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Twelfth Annual Report

of the

MINNESOTA

DEPARTMENT OF CIVIL SERVICE



for the Year Ending
June 30, 1951

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November 15, 1951.

The Honorable C. Elmer Anderson
Governor
State of Minnesota
State Capitol
Saint Paul 1, Minnesota

Dear Governor Anderson:

In accordance with the provisions of the Civil Service Law and Rules, it is a pleasure for us to forward to you the Annual Report of the Department of Civil Service for the period July 1, 1950, through June 30, 1951.

We believe that this report shows the steady progress that is being made in administering the state's civil service system. Since this is the first of our reports to be submitted to you, you may have questions which you may want to discuss either with us or with the Director. You may have suggestions as to types of information you would like included in next year's report which may not be included in this report. If so, we shall be grateful for your comments.

One of the most important factors contributing to the success of the merit system in Minnesota has been the positive support of the Governor's office since the passage of the Civil Service Act in 1939. We know from your record as Lieutenant Governor of your interest in the merit system and were pleased to learn in our recent meeting with you that we may rely on your continued support and interest as Governor.

We are sure that your aim to improve the management and administration of state government meets with the approval and commendation of all citizens. We are anxious to assist in any way we can and assure you of our whole-hearted cooperation in achieving this aim.

Very truly yours,

CIVIL SERVICE BOARD

Mrs. Harington Beard, Chairman

Mr. Francis W. Russell

Mr. George F. Ziesmer

By:

Robert D. Stover, Secretary.

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I

Introduction to the July 1, 1950 - June 30, 1951 Annual Report of the Civil Service Department

The accomplishments of the Department in this reporting period show a great amount of progress has been made in administering the state's personnel system. In spite of a number of factors which were producing strains on the domestic economy and the supply of manpower, the Department excelled previous years in its accomplishments.

A total of 733 examinations were administered to 21,260 applicants. These examinations covered some 303 different classes of work, nearly 40 per cent of all the classes in the state service.

During the year the number of full-time, classified employees increased from 11,496 on July 1, 1950, to 11,856 on June 30, 1951, largely due to the continued expansion of the mental health program. This is an increase of 360 employees. During the same period, the number of full-time positions filled by persons having provisional (temporary) status was reduced from 651 on July 1, 1950, to 573 on June 30, 1951. This is a decrease of 78 provisional employees and a decrease in per cent from 6 per cent to 5 per cent. The number of positions filled by employees having probationary and permanent status rose from 10,845 to 11,283 during the year. This is an increase of 438 positions and an increase from 94 per cent to 95 per cent of all positions filled by probationary and permanent employees. Continued turnover and increasing manpower shortages may make it next to impossible to improve these figures next year.

Almost from the beginning of the Korean War, it was evident that chronic shortages of personnel, such as stenographers, would continue and there were indications that others would develop. The state was competing for personnel at a time when there were 62½ million Americans employed, the largest number ever employed in the history of the United States, and when the federal government and private industry were attempting to fill an increasing number of vacancies.

This situation became more apparent during the latter part of 1950 when state salaries began to fall behind. It was noticeable that state salaries were lagging by the number of group and individual requests made for salary adjustments. Members from at least twenty professional and technical groups conferred with staff members of the Classification and Compensation Division just prior to and during the legislative session. All of these requests were for higher salaries. In the great majority of instances in order to preserve the vital internal consistency of the state pay plan, it

was necessary to deny the requests. However, these final decisions were not made until detailed consideration had been given to each request and current salary data had been obtained. The liberal action of the 1951 Legislature will be of great assistance in recruiting well qualified persons to work for the state, and will undoubtedly reduce the unrest and dissatisfaction of present personnel.

During the session, the Legislature was supplied with numerous statistics relating to state employment and salaries. The Legislature changed the method of computing the cost-of-living salary adjustment by reducing from nine points to six and one-half points the number of points rise necessary for a change. This plan will be in effect until June 30, 1953, at which time seven points will become effective unless changed by the 1953 Legislature.

Innumerable appearances before various legislative committees were made by the Director so that the Senators and Representatives might have at their disposal all information necessary to arrive at decisions on the many bills introduced affecting the state's civil service system and salaries. The success of this kind of activity can be measured by the number of bills passed which improved the state's personnel system and the defeat of those which would have weakened it. Those bills passed affecting state personnel and related activities are listed in a later section of this report.

Detailed data relating to the work of the Divisions of the Department follow in additional sections.

II

Highlights of the 1950-1951 Year

In any legislative year, there is increased work in general for the Department because of the need on the part of the Legislature for facts relating to all aspects of state employment. Legislative requests for information have increased steadily during the past four sessions. During this period of time, the Legislature has come to regard the data supplied by the Department as accurate, dependable, and conclusive. The Department has appreciated the opportunity to cooperate with the legislators in joint efforts to provide a better civil service system and in the mutual interests of furthering progressive public personnel administration in the state service.

* * * *

The last two "waves" of personnel for the mental health program as authorized by the 1949 Legislature were employed on July 1, 1950, and January 1, 1951. Intensive work in the Recruiting and Examining Division provided eligible lists in advance of these dates so that probationary appointments could be made. The mental health program is now fully staffed as envisioned by the 1949 Session and no significant increases have been authorized by the 1951 Session.

* * * *

In September, 1950, the revised Civil Service Rules were distributed. This issue of the Rules was duplicated along with the Civil Service Law as amended and bound in an attractive booklet. These were distributed to the operating departments and other jurisdictions throughout the state. The Rules will be revised again in the coming year to reflect the 1951 legislative changes.

* * * *

In March of 1951, the long planned Handbook for State Employees was printed. Due to an extremely limited budget, it was not possible for the Civil Service Department to distribute copies to all state employees as originally planned. However, a number of the larger departments bought and distributed their own copies.

Titled "Off on the Right Foot," the Handbook sets forth in pointed, down-to-earth language the rights, privileges and responsibilities of state employees. Such features of state employment as the classification plan, the pay plan, examinations, vacation, sick leave are described in some detail. Many compliments about the Handbook have been received from employees, employee groups, department heads, and from public officials in other jurisdictions as well. With increased funds for the coming year, it will be possible for the Department to give all new probationary employees copies of the Handbook.

