development Program. The program, which was initiated in 1967 with Title I funds granted to the University of Minnesota under provisions of the Higher Education Act, continued through the entire reporting period.

Management development was effected through Department Head Seminars and classes in executive management for middle-management personnel. Seven Department Head Seminars, dealing with subjects such as general administration and revenue, organization problems, inter-governmental relations, labor relations, employee development, problem solving, and decision making were held during the two year period. A special seminar on Motivation sponsored by the Training Division in the second year brought a distinguished industrial research psychologist, M. Scott Myers, Sloan School of Management, Massachusetts

Institute of Technology, to St. Paul for a one day session for top management personnel.

The University of Minnesota Extension Division offered courses in state buildings for greater accessibility for state employees. Four courses in Executive Management and three in Advanced Executive Management, made possible under the Title I grant, were given on state premises during the period. Other University of Minnesota Extension Division courses available to state employees in state buildings to supplement the general management training program were: The Computer in Government, Presentational Speaking and Conference Leadership, Psychology of Leadership, Administrative Analysis, Effective Writing for Government Employees, Human Relations in Administration I and II, Supervision in the Public Service I and II, Governmental Accounting, and Organization and Management.

The 1969 Legislature provided positive support of the employee development program by reinforcing and improving previous training legislation. It gave the Civil Service Board additional statutory authority in the training field, stressed operating department responsibility for training, encouraged manpower studies, and made provision for funding of training activities in its amendment to Section 32 of the Civil Service Act and in its appropriations to the department. The Division assisted the Civil Service Board during the second year in the development of training standards, specified in the new legislation, which at the end of the reporting period were being readied for distribution. The professional staff was increased by one early in the second year and by the end of the year, an audio-visual technician had been added.

With financial support for a comprehensive statewide employee development program coming from the 1969 Legislature, the pace of the Training Division's



activities accelerated during the second year of the reporting period. Whereas the first year was characterized primarily by cooperative efforts with the University, accumulation of basic training information, and planning with state colleges, junior colleges and vocational schools for cooperative programs, the second year not only continued these efforts but saw the development of a number of Civil Service Department sponsored courses. In addition to continuing and improving Orientation for New Employees, the Division initiated during the second year the following courses open to employees of all departments which were offered without cost to departments or participants: First Level Supervision, Fundamentals of Data Processing, Local Government Awareness, Pre-Retirement Planning, and refresher courses for typists and stenographers.

One of the Division's primary concerns is the need for training an estimated 5,000 supervisors who are a vital part of the management team. A number of University courses in supervision were given throughout the two year period and in the second year supervisors in state offices located in St. Paul also were offered First Level Supervision with the cooperation of the St. Paul Vocational-Technical Institute. Supervisory courses were sponsored at the vocational schools in Anoka and Brainerd and at the State Prison in an effort to provide this needed training to employees outside the capitol area. Additional courses at vocational schools, junior and state colleges, and other state installations, correspondence courses, video-taped presentations and training of departmental instructors are all part of the plan for reaching the long-term objective of developing supervisors throughout the state.

Assistance to operating departments in the area of training, one of the responsibilities of the Division, became more feasible within the second year as the staff was enlarged. One of the first cooperative training efforts,



with the Department of Administration's Program Analysis Unit, was that of training state personnel in selected state departments for the implementation of program based budgeting directed by the 1969 Legislature. Two courses, Accelerated Reading and Report Writing, were given for Department of Conservation employees, a course in systems analysis was offered to participants designated from various departments by the Commissioner of Administration, and Psychiatric Technician training was arranged for employees of Anoka, Cambridge, Hastings and Rochester State Hospitals in conjunction with Area Vocational schools. The Division also provided interviewer training for Department of Corrections employees, arranged with the Department of Public Welfare for two seminars on labor relations for county welfare board members and directors, and cooperated with departments to the extent possible on all training requests.

Institutes and seminars for particular groups or purposes were also held, such as a three day seminar in the fall of 1969 for personnel officers training (which was continued at monthly intervals throughout the second year of the biennium) and a Middle-Management Institute, both sponsored jointly by the State Training Division and the St. Louis Training Division of the United States Civil Service Commission.

Through opportunities offered under the federal Intergovernmental Cooperation Act, the Division has taken continued advantage of the United States Civil Service Commission's training programs and has scheduled state employees for attendance at federal courses, such as: Basic Management Techniques I, Basic Management Techniques II, Better Office Skills and Services, PPBS Analytical Cost Benefit Workshop, General Orientation in PPBS, Executive Seminar in Automatic Data Processing, Management and Group Performance, Planning, Programming, Budgeting Systems, Case Study Workshop, Public Speaking, Management Use of Financial Information, and Writing Effective Letters.

The Governor continued his support of employee development activities throughout the period. During both years, the training staff worked with the Governor's Advisory Committee on Management and Personnel Training composed of certain department heads and representatives from the University of Minnesota and private industry, and with departmental training coordinators designated by their department heads. In addition to general legislative approval of the program in terms of legislation and financing, the Senate Finance Committee of the Legislature indicated its interest in training by requesting quarterly reports from the Division on its progress.