* * * *

In the latter part of March, the Department was visited by seven high-ranking Japanese officials. The purpose of their visit was to observe and

study the best American practices in the field of local civil service administration. From these observations, it was their hope to improve, develop, and strengthen democracy in local government in Japan. One of the officials held a Japanese position identical to that of the Governor of Minnesota. While here, they were escorted by the Civil Service Department to visit the Governor and were introduced to both Houses of the Legislature. This kind of recognition by the Department of the Army, who sponsored the trip and laid out the itinerary, commends the state civil service system.

* * * *

In the fall of 1950, the Department was visited by Dr. Gustav Giere, a high-ranking public official of Germany. His trip was sponsored by the Allied Military Government Mission. The purpose of it was to study governmental activities and public personnel practices and procedures in selected places in the United States. After having observed those phases of state personnel administration in which he was interested, he left to continue his studies in Kansas City, Dallas and Los Angeles before returning to Germany.

* * * *

In the early part of this reporting period, the federal institution at Sandstone was added to the state's institutions. The institution was converted to be used as another mental hospital. In conjunction with staffing the new hospital, the Department administered a special recruiting drive for qualified candidates in Sandstone and the surrounding area. The drive was conducted particularly for psychiatric aides, cooks, custodial workers, steam firemen, food service supervisors, and clerical personnel. From these examinations, lists were established and appointments made. Since a number of the new employees lived in Sandstone, the housing problem was reduced. The balance of the staff was experienced employees who transferred from other mental hospitals.

* * * *

The Legislative Research Committee report, Proposal No. 38, investigating the activities of the Civil Service Department, was indefinitely postponed. The preliminary report of the Committee indicated that the bulk of the complaints received from a few employees at the Fergus Falls State Hospital did not involve the Civil Service Department and that further investigation, if made, should be directed toward the administration of the various institutions.

* * * *

The Cost-of-Living Index made its most significant jumps since 1947 in 1950-51. The Index jumped from 173.2 in September to 178.8 in December (the official Index) to 184.1 in March to 184.6 in June. This is a gross increase of 11.4 points. If the December 15, 1951 Index is more than 184.5 and less than 191.0, state employees will be entitled to a one step salary increase on July 1, 1952.

* * * *

During the fall of 1950, the University employed Public Administration Service of Chicago to conduct a state-wide salary survey. The Civil Service Department, while it had no official connection with the survey, lent two technicians from the Classification and Compensation Division to assist in completing it. The Department also conferred with PAS personnel and

with University officials on methods, procedures, and data to be used. Generally speaking, the survey indicated a 40 per cent rise in salaries in Minnesota since 1946 with the rural areas having slightly more percentage increase than the urban areas. The entire survey was distributed, along with other salary data, to the members of the Civil Administration and Appropriations Committees of the House and to the Civil Administration and Finance Committees of the Senate.

* * * *

Turnover remained high in a few classes during this reporting period. Some of the classes having high turnover are the beginning level stenographers, typists, psychiatric aides, custodial workers, engineering aides, practical nurses, and hospital aides. With these exceptions and cognizant of shortages in some professional, technical, and scientific classes, it can be said that state employment is relatively stable with virtually no turnover in a number of classes.

* * * *

At the request of the Governor, the Department conducted a manpower survey relating to the draft and the reserves in the fall of 1950. The survey indicated at that time there were 713 men employees in the armed forces reserves. This was 6.2 per cent of all employees and 9.8 per cent of the men employees. There were 628 other men employees in the 19 to 25 draft age group. It was expected that about 200 of these would be called for service in this reporting period.

One direct result of this survey was the establishment of the Governor's Manpower Committee. The purpose of this Committee is to review cases and determine whether requests for deferments of key personnel should be requested. The Committee consists of the Governor's Private Secretary, the Director of Civil Service, the Commissioner of Administration, the Director of the Division of Employment and Security, the Commissioner of Highways, the Commissioner of Taxation, and the Director of Public Institutions. The Governor's Private Secretary serves as Committee Secretary.

* * * *

Because of the interest attracted by the following editorial which appeared in the St. Paul Dispatch on March 16, 1951, it appears in this Annual Report in full.

CIVIL SERVICE GROWTH

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

"The league has been supporting the principle of civil service for 70 years. It has seen great progress made in the fight against the old-time spoils system of hiring and firing public employees. In 1935, the last time it made a complete national survey, the figure showed that 38 per cent of

state workers were under civil service. Today 58 per cent have this protection in greater or less degree. The number of individuals under civil service fifteen years ago was 97,000. Today it is 374,000.

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

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

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

* * * *

Prior to the 1949 legislative session, the Governor requested the Department to gather data about department heads' salaries. Because of a growing number of inequities between department heads and their assistants and because the 1949 Session did not act on salaries, the Governor made a similar request prior to the 1951 Session. Data was gathered and a proposed bill was prepared. From the outset it was agreed by all concerned that the bill should, like the classified employees', be geared to the Cost of Living Index. This would serve two purposes: (1) provide a kind of "floating" relationship between department heads' and classified employees' salaries so they would increase and decrease together, and (2) eliminate previous criticisms that department heads' salaries were "frozen" while classified employees' salaries fluctuated with the Index.

The bill was passed and this positive act on the part of the Legislature will, on July 1, 1951, provide a cost-of-living pay plan for the state's department heads. Minnesota is the only state using this flexible device in paying its employees and now becomes the only state also to pay its appointed department heads in this way.

* * * *

A record number of 733 examinations were given to 21,260 candidates in this reporting period.

* * * *

A major factor affecting the work output of the Department was the high turnover in the clerical staff. In a normal force of 40 clerical positions, 35 new appointments were made in this reporting period.

* * * *

Data relating to grievance procedures was gathered during the year from a number of other jurisdictions including the federal government and private industry. The purpose of gathering this data was to assemble a practical grievance procedure for consideration for use in the state service.

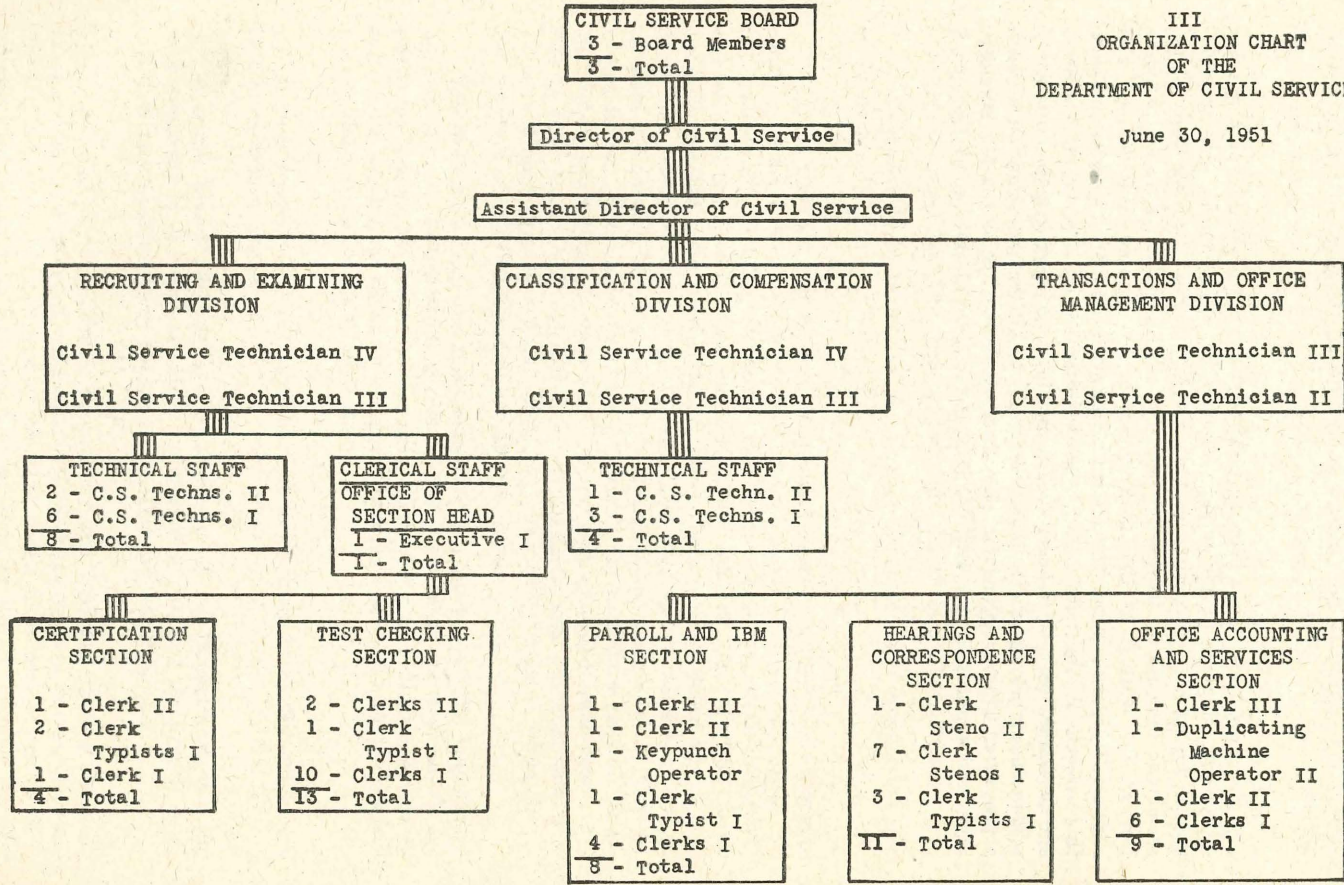
A procedure was finally developed and submitted to the Governor for his review and approval. This matter is pending at the close of this reporting period.

* * * *

For some time it has been thought that the state should, for a number of reasons, fingerprint its employees on a voluntary basis. The developments during this reporting period, nationally and internationally, have seemed to indicate an increasing need for this activity. With the cooperation of the Bureau of Criminal Apprehension, a plan was evolved and suggested procedures for the operating departments developed to complete this project. While there would be no requirement on the part of the present personnel to be fingerprinted, it would be a requirement during the probationary period of all employees appointed after the inception of such a program. This program was submitted to the Governor for his consideration and approval and is still pending at the close of this reporting period.

III
ORGANIZATION CHART
OF THE
DEPARTMENT OF CIVIL SERVICE

June 30, 1951



IV

Activities of the Civil Service Board

The Civil Service Board held twenty-two meetings during this reporting period. Mr. George Ziesmer of Mankato was Chairman of the Board until February 7, 1951, when Mrs. Harington Beard of Minneapolis was elected to serve as Chairman until the Board's first regular meeting in February, 1952.

At the beginning of the period, the Board had Civil Service Rule revisions under discussion and on July 5, 1950, approved changes in Rules 4.3, 4.4, 4.6, having to do with allocations and reallocations of positions, and 13.5 regarding compensable illnesses.

During the year the Board issued an order dated July 13, 1950, in compliance with the mandate of the Supreme Court regarding back pay for Mr. Richard Spurck. It completed a hearing begun prior to this year but continued after July 1, 1950, for Miss Eleanor Landy, permanent Executive I in the Iron Range Resources and Rehabilitation Commission, who was laid off but contended she was dismissed. The Board's order issued August 16, 1950, in this matter approved the action of the Commissioner of Iron Range Resources and Rehabilitation in the abolition of the position and in the layoff of Miss Landy.

The Board held a hearing January 3, 1951, in the matter of the dismissal of Mr. John Driessen, permanent Psychiatric Aide II at the Minnesota School and Colony at Faribault. Mr. Driessen was conditionally reinstated in accordance with the Board's recommendations in its order of February 9, 1951.

Two dismissal hearings before the Civil Service Board were pending at the close of the reporting period. A hearing had been scheduled for June 20, 1950, in the matter of the dismissal of Mr. Willard Lorge, permanent Chief Power Engineer at the Minnesota School and Colony at Faribault, but was continued beyond the reporting period at the request of the Attorney General. Mr. F. O. Reissner, permanent Psychiatric Aide I at the Hastings State Hospital, had requested a hearing in regard to his dismissal which the Board scheduled for July, 1951.

In its other activities, the Civil Service Board approved changes in the classification and compensation plans, as recommended by the Director (see section on Classification activities), designated positions in the unclassified service, and acted on policy questions referred to it by the Director.

During the period the Board authorized, under the provisions of Civil Service Rule 6.2 (a), extension of eligibility to United States citizens who are otherwise qualified without regard to Minnesota residence, in examina-

tions for eight different classes and made exceptions to residence requirements in nine additional examinations for residents of states bordering Minnesota (see section on Examining activities).

No exceptional appointments or non-competitive promotional examinations as provided for in Civil Service Rule 8.8 were authorized by the Board this year.