The Training Division improved its capabilities for delivery of training service during the second year of the reporting period. A new training room was put in operation and modern training equipment, available on loan to all state departments, was acquired to enhance the quality of training. An employee handbook was distributed statewide and a quarterly newspaper was published by the Training Division to keep employees informed of training opportunities and of other matters related to their employment.

The Division cooperated during the reporting period in various internship programs with the University of Minnesota and other colleges, New Careers programs and pre-service training activities carried on within the state service. It completed during the second year a statewide review of pre-service programs which resulted in an up-dating of programs and abolition of those no longer useful or effective.

The Training Division recognizes operating departments' authority and responsibility for training and conceives of its major responsibility as a coordinative one. Employee development in managerial, administrative and supervisory areas which are common to the entire state service receives the major emphasis from the Division in order to foster achievement of a statewide

comprehensive program. As the period ended, Title I funds granted to the University for the State Management Development Program were exhausted. Management development is considered an indispensable element in any balanced training effort, however, and will be continued although with a change in direction to custom tailor the program to the state service.



### RECRUITING AND EXAMINING

The tasks of manpower recruiting in the closing months of the '60s and in the beginning of the '70s were twofold: (1) to obtain the best employees from among those available to fill the many assignments requiring special training or experience, and (2) to provide proportionate representation in the workforce of those elements of society so long excluded.

The success achieved by any recruiting program is directly proportional to the ability of that program to adapt to the external forces bearing upon the labor market. Activities associated with the war plus the continued expansion of the domestic economy were the dominant factors affecting the labor market in the beginning of the reporting period. In the last six months, however, increased unemployment caused a marked change in the recruiting picture.

Throughout the biennium, the national concern for the raising of the black, Indian and Mexican-American minorities to a more favorable employment status was another major factor strongly influencing manpower recruiting.

A further responsibility falling upon the recruiting process was that of giving tangible help to the employment ambitions of the physically and mentally handicapped, recovered alcoholics and rehabilitated felons.

The struggle to build and maintain a viable workforce in the period of severe competition was joined on many fronts. The approaches and accomplishments in the areas of compensation, training and planning are discussed elsewhere in this report. For recruiting purposes additional funds were requested and granted which made possible an expanded newspaper and radio advertising campaign, improved literature, more trips to college campuses and multi-media, concentrated attacks on vacancy problems in particular locations. Where persistent high turnover was causing vacancies which could not be filled immediately under

existing procedures, the entire recruiting, examining and certification process was delegated with good results to local representatives.

The shift to a surplus of workers in the closing six months of the biennium was an advantage in that it reduced the vacancy count and generally eased recruiting problems. There were disadvantageous features associated with this change to a "buyers" market, however, the chief of which has been the effect of limiting placement of minority citizens discussed below.

The distance between goal and accomplishment continues to be greater than desirable in the field of minority placement. In the second year of the biennium a new position was granted by the Legislature for the specific purpose of minority recruiting. In the one year that this position has been part of the department's complement, its main accomplishments have been to develop a number of contacts in the minority community. These have been helpful in publicizing employment possibilities in the state service and convincing minority groups that the department is striving seriously to extend employment opportunities to them. The greatest difficulty in achieving as many placements as desired seems to be that often only those positions affording immediate employment and rapid advancement are of interest to minority candidates. In the present economic situation most state positions are filled from eligible lists established sometime prior to the occurrence of vacancies. Even in those areas where decentralized examining and certification programs permit immediate employment (such as in state hospitals and the State Prison), the reduction in turnover has sharply reduced the opportunity for immediate appointment.

Services to applicants and to operating departments have been improved by a number of internal changes in Recruiting and Examining Division procedures. In place of the individual announcement of each examination, a weekly listing of



all new announcements is now being published. Each month a list of all classes currently open for examination is printed and distributed to Manpower Services offices and other employment centers throughout the state. The single listing reduced expenditures for printing and postage and eliminated the problem of interested applicants who had been seeing some but not all announcements.

The cost of maintaining an individual mailing list for each class of employment became prohibitive and had to be discontinued. In its place potential applicants are given information of new openings by classified advertisements which are run every Friday in the metropolitan newspapers.

Considerable progress was made in reducing the length of time between the announcement of an examination and the establishment of the eligible list. In the past it had been necessary to request information concerning geographical availability and veterans' preference claims. The time necessary for a response added at least five days to the processing time for this type of examination. A new application blank was put into use during this biennium which obtains the required information at the time of application.

After a period of extended research, a weighted application blank was introduced as an aid in the selection of Correctional Officers. Work continues to perfect this technique with the intent of using it to predict both tenure and quality of performance in several areas of employment. When used in conjunction with an oral examination, there is reason to believe that the final score is a better predictor than could be obtained with the previous examination form which consisted of a written test and an oral examination. This approach is also viewed as a means for improving the selection of persons from disadvantaged groups.

Mention was made above of the decentralization of the recruiting, examining and certification functions where chronic vacancy problems exist. In this plan a

responsible employee of a hospital or other institution is appointed formally as the local representative of the Director of Civil Service. The person selected for this assignment is trained carefully in the methods used by the Civil Service Department and a post audit is conducted of all examinations administered and appointments made by each institution. This approach enables the local institution to complete all requirements for employment during the initial visit of the candidate.

As the reporting period closed, the Recruiting and Examining Division looked forward to achieving two objectives in the next year:

1. A proportionate increase in appointments of minority persons at all levels of state government; and
2. The conversion of the clerical process of application, scheduling, scoring and record keeping to a computer process.

Accomplishment of the first goal will become increasingly difficult - but also increasingly urgent - if the unemployment rate continues to climb. It becomes more and more evident that this objective can be realized only after significant changes in approach and method are devised.

The second objective has its origin in a realization that present methods of handling the flow of paper work are now barely capable of coping with current volume. Any additional growth in the workforce will overtax the existing system resulting in excessive delay in establishing eligible lists and filling vacancies.



## CLASSIFICATION AND SALARY ADMINISTRATION

At the beginning of the reporting period, July 1, 1968, the state service had had one year of experience under the provisions of the Salary Reform Act of 1967. For the most part, the new classification and salary administration concepts of the act had been successfully implemented. The reduction of class levels accompanied with salary movement of deserving employees through an extended salary range had been well received generally throughout the state service. However, approximately at the same time these concepts were initiated, inflation and its resulting effects upon wages and salaries adversely affected the historical concept associated with the granting of merit increases. The resulting effect was the utilization of merit increases by appointing authorities as economic salary adjustments. (Under the original concept, employees were to be moved beyond the mid-point of the extended salary range only in recognition of exceptional work performance.) This action on the part of department heads, accompanied by employee complaints of inequitable salary treatment not only within but between departments, led both the executive and legislative branches of government, prior to and during the 1969 session of the Legislature, to consider new approaches to compensating state employees. The Civil Service Department also turned its attention to reviewing the classification plan with its reduced number of class levels.

### Classification

New position allocation determinations and individual job audits consumed most of the daily work schedule allocated to classification matters. However, studies concentrating on a single occupational field, sometimes crossing departmental lines, also were undertaken during this reporting period. These studies resulted in job restructuring, class combinations and an over-all clarification of work assignments within each occupational area surveyed. Examples of occupational

areas studied include: computer programming, electronics, instructional media, correctional rehabilitation and security, and institution education administration.

Since the previous report, substantial staff time was devoted to implementing classification determinations in connection with several departmental reorganizations. Centralization of the State's computerized services under the Governor's Executive Order No. 56 necessitated a complete review of all E.D.P. classifications as well as the establishment of several new classes such as assistant directors and information systems managerial and specialist classifications.

The Conservation Department's proposed regionalization of its programs and the Department of Administration's proposed complete intra-departmental reorganization were under study at the close of the reporting period.

A complete classification study of the Workmen's Compensation Division was undertaken simultaneously with a systems study conducted by the Department of Administration. This study resulted in the establishment of an entirely new class series for Workman Compensation Clerks.

The creation by the Legislature of the Department of Public Safety which came into existence on July 1, 1970, required many significant classification decisions due to the fact that the composition of the new department was effected through the transfer of entire pre-existing departments or divisions. The organizational structure of Public Safety had to be formulated. Several subsequent allocation determinations were necessary to enable it to operate effectively.

As a result of the statutory elimination of merit increases in 1969, the entire classification plan with its concept of fewer class levels had to be reviewed. The review continued throughout the second year of the reporting period. By the end of the period, several intermediate class levels had been established in lieu of salary movement through an extended salary range in order to accommodate



the recognition of "lead" supervision and/or a higher level of accountability. Examples of classes established to reflect these concepts include: Graduate Engineer 2, Senior Employment Counselor, Accounting Officer (Intermediate), Auditor (Intermediate), Clerk Stenographer (Intermediate), Clerk Typist (Intermediate), and Principal Engineer.

With the increased emphasis upon conserving Minnesota's lakes and streams, a Hydrologist series of classes was established in order to provide for employment of competent personnel to carry out the Department of Conservation's responsibilities in this area.

Federally sponsored programs and the further expansion of the State's junior college system continued to place a demand upon the staff in terms of organizational studies and allocation of new state positions.

#### Salary Administration

Since the last biennial report, the traditional approach to salary administration in the state service became increasingly complex due to a number of significant factors. Wage contract settlements in the trades and in some professional areas, such as education, had a profound effect upon the adequacy of related salary ranges which in the state service are established for a two year period. Inflation, rising at a rate of 8% annually, reduced the purchasing power of employees and virtually wiped out the 1969 salary increase of 8% granted to state employees. As phenomenal wage settlements continued to be realized in the private sector and the cost-of-living continued to accelerate, coupled with the inability to grant salary adjustments beyond the 4% increase scheduled for July 1, 1970, the compensation plan was hard pressed to cope with the needs of the state service.

At the close of this reporting period, the staff was in the process of developing for the 1971 session of the Legislature a salary plan which, hopefully, will meet not only the monetary needs of state employees, but also will provide the state service with a compensation plan which will treat employees in a variety of occupational fields realistically in a manner more common to industry. Consideration was being given to compensating trades, maintenance and service personnel at a flat rate, or on a very short range basis, with scheduled fixed annual increases common to highly unionized occupations. For supervisory and managerial personnel, a salary schedule was being contemplated to provide for advancement based upon job performance. In essence, non-exempt and exempt salary schedules common to industry were being considered for the state service.