IV A

Court Actions

July 1, 1950 through June 30, 1951

Title	Action	Status June 30, 1951
Eleanor Landy vs. Civil Service Board	Certiorari (layoff)	District Court affirmed action of the Civil Service Board Feb. 8, 1951.
August J. Duren vs. Civil Service Board et al	Mandamus (reinstatement following resignation)	Writ quashed in District Court February 6, 1951. Supreme court affirmed.
Louis Boucher vs. Civil Service Board	Certiorari (dismissal)	Continued to October, 1951 term of court.

V

Department Activities

A. Recruiting and Examining Division

(1) Recruiting Activities

Recruiting activities in this Division reached an all-time high this year. Recruiting was carried out for virtually every kind of work in the state government. For 109 classes of work, examinations were being given constantly. Of this group, recruiting was also being done in Minnesota's bordering states for 13 classes and throughout the United States for 59 classes.

The recruiting aim of the Division remains the same: to recruit the best candidates available to fill state vacancies. The Korean War coupled with the national defense program and the apparently limitless demands of the domestic economy provided work for over 62,500,000 Americans. The state competed with all other employers in efforts to find qualified personnel.

Despite a large number of examinations in many fields and continuous administration of examinations in many classes, the number of candidates for state work dropped by about 25 per cent from the previous year. An obvious result of this reduction was that fewer names were placed on eligible lists. A further indication that the few people seeking employment were not overly aggressive in their efforts is shown by an increase of 6 per cent of persons who applied but did not appear for examinations when given.

Critical manpower shortages in many occupational fields produced unending recruiting difficulties. Eligible lists, once established, were quickly used up with the result that the recruiting and examining process had to be repeated. More recruiting efforts were probably made for the stenographer classes than for other classes. Despite concentrated efforts, this shortage will undoubtedly continue. In this connection it should be pointed out stenographic pools could be installed in some departments and in others, better use could be made of the available stenographers.

Shortages also continue in classes for doctors, nurses, psychiatric aides, skilled craftsmen, typists, psychiatric social workers, medical records librarian and many others. Even though many appointments were made in these classes during the year, high turnover produced many vacancies.

In general it may be said that the Recruiting and Examining Division worked harder and actually recruited and examined fewer people. This experience was similar to that of many private firms who were also having difficulty in recruiting and holding competent employees. As a result, the major aims were not realized to the extent to which it was hoped they might be. The state was lined up with other governmental agencies and most private firms in serious competition for the relatively few persons seeking employment. The steadily rising cost of living during the year

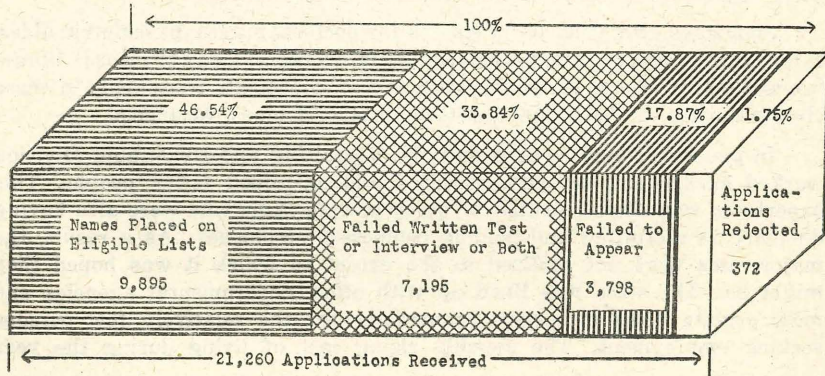
made it increasingly difficult for the state to compete with those jurisdictions which were able to adjust pay more rapidly. Near the close of the year the generous action of the Legislature in adding five steps to the state pay ranges made recruiting somewhat easier although the chronic shortages seem certain to continue for some time regardless of changes in pay scales. Even though these new salaries will not be in effect until July 1, 1951, all examination announcements issued following the close of the session listed the new salaries.

Another action by the 1951 session of the Legislature had a marked effect upon the activities of the Recruiting and Examining Division. It was an act having to do with provisional appointments. To summarize briefly, Chapter 685 provided that effective April 23, 1951, provisional appointments would be limited to a period not to exceed six months. At the time of the effective date of this Act, some 573 full time positions were filled by employees working on a provisional basis. Another 200 were provisional promotees, that is, were working provisionally in the class in which they were employed but had permanent status in a lower position. The effect of this law was to make necessary the immediate announcement and administration of about 270 examinations, inasmuch as the provisional employees were scattered through some 270 classes. Many of these classes have only one or two positions requiring examination. The necessity for giving these examinations in a short time in addition to the open continuous administration of some 109 tests in areas where personnel shortages existed plus the normal recruiting and examining load, placed a heavy burden on the Recruiting and Examining Division. However, it seemed probable that the end of the six months period, October 23, 1951, would see a great reduction in the number of provisional appointees with the result that the Department could concentrate on recruiting for those classes having serious shortages.

(2) Examining Activities

During the year, the Department processed 21,260 applications or about 26.6 per cent less than in the previous year. Of these, 372 had to be rejected because of lack of residence, citizenship, age requirements, past crim-

Chart Showing Final Disposition of 21,260 Applications Received and Processed from July 1, 1950, Through June 30, 1951