Two features of the pay plan which went into effect on July 2, 1969, proved to be effective tools in salary administration. Authority was granted the Civil Service Board to establish salary ranges of fewer than ten steps in Schedule A of the pay plan. Prior to receiving this authority, the Board was required to assign classes to salary ranges possessing a 36% spread between the minimum and maximum rates. This requirement proved to be most unrealistic for certain types of work where salary data from wage surveys indicated a lesser percentage spread between minimum and maximum rates of pay. Since 1969, the Board has been able to make assignments to salary ranges utilizing wage survey data on a more scientific basis.

The 1969 salary plan also provided for the application of a new concept to state service that can be compared philosophically to the corporate salary practice in industry. The legislature authorized the establishment of the Career Executive Salary Schedule, which became effective January 1, 1970. The schedule is designed to permit flexibility in salary administration appropriate to high-level managerial and professional positions. It gives a department head the opportunity to



designate for inclusion in the CES schedule positions especially important to the mission of his agency programs and to compensate the incumbents accordingly. At the same time, the employee who plays a key role in a department's operations has his contribution recognized. During the first six months of its operation, twenty-seven state employees had been appointed to the Career Executive Schedule.

At the close of the reporting period, salary data was being compiled and analyzed from a variety of sources. Discussions were underway with department heads and representatives of employee unions and professional associations in preparation for developing the next biennial pay plan. To assist in the development of the 1971 pay plan proposals, the staff had implemented the first phase of a three phase computerized system which, when completely operative, will provide an effective approach to salary administration hitherto unavailable to the staff. In spite of significant layoffs in the private sector resulting in the highest unemployment rate in years, it appeared as the reporting period closed that employees would demand substantial salary adjustments in light of wage settlements in the private sector and continued inflationary trends in the nation's economy.

## TRANSACTIONS AND OFFICE MANAGEMENT

Minnesota State government continues to increase in size and complexity. Concomitantly, the activities of the Transactions Division continue to grow to meet the demands occasioned by a greater number of employees and more sophisticated procedures.

The state payroll system is a primary concern of the Transactions Division. At the beginning of the reporting period, the bi-weekly state payroll was produced by a mechanical system. In January, 1970, however, the state payroll system entered the computer age when the first payroll (excluding the Departments of Highways and Manpower Services) was produced by computer.

In conjunction with payroll activities, the Division is participating in a program to build a comprehensive central employee information system utilizing the capabilities of the computer. The objective of this program is to centralize all employee personal information for the most effective manpower utilization.

The Division also has been actively engaged in a program to store many of the Civil Service Department records on microfilm. This program will allow the department to store and retrieve information with greater efficiency and provide for maximum use of available space. As further evidence of the Division's continuing efforts to up-date, modernize and utilize its resources most effectively, it acquired a magnetic tape-selectric typewriter to accelerate production of its repetitive typing tasks.

One professional staff member in the Division has been responsible for the interpretation of the Civil Service Law, Rules and policies to operating departments, other Civil Service Department staff members, individual employees, employee groups and the general public. Appointments, separations, leaves of absence, transfers, probationary periods, disciplinary actions, grievance procedures, fringe benefits,



overtime, and political activity are illustrative of the subject matter covered.

Many of the activities of the Transactions Division are repetitive and may seem routine, yet the Division is a vital hub of activity. It is responsible for maintaining individual records on all state employees in addition to processing all necessary forms to effect various personnel actions. All documents supporting these actions are reviewed by the Division for conformity with the Law and Rules.

In addition, the Division is responsible for the review of all contracts for personal services to determine whether they are bona fide contracts or whether the employment should be construed as an on-going employer-employee relationship. The number of consultant contracts reviewed increased greatly within the reporting period because of the proliferation of federally supported programs in the areas of education, welfare, and human and civil rights.

Among the Division's functions is the responsibility for office management for the entire department. These activities include providing stenographic, typing, central filing, duplicating services, mail distribution, correspondence control and preparation of statistics for the department.

# APPENDIX

Appendices I through XIX summarize in tabular form the activities of the Civil Service Department and certain actions of the Civil Service Board for the period July 1, 1968 through June 30, 1970.



# APPENDIX I

## RECRUITING AND EXAMINING RESULTS

<u>7-1-68 to 6-30-69</u>	<u>Open Comp.</u>	<u>Prom.</u>	<u>Total</u>	<u>Per Cent</u>
Candidates:				
Applying	28,369	6,015	34,384	100.0
Accepted	27,369	5,815	33,184	96.5
Examined	20,721	5,099	25,820	75.0
Placed on lists	13,469	3,844	17,313	50.3
Appointed	5,015	1,268	6,283	18.2

### 7-1-69 to 6-30-70

Candidates:				
Applying	29,374	7,230	36,604	100.0
Accepted	28,774	7,189	35,963	98.2
Examined	21,145	6,546	27,691	75.6
Placed on lists	14,033	5,020	19,053	52.0
Appointed	7,647	2,208	9,855	26.9

	<u>No. of Exams</u>	<u>Comp.</u>	<u>Prom.</u>	<u>No. Diff. Classes</u>
1968 to 1969	1,032	923	109	448
1969 to 1970	1,204	1,036	168	540