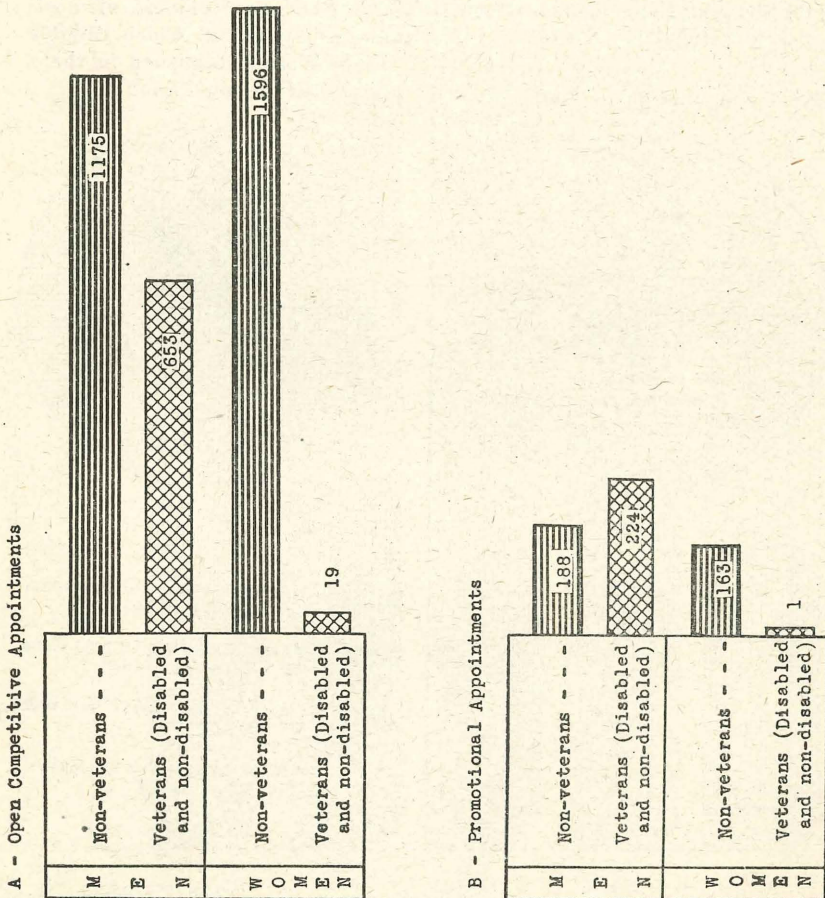


inal records, or for other causes; 3,798 failed to appear for the examinations when given; and 7,195 failed one or more portions of the examination and, as a result, could not have their names placed on the eligible lists.

From 733 examinations given, 9,895 names were placed on eligible lists. This is 2,072 fewer than last year.

From these lists a total of 4,019 appointments have been made. This is a decrease of 604 appointments or 13 per cent less than last year.

As a result of examinations as shown above, 9,895 names were placed on eligible lists. From these lists 4,019 appointments have been made, 2,240 men and 1,779 women.



Appointments from competitive lists included 1,828 men and 1,615 women, in contrast to the numbers indicated for the proportions of men and women appointed from promotional lists. This shows that a somewhat larger number of women are appointed to the many entrance level positions, especially in the clerical jobs, in the state service. It also shows that

promotional opportunities go to men in a ratio of over two to one. In most series of classes open to both men and women, the upper levels are filled by men and veterans' preference is one of the determining factors. If the salary level is high enough to be attractive to veterans, then it usually follows that the appointments will go to veterans.

We have given 733 examinations of which 588 were open to persons outside the state service and 145 which were limited to state employees. These examinations were given for 303 different kinds of work.

Chart Showing Examinations Given
July 1, 1950-June 30, 1951

Total Examinations Given, 733.

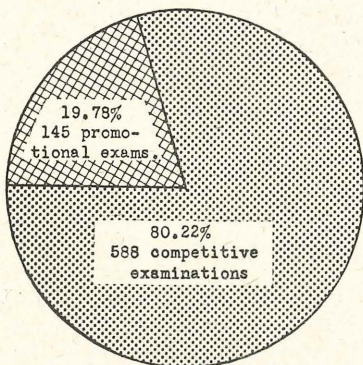
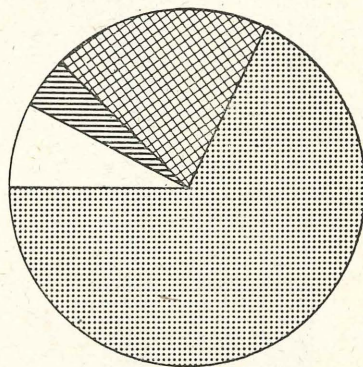






Chart Showing Numbers of Positions
in Classes for Which Eligible
Lists Were Established in the
Reporting Period