# APPENDIX II

## NAMES PLACED ON ELIGIBLE LISTS

	<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>	
<u>7-1-68 to 6-30-69</u>							
Competitive	5,084	6,397	1,799	41	143	5	13,469
Promotional	1,227	1,085	1,208	33	288	3	3,844
Totals	6,311	7,482	3,007	74	431	8	17,313
<u>7-1-69 to 6-30-70</u>							
Competitive	5,307	6,530	1,920	63	202	11	14,033
Promotional	1,323	2,168	1,168	46	299	16	5,020
Totals	6,630	8,698	3,088	109	501	27	19,053

APPENDIX III

ANALYSIS OF APPLICATIONS RECEIVED

	<u>7-1-68*</u> <u>6-30-69</u>	<u>7-1-69*</u> <u>6-30-70</u>	<u>Increase or</u> <u>Decrease Over</u> <u>Previous Year</u>
No. of applications received	34,384	36,604	+ 2,220
No. of applicants examined	25,820	27,691	+ 1,871
No. of names placed on lists	17,313	19,053	+ 1,740
No. of applicants who failed	8,458	8,638	+ 180
No. of applicants who failed to appear	7,289	8,272	+ 983
No. of applicants rejected	1,200	641	- 559

\*Fiscal years ended June 30 each year.



APPENDIX IV

THE TWENTY GROUPS OF CLASSES FOR WHICH THE GREATEST  
NUMBER OF APPLICATIONS WERE RECEIVED  
July 1, 1968 through June 30, 1970

<u>Class</u>	<u>Number</u>
Clericals (I-II & Senior)	9,076
College Placement Examination	5,478
High School Placement Examination	3,828
Custodial Worker I	2,910
Freeway and Highway Maintenance Man	1,964
Highway Technician (I & Senior)	1,681
Highway Patrol Officer	1,424
Janitor	1,390
Conservation Aide I and II	1,330
Food Service Worker	1,024
Correctional Officer	883
Special Schools Counselor	869
Account Clerk (& Senior)	834
Cook	710
Corrections Agent (& Senior)	639
Accounting Technician (& Senior)	499
Hospital Aide	489
Conservation Manager I, II & III	478
Rehabilitation Counselor	470
Laundry Assistant	454

APPENDIX V

EXAMINING CENTERS WHERE THE GREATEST  
NUMBERS OF WRITTEN TESTS  
WERE PROCESSED

Twin Cities	15,622
Mankato	2,025
Brainerd	1,701
St. Cloud	1,517
Bemidji	1,165
Owatonna	1,094
Duluth	1,026
Marshall	981
Rochester	929
Faribault	825
Cambridge	812

During this biennium, 4,525 candidates were given Civil Service examinations with the help of the Manpower Services local offices.



APPENDIX VI

CLASSIFICATION STATISTICS

7- 1-68 through 6-30-70

Total Number of  
Positions Studied

Individual Audits

No change in allocation	201	
Reallocation to a higher class	324	
Reallocation to a lower class	<u>11</u>	536

Positions Reallocated Following  
a Review of Written Materials -  
No Audit Interview

2,109

Initial Allocation of New Positions

1,830

Total 4,475

APPENDIX VII

CLASSIFICATION AND COMPENSATION CHANGES  
ENACTED BY THE CIVIL SERVICE BOARD

7-1-68 through 6-30-70

New classes established	113
Classes re-established	2
Classes combined without salary reassignments	11
Classes combined with salary reassignment to a higher salary range	4
Class titles changed without changes in salary range	22
Class titles changed with a change in salary	1
Classes abolished	31
*Classes reassigned to higher salary ranges	811

\*This figure includes the salary range reassignments  
made effective July 2, 1969, including 4 which were  
effected subsequent to that date.



APPENDIX VIII

TWENTY LARGEST CLASSES IN NUMBER  
OF FULL-TIME EMPLOYEES

June 30, 1970

Psychiatric Technician	2,074
Clerk Typist	1,345
Highway Technician	1,061
Highway Maintenance Man	953
Clerk Stenographer	700
Clerk II	659
Janitor	612
Senior Highway Technician	577
Freeway Maintenance Man	530
Custodial Worker	384
Correctional Officer	370
Clerk I	363
Conservation Manager I	338
Senior Engineer	310
Hospital Aide	304
Special Schools Counselor	276
Registered Nurse	264
Food Service Worker	247
Senior Clerk Stenographer	242
Clerk Typist (Intermediate)	<u>211</u>
Total . . . . .	11,820
All Others . . . . .	<u>11,257</u>

Total Number Full-Time Employees. . 23,077\*

\*None of the tables showing the number of full-time classified employees include the one department head in the classified service whose position and salary are specifically established by law.

APPENDIX IX

SALARIES OF FULL-TIME EMPLOYEES  
IN THE CLASSIFIED SERVICE

June 30, 1970

<u>Monthly Salaries</u>	<u>Number of Employees</u>
\$250-299	14
300-349	628
350-399	2,504
400-449	2,448
450-499	2,428
500-549	2,674
550-599	1,774
600-649	1,543
650-699	1,576
700-749	1,210
750-799	1,773
800-849	1,287
850-899	498
900-949	529
950-999	553
1,000-1,049	264
1,050-1,099	203
1,100-1,149	155
1,150-1,199	204
1,200-1,249	155
1,250-1,299	151
1,300-1,349	179
1,350 and over	<u>327</u>
Total	23,077



APPENDIX X

FULL-TIME EMPLOYEES IN THE  
CLASSIFIED SERVICE BY DEPARTMENT

June 30, 1970

<u>Department</u>	<u>Number of Full-Time Classified Employees</u>
Public Welfare	6,975
Highways	5,408
Corrections	1,462
State Colleges & Board	1,342
Manpower Services	1,164
Conservation	1,096
Public Safety	1,093
Taxation	849
Administration	625
Education	598
Health	419
Public Service	309
Agriculture	256
Junior Colleges & Board	244
Labor and Industry	137
Veterans Home & Board	97
Public Examiner	92
Banking	74
Pollution Control	73
Civil Service	69
All Others	<u>669</u>
Total	23,077

These figures may be below the complements authorized by the Legislature because some positions were unfilled as of June 30, 1970.