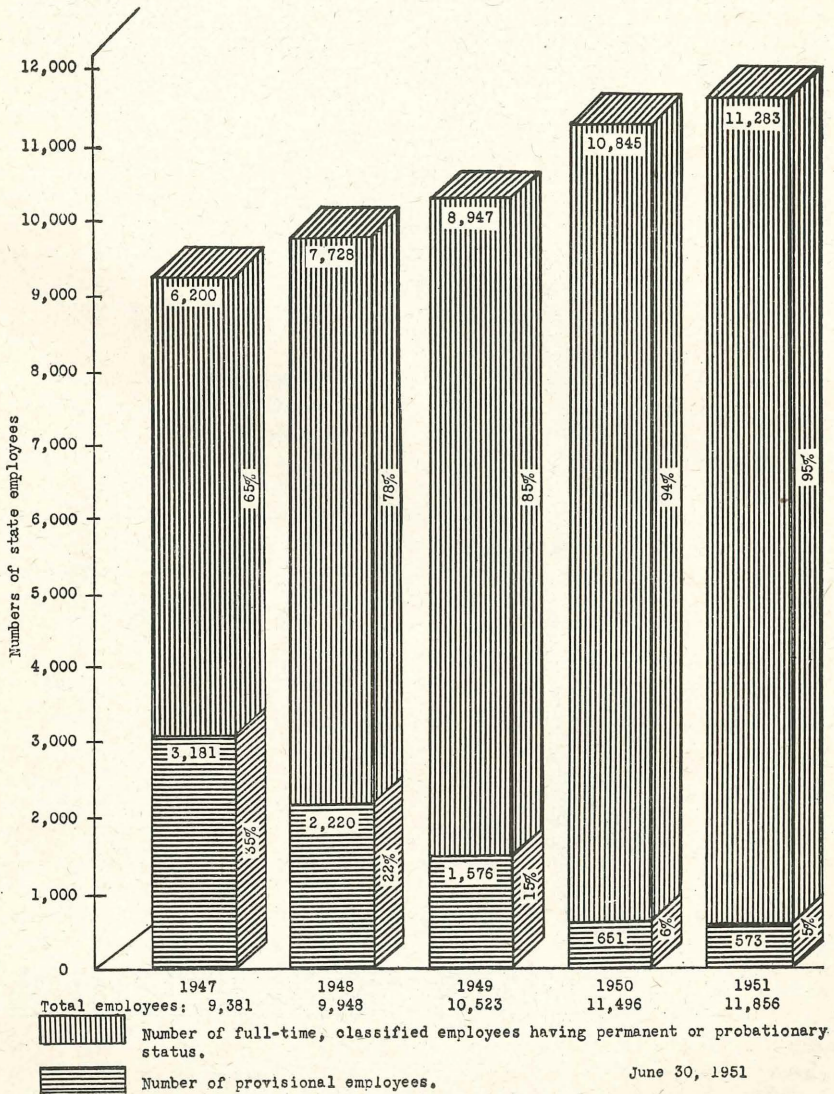


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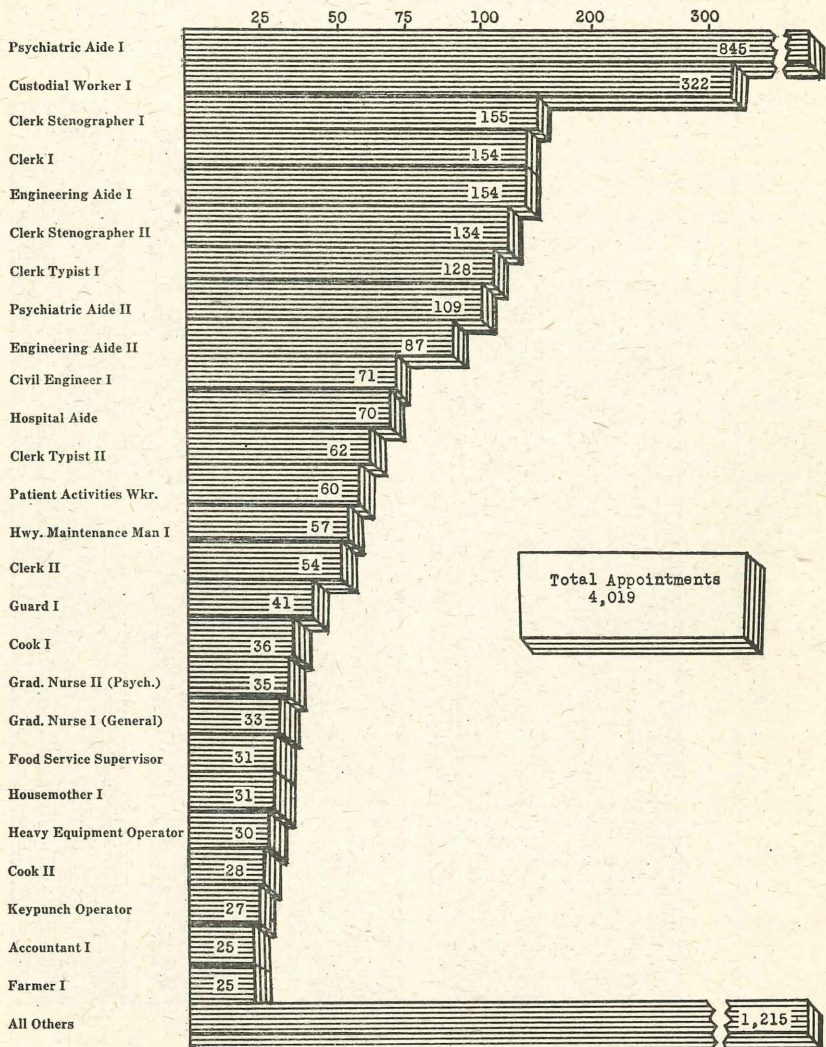
-  Classes having 1-10 positions, 207 classes or 68.32%
-  Classes having 11-50 positions, 60 classes or 19.80%
-  Classes having 51-100 positions, 14 or 4.62%
-  Classes having over 100 positions, 22 or 7.26%

Of the classes for which examinations were given, 267 or 88.1 per cent were for classes of employment having fewer than 50 positions. These examinations require as much preparation as for classes having far more positions. The number of appointments made under such circumstances is highly disproportionate to the amount of examination administration required to achieve them.

Chart Showing Significant Increases in the Number of Full-Time Classified Employees Having Permanent or Probationary Status in Contrast to Employees Having Provisional Status by Year from July 1, 1947, to June 30, 1951



**Classes in Which Most Appointments from Eligible Lists Were
Made from July 1, 1950 to June 30, 1951**



B. Classification and Compensation Division

The past year was noteworthy from the standpoint of increasing demands by special groups for salary increases. These demands were in the form of requests to reassign certain classes to higher salary ranges or to review positions and reallocate them to higher classes in the classification plan. The end effects of both types of requests were for higher salaries.

During the past fiscal year the Legislature, after considerable study of the problem, saw fit to make a basic change in the pay plan and revise the computing factor from nine points to six and one-half points. This means that a one step adjustment would be added to all employees' salaries for every six and one-half point rise in the cost of living. Inasmuch as the cost of living showed a marked increase since June 25, 1950, a five step cost-of-living adjustment was made to all employees' salaries to be effective July 1, 1951. It was thought that this substantial increase in employees' salaries would lessen the demand for job reviews and assignments to higher ranges in the salary schedule. The last quarter of 1951 showed no slackening, however, of the pressure on the pay plan in spite of the substantial adjustments which were to be made on July 1, 1951.

During the past fiscal year the mental health program continued to develop, which involved the review of proposed new positions and re-evaluation of old positions. The often changing emphasis in the various activities constituting the mental health program has required re-investigations of job duties and responsibilities. It is hoped that the degree of flux in this program will diminish as the various objectives of it are accomplished. During the past year, services were requested by the department heads for the Division staff to assist them in effecting major personnel reorganizations of their departments. This occurred in the Division of Social Welfare, the Division of Banking, the Department of Agriculture, Dairy and Food, the Division of Lands and Minerals and in sub-sections of the Departments of Taxation, Health, and Highway.

The two major reorganizations occurred in the Division of Social Welfare and the Department of Agriculture. The main effect of the reorganization plan adopted by the Director of the Division of Social Welfare was to define more clearly the functions of the several bureaus and sections which comprised the Division of Social Welfare and the achievement of greater coordination between the major division heads. The end result of the improved organization was to relieve the Director of much of the administrative load he was carrying and the delegation of greater responsibility to his immediate subordinates.