APPENDIX XI

STATUS OF FULL-TIME EMPLOYEES  
IN THE CLASSIFIED SERVICE

June 30, 1969

Permanent	17,891	80.55%
Probationary	4,207	18.94%
Provisional Promotee	26	.12%
Provisional	<u>88</u>	<u>.39%</u>
	22,212	100.00%

June 30, 1970

Permanent	18,721	81.12%
Probationary	4,197	18.19%
Provisional Promotee	28	.12%
Provisional	<u>131</u>	<u>.57%</u>
	23,077	100.00%



APPENDIX XII

FULL-TIME CLASSIFIED EMPLOYEES  
BY LENGTH OF SERVICE

June 30, 1969

<u>Years Worked</u>	<u>Men</u>	<u>Women</u>	<u>Total</u>	<u>Per Cent</u>
0 - 4	5,338	5,359	10,697	48.16
5 - 9	2,583	1,587	4,170	18.77
10 - 14	1,962	955	2,917	13.13
15 - 19	1,261	526	1,787	8.05
20 - 24	912	292	1,204	5.42
25 - 29	260	172	432	1.94
30 - 34	246	75	321	1.45
35 years and over	<u>499</u>	<u>185</u>	<u>684</u>	<u>3.08</u>
Total	13,061	9,151	22,212	100.00%
	58.80%	41.20%		

June 30, 1970

<u>Years Worked</u>	<u>Men</u>	<u>Women</u>	<u>Total</u>	<u>Per Cent</u>
0 - 4	5,932	5,944	11,876	51.46
5 - 9	2,545	1,586	4,131	17.90
10 - 14	1,810	907	2,717	11.77
15 - 19	1,174	535	1,709	7.41
20 - 24	1,006	321	1,327	5.75
25 - 29	271	155	426	1.85
30 - 34	202	66	268	1.16
35 years and over	<u>456</u>	<u>167</u>	<u>623</u>	<u>2.70</u>
Total	13,396	9,681	23,077	100.00%
	58.05%	41.95%		

APPENDIX XIII

FULL-TIME CLASSIFIED EMPLOYEES  
BY AGE GROUPS

<u>June 30, 1969</u>	<u>Men</u>	<u>Women</u>	<u>Total</u>	<u>Per Cent</u>
18 - 22	545	1,896	2,441	10.99
23 - 25	857	775	1,632	7.35
26 - 30	1,599	638	2,237	10.07
31 - 35	1,306	459	1,765	7.95
36 - 40	1,371	526	1,897	8.54
41 - 45	1,492	684	2,176	9.79
46 - 50	1,564	938	2,502	11.26
51 - 55	1,497	1,157	2,654	11.95
56 - 60	1,338	1,108	2,446	11.01
61 - 64	896	618	1,514	6.82
65 and over	<u>596</u>	<u>352</u>	<u>948</u>	<u>4.27</u>
Total	13,061	9,151	22,212	100.00%
	58.80%	41.20%		

<u>June 30, 1970</u>				
18 - 22	524	1,953	2,477	10.73
23 - 25	940	920	1,860	8.06
26 - 30	1,782	727	2,509	10.87
31 - 35	1,318	489	1,807	7.83
36 - 40	1,400	533	1,933	8.38
41 - 45	1,475	712	2,187	9.48
46 - 50	1,510	940	2,450	10.62
51 - 55	1,388	1,134	2,522	10.93
56 - 60	1,285	1,123	2,408	10.43
61 - 64	922	649	1,571	6.81
65 and over	<u>852</u>	<u>501</u>	<u>1,353</u>	<u>5.86</u>
Total	13,396	9,681	23,077	100.00%
	58.05%	41.95%		



APPENDIX XIV

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

July 1, 1968 through June 30, 1970

<u>Month</u>	<u>1968</u>			<u>1969</u>		
	<u>Working*</u> <u>Force</u>	<u>Number of</u> <u>Resignations</u>	<u>Resignation</u> <u>Rate**</u>	<u>Working*</u> <u>Force</u>	<u>Number of</u> <u>Resignations</u>	<u>Resignation</u> <u>Rate**</u>
July	21,103	291	1.38	21,894	276	1.26
August		454	2.15		436	1.99
September		485	2.30		473	2.16
October		259	1.23		247	1.13
November		218	1.03		201	.92
December		239	1.13		285	1.30
	<u>1969</u>			<u>1970</u>		
January	21,346	264	1.24	22,199	213	.96
February		208	.97		207	.93
March		212	.99		228	1.03
April		242	1.13		213	.96
May		248	1.16		284	1.28
June	21,894	364	1.71	22,632	322	1.45

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

\*Figures are the average working force for the period covered.

\*\*Rates are given in number of resignations per 100 employees.

APPENDIX XIV (cont'd)

Quarter	1968			1969		
	Working* Force	Number of Resignations	Resignation Rate**	Working* Force	Number of Resignations	Resignation Rate**
July to September	21,103	1,230	5.83	21,894	1,185	5.41
October to December	21,103	716	3.39	21,894	733	3.35
	<u>1969</u>			<u>1970</u>		
January to March	21,346	684	3.20	22,199	648	2.92
April to June	21,346	854	4.00	22,199	819	3.69
Six Months Period	<u>1968</u>			<u>1969</u>		
July to December	21,103	1,946	9.22	21,894	1,918	8.76
	<u>1969</u>			<u>1970</u>		
January to June	21,346	1,538	7.21	22,199	1,467	6.61
Fiscal Year	<u>1968-69</u>			<u>1969-70</u>		
	21,894	3,484	15.91	22,632	3,385	14.96

\*Figures are the average working force for the period covered.

\*\*Rates are given in number of resignations per 100 employees.



APPENDIX XV

CLASSES IN WHICH THE CIVIL SERVICE BOARD AUTHORIZED NATION-  
WIDE EXAMINATIONS UNDER PROVISIONS OF MINNESOTA STATUTES  
1969, 43.13, SUBDIVISION 2

July 1, 1968 through June 30, 1969

Assistant Commissioner of Securities  
Assistant Director of Crippled Children's  
Services  
Attorney II  
Attorney IV  
Clerk I  
Clerk II  
College Cashier  
College Laboratory Assistant  
Community Development Specialist II  
Conservation Education and Information  
Supervisor  
Conservation Manager I (Forester)  
Conservation Manager III (Research Biologist)  
Crime Investigator I  
Crime Investigator II  
Custodial Worker  
Duplicating Shop Supervisor  
EDP Operations Supervisor  
Education Specialist II (Business and  
Office Education Consultant)  
Education Specialist II  
(Hearing Impaired)  
(Mental Retardation)  
(Speech or Language Handicaps)  
Education Specialist III  
(Assistant Dir. of Special Education)  
Food Service Worker  
Freeway Maintenance Man  
Graduate Engineer II  
Highway Budget Director  
Highway Publicity Director  
Highway Signal Technician  
Industrial Development Field Representative  
Industrial Economist  
Instructional Supervisor  
Janitor  
Labor Investigator  
Librarian  
Medical Laboratory Technician  
Neighborhood Advisor  
Planner III  
Plant Maintenance Engineer  
Rehabilitation OASDHI Director  
Senior Clerk  
Senior Clerk Stenographer  
Senior Systems Analyst  
Systems and Programming Manager

July 1, 1969 through June 30, 1970

Administrative Hydrologist  
Administrative Public Health Engineer  
Appraiser  
Architect II  
Assistant Director of Computer Services  
Assistant Hospital Superintendent  
Assistant State Architectural Engineer  
Bacteriology Aide  
Boiler Inspector II  
Clerk I  
College Laboratory Assistant  
Community Development Specialist II  
(Training)  
Community Planner II  
Community Planner III  
Community Social Services Specialist  
Conservation Information and Education  
Supervisor  
Conservation Manager III (Wildlife  
Project Coordinator)  
Dentist  
Education Specialist II  
(Early Childhood Education)  
(School Libraries)  
(Traffic and Safety)  
Education Specialist III (Vocational  
Education Coordinator for Handicapped)  
Education Vocational Program Supervisor  
(Business and Office Education)  
Head Start Program Coordinator  
Human Rights Program Director  
Industrial Development Engineer  
Industrial Development Field Rep.  
Inebriacy Program Director  
Institution Educational Supervisor  
National Industrial Development  
Field Representative  
Nutritionist  
Photographic Laboratory Supervisor  
Planner II (State)  
Planning Director  
(Transportation Systems)  
(Developmental Planning)  
(Local and Urban Affairs)  
Plant Maintenance Engineer  
Plumber  
Prison Industries Foreman  
Radiation Control Supervisor  
Real Estate Licensing Director  
Senior Hydrologist  
Senior Research Analyst



APPENDIX XVI

CLASSES IN WHICH CIVIL SERVICE BOARD AUTHORITY WAS  
GRANTED FOR PROVISIONAL EMPLOYMENT UNDER PROVISIONS  
OF MINNESOTA STATUTES 1969, 43.20, SUBDIVISION 2.