The reorganization of the Department of Agriculture was perhaps the most far-reaching reorganization of any state department within the past several years. Basically the plan recommended to the Commissioner of Agriculture was to establish districts throughout the state under the supervision of an Agricultural Products Inspector II who would be responsible for administering all of the inspectional services necessary in that particular district. The supervisor has one or more assistants to assist him in this program. The entire inspectional services, including the laboratories, are

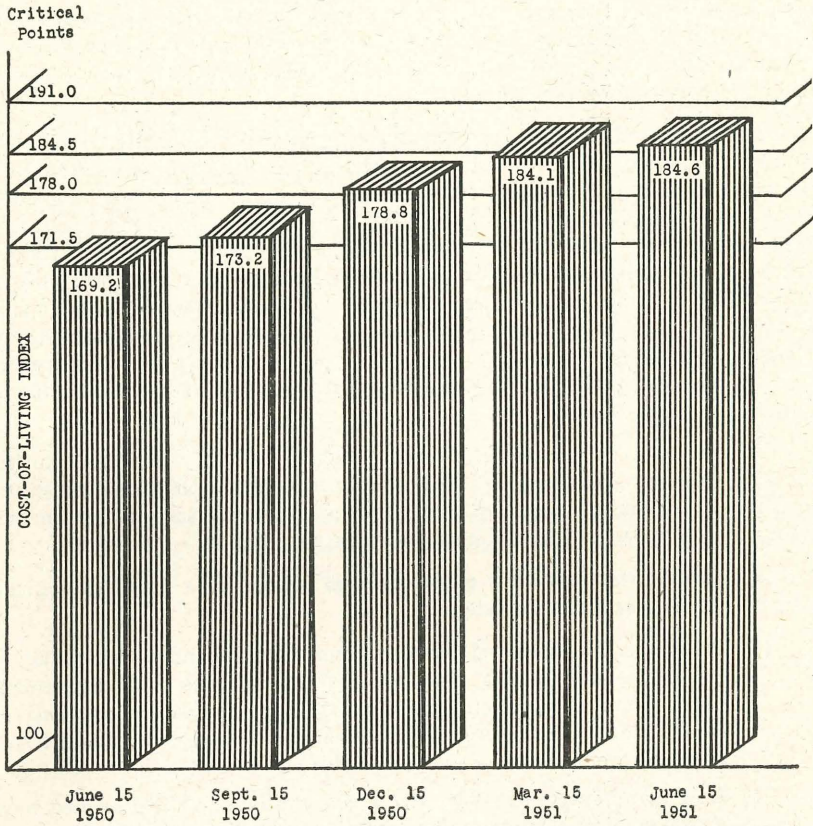
now under the direction of one individual and the work assignments to the various inspectors are clear and specific. It is hoped that one of the effects of this reorganization will be a substantial reduction in travel time.

During the past fiscal year, 56 new classes were approved by the Civil Service Board, thirty classes were abolished, twenty-five classes were re-titled, and eleven classes were re-assigned in the salary plan. The number of positions reviewed by Classification technicians was 156, which is only a slight drop from the previous year. Sixty-four of the positions were re-allocated to higher classes, five positions were reallocated to lower classes, and in 87 of these reviews, no changes were recommended.

Along with these job reviews the Classification Division also conducted 16 major salary surveys. These surveys ranged from studies made in private industry of the Twin City area to nation-wide comparisons. It involved such classes as Power Engineers, Medical Technologists, Game Wardens, Key Punch Operators, and Electroencephalograph Operators. Public Administration Service of Chicago also conducted a salary survey for the non-professional employees at the University and two members of the Division staff participated in it. The results of this study were made available to legislative committees in their consideration of the amendments to the pay plan.

Many of the present class specifications still in use by the Department were created in 1940, and it was felt that many of these specifications did not properly reflect the duties of the job as they are now performed. As a result, last April a program to bring these class specifications up to date was inaugurated and is hoped to be completed in the forthcoming year.

**Chart Showing Rises in the Cost-of-Living Index
from June 15, 1950 through June 15, 1951**



(Index for December 15, 1950, was used in setting state employees' salaries July 1, 1951.)

C. Transactions and Office Management Division

The major functions of the Transactions and Office Management Division are to check the compensation and employment transactions for conformance with legal requirements; to interpret the civil service law and rules to employees, department heads and others; and to provide "house-keeping" services for the Department.

These activities of the Transactions Division, primarily production services, serve to facilitate the operations of the department. Aside from the responsibility for keeping complete records on all employees, the number of which has been increasing steadily for a number of years, the Transactions Division is directly responsible for seeing that personnel activities are in accordance with the law and rules. Payrolls are approved only if all actions are taken in accordance with the law and rules. Although many of the activities of the Division are repetitive and include responsibility for reception, filing, printing, mailing, stenographic, accounting, and record keeping services, these facilitative activities are essential to smooth operation of the Department.

The need for personnel records and statistics greatly increased during the 1951 session. The proposed salary bills brought forth controversy and as a result, legislators required a great volume of data to consider amendments to the provisions of the cost-of-living pay plan.

Answers to the following questions and others were provided legislators by the Transactions Division.

- (1) What are the increased costs per annum and biennium of changing the cost-of-living pay plan for state employees and department heads from the plan in effect to other plans? Four versions of salary plans were figured for both employees and department heads as of different dates.
- (2) How many employees with five years continuous state service were at the maximum salary for two years, and how many with ten years state service were at the maximum salary for five years?
- (3) How many employees did not have permanent civil service status?
- (4) What is the distribution of state employees by length of service and by status?
- (5) What is the state employee turnover by class and by department?

(1) Turnover and Overtime

While a certain amount of turnover is desirable in any organization, the Civil Service Department has experienced a turnover so high during the past fiscal year that it has hindered departmental operations to a great extent. Time spent in training and the lag in filling vacancies delays regular operations.

It should be noted that most of the employees were separated on their own volition and obtained better positions in private industry or other governmental jurisdictions.

Five from a normal force of twenty technical employees and thirty-five from a normal force of forty clerical employees were separated during this period.

The department has been able to meet the work load which has been increasing throughout the year because of an increase in the number of state employees and the heavy examining program only by working its regular employees overtime. A total number of 6,736½ hours of overtime were worked during the reporting period, 3,271½ hours by clerical employees and 3,465 hours by employees on the technical staff.

From April 1 until June 30, 1951, the department found it necessary to use a 44-hour week rather than the normal 40-hour week. Technical employees worked 1,576½ hours and clerical employees 1,686½ hours of the overtime reported above during these three months at the end of the reporting period.

(2) Financial Report for the Fiscal Year Ending June 30, 1951

	Appropriations	Expenditures
Personal Services	\$177,867.00	\$175,636.14
Supplies and Expenses.....	16,650.00	16,640.81
	<hr/>	<hr/>
	\$194,517.00	\$192,276.95

Reverted to General Revenue Fund June 30, 1951:

Personal Services	\$2,230.86
Supplies and Expenses.....	9.19
	<hr/>
	\$2,240.05

(3) Cost of Services per Full-Time Classified Position in Maintaining a Central Personnel Agency*

Average Number of Classified Employees in 1950-51	Civil Service Expenditures	Cost per Position
11,837	\$192,276.95	\$16.24

*These figures show costs of operations of the Civil Service Department only. They do not include costs incurred by operating agencies in processing their personnel transactions.