July 1, 1968 through June 30, 1969

Business Manager I  
Chief of Service  
Clerk II  
Clerk Stenographer  
Correctional Supervisor  
Electrician  
Employment Counselor  
Employment Security Specialist  
Grain Sampler I  
Hospital Pharmacist  
Informational Representative I  
Legal Stenographer  
Librarian  
Licensed Practical Nurse  
Medical Records Librarian  
Painter  
Physical Plant Director  
Planner III (State)  
Psychologist I  
Research Analyst  
Senior Clerk  
Senior Public Health Engineer  
Senior Staff Physician  
Senior Registered Nurse  
Social Rehabilitation Services Tech.  
Special Schools Counselor  
Special Teacher  
Staff Physician

July 1, 1969 through June 30, 1970

Assistant Labor Conciliator  
Chief of Service  
Clerk I  
Clerk II  
Cook Supervisor  
Crime Investigator I  
Data Machine Operator II  
Dietitian I  
Dining Hall Supervisor  
Drivers License Director  
Employment Counselor  
Employment Security Specialist  
Executive I  
Grain Sampler  
Institution School Supervisor  
Interviewer Aide  
Legal Secretary  
Medical Director  
Medical Records Librarian  
Mining Aide  
Physical Plant Director  
Radio Dispatcher  
Rehabilitation Therapist  
Senior Clerk  
Senior Clerk Typist  
Senior Public Health Engineer  
Senior Staff Physician  
Special Schools Counselor  
Special Teacher  
Speech Pathologist  
Staff Physician  
Stores Clerk  
Watchman  
Welfare Executive I

APPENDIX XVII

CLASSES IN WHICH THE CIVIL SERVICE BOARD  
GRANTED AUTHORITY FOR EXTENSION OF  
TEMPORARY EMPLOYMENT UNDER MINN-  
ESOTA STATUTES 1969, 43.20, SUBD. 5

July 1, 1968 through June 30, 1969

Carpenter  
Clerk I  
Custodial Worker  
Engineering Aide  
Research Analyst  
Senior Civil Engineer

July 1, 1969 through June 30, 1970

Attendant Guard  
Clerk Typist  
Engineering Aide  
Retirement Services Manager  
Senior Clerk Typist

APPENDIX XVIII

TRANSFERS FROM OTHER JURISDICTIONS APPROVED  
BY THE CIVIL SERVICE BOARD UNDER PROVISIONS  
OF MINNESOTA STATUTES 1969, SECTION 43.31,  
AND CIVIL SERVICE RULE 90e

Approval Date

5-27-69	Transfer of Mr. Elton Olson from an Occupational Supervisor Instructor position with the St. Louis County Welfare Department to an Employment Security Specialist position with the Minnesota Department of Employment Security.
8-27-69	Transfer of James A. Stolpestad, an Equal Opportunity Technical Assistance Representative in the U.S. Department of Housing and Urban Development, Atlanta, Georgia, to a Human Rights Program Director position in the Department of Human Rights.
8-27-69	Transfer of Robert L. Wilson, Administrative Assistant II in the Minneapolis City Coordinator's Office, to an Administrative Analyst II position in the State Planning Agency.
1- 6-70	Transfer of Mr. Dean M. O'Borsky from a Deputy Sheriff position with the Los Angeles County Civil Service Commission to a Crime Investigator I position in the Bureau of Criminal Apprehension.
1-27-70	Transfer of Mr. Fred S. Halverson from a Food and Drug Officer position with the Food and Drug Administration, Department of Health, Education and Welfare, to a Pesticide Control Specialist position in the Department of Agriculture.
3-11-70	Transfer of Mr. Donald D. Bridgwater from a GS-340, Program Management Officer with the Smithsonian Institution, National Zoological Park, to a position as Assistant Director, Zoological Garden, State Zoological Board.
5-13-70	Transfer of Mr. Daniel D. Robison from an Accounting Assistant 2 position with the Wisconsin Department of Health and Social Sciences, to an Accounting Technician position with the Minnesota Department of Public Welfare.



APPENDIX XIX

HEARINGS AND APPEALS

I. Disciplinary Cases Appealed to the Civil Service Board Under Section 24 of the Civil Service Law

A. Cases Pending on July 1, 1968

No. of Cases	Action	Result		
		Sustained	Employee Reinstated	Other
1	Suspension exceeding 30 days	1		
2	Dismissal	1		1 <sup>1</sup>

B. Cases Appealed 7-1-68 thru 6-30-70

10	Dismissal (One pending as reporting period ended)	3 <sup>2</sup>	1	5 <sup>3</sup>
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<sup>1</sup>Employee did not appear for hearing.

<sup>2</sup>Appealed to District Court, all cases pending in court as period ended.

<sup>3</sup>Four cases settled by stipulation resulting in withdrawal of charges and the employees' resignations. The employee did not appear for hearing in the fifth case.

II. Other Appeals

Three automatic resignations also were reviewed following appeal to the Board. Two cases were settled by agreement between the parties which the Board approved and in the third the separation action was upheld.

The Board considered four additional appeals under its general appeals provision (Civil Service Rule 12.1d). Two cases involved requests for relief in salary matters. In one the Board held in the employee's favor and in the other the relief requested was denied. In a third case charging violation of the law and rules regarding an appointment, the Board found no violation and concluded that the appointment should stand. The fourth matter regarding an allocation had not been settled as the reporting period ended.

III. Hearings on Civil Service Rules

The Board held 31 meetings during the period, 14 the first year and 17 the second. Hearings on proposed changes in Civil Service Rules were held at six of these meetings on: July 25, and November 27, 1968; March 12, June 12 and June 25, 1969, and on May 13, 1970. All rule hearings involved proposals for minor changes in individual rules with the exception of the last at which a complete and major revision of the rules was under consideration to bring them into conformity with current law and practice and to comply with the specifications of the Publications Review and Standardization Committee. As the period ended, the rule revision process had not been completed.