(4) Distribution of Departmental Personal Services Expenditures between Clerical and Technical Staffs

Total Personal Services Expenditure.....		\$175,636
	No. of Employees	Expenditure
Clerical Staff	40*	\$ 87,990
Technical Staff	20**	87,646
Total		\$175,636

*5 Part time clerical employees are counted as 2½ employees. Approximately 80 monitors are not included.

**3 Civil Service Board members are not included.

(5) Personnel Ratio

A personnel ratio is the number of personnel workers (clerical and technical) per 100 employees served by them. The state's ratio of 0.507 is low compared to an average in private industries for 1950 of 0.87 as published by the Industrial Relations Center of the University of Minnesota, and the legal requirement of the federal government of one personnel worker for every 115 employees, or a ratio of 0.869.

Number of Civil Service Department employees = 60

Average number of classified employees = 11,837

$$\frac{11,837}{100} = 118.37$$

$$\frac{60}{118.37} = 0.507$$

State personnel ratio = 0.507

Private personnel ratio = 0.87

Federal personnel ratio = 0.869

(6) Attorney General's Opinions Relating to State Civil Service

Opinions addressed to the Director of Civil Service:

- March 9, 1951 Relates to provisions of a bill introduced in the 1951 Legislature relating to methods of filling positions.
- May 25, 1951 Under Laws 1951, Chapter 327, the Director is to forward a certified copy of a cost-of-living report to County Auditors.
- June 8, 1951 Salary of the Commandant of the Minnesota Soldiers Home is based on the latest law passed by the Legislature, in this case, on Chapter 713, Laws 1951.

Pertinent opinions addressed to other public officials:

- August 31, 1950 Relates to salary payments to Mr. Richard F. Spureck and Mr. Llewellyn Metcalf, Attorneys in the Division of Social Welfare. (Opinion to State Auditor)
- October 4, 1950 Governor does not have the power to declare an emergency with respect to state employees' salaries and to increase their salaries by executive order. (Opinion to Governor)
- November 1, 1950 Any employee is entitled to absent himself from work during the forenoon of election day for such reasonable time as to enable him to vote and return from voting, without penalty or deduction from his salary. (Opinion to Minneapolis City Attorney)
- November 16, 1950 Secretary of Minnesota Soldiers Home Board is in the classified service. (Reaffirms previous opinion.) (Opinion to Soldiers Home Board)
- December 29, 1950 Members of the Board of Grain Appeals are not in the classified service, and if civil service requirements relating to qualifications are necessary, the legislature must act. (Opinion to Railroad and Warehouse Commission)
- May 24, 1951 The Railroad and Warehouse Commission is not required to have employees of the Division of Grain Inspection work overtime, but if employees do work overtime, they are to be paid in the manner prescribed by law. (Opinion to Railroad and Warehouse Commission)

**(7) Laws Passed by the 1951 Legislature
Relating to State Employment**

Chapter 146	Prohibits strikes by government employees and establishes procedures for settlement of grievances.
Chapter 161	Corrects a typographical error in the allocation provisions of the Civil Service Law.
Chapter 371	Abolishes Minnesota Statutes 1949, Chapter 43.11, relating to temporary appointments.
Chapter 655	Provides that employees in the classified service may be candidates for and occupy a village, township or school district office for which no compensation is provided.
Chapter 685	Places limitations on length and frequency of temporary and provisional appointments.
Chapter 695	Provides for a change in computation of salaries under the cost-of-living pay plan for employees in the classified service which results in salary increases.
Chapter 712	Increases the statutory salary of elective officials.
Chapter 713	Establishes a cost-of-living pay plan for department heads.
Chapter 715	Provides for assignment of certain teachers to two contiguous salary ranges. (Has since been declared void by the Attorney General because of an engrossing error.)

VI

Acknowledgments to Members of Interviewing Boards

We express special appreciation to the numerous public-spirited citizens who gave generously of their time in assisting the Civil Service Department in its examining activities. Only with the participation of these well-qualified experts in many fields can we continue the sound merit system which is essential to the administration of good government in Minnesota.

We are grateful therefore, for the valuable services of the persons listed below whose main reward was to participate in the state's public personnel process of selecting the best candidates available to work for the state. In the same way, we wish to thank those state employees whose cooperation and assistance materially advanced the objectives of a good merit system by their willingness to serve on interviewing boards.

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Hamm Brewing Company
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International Falls, Minnesota

Mr. Delwin M. Anderson
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Mental Hygiene Clinic
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Miss Genevieve Anderson
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Mr. Alfred Cotton
Minneapolis Star
Minneapolis, Minnesota

Mr. William Crockett
Minneapolis Park Board
Minneapolis, Minnesota

Miss Betty Danielson
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Mr. Willard Davis
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APPENDIX
TO THE
1950-1951 ANNUAL REPORT
OF THE
DEPARTMENT OF CIVIL SERVICE

1. Recruiting and Examining Division Statistics Summary **July 1, 1950 through June 30, 1951**

Section I—Examinations

A. Total Applications Received.....		21,260
B. Examinations given:		
1. Open-competitive	588	
2. Promotional	145	
3. Total		733
C. Eligibles on lists:		
1. Disabled veterans	776	
2. Non-disabled veterans	2390	
3. Non-veterans	6729	
4. Total		9,895

Section II—Appointments

A. Appointments made as a result of open competitive exams:		
1. Men Applicants		
a. Disabled veterans	152	
b. Non-disabled veterans	501	
c. Non-veterans	1175	
d. Total		1828
2. Women Applicants		
a. Disabled veterans	5	
b. Non-disabled veterans	14	
c. Non-veterans	1596	
d. Total		1615
3. Total open-competitive appointments made.....		3,443
B. Appointments made as a result of promotional exams:		
1. Men Applicants		
a. Disabled veterans	59	
b. Non-disabled veterans	165	
c. Non-veterans	188	
d. Total		412
2. Women Applicants		
a. Disabled veterans		
b. Non-disabled veterans	1	
c. Non-veterans	163	
d. Total		164
3. Total promotional appointments made.....		576
C. Total appointments made from open competitive and from promotional eligible lists.....		4,019

2. Examinations Held and Disposition of Applications July 1, 1950 through June 30, 1951

Type of Examination	Number of Applications Received	Names Placed on Eligible Lists									Other Actions		
		Non-Vets.		5 Pt. Vets.		10 Pt. Vets.		Total		GRAND TOTAL	Rejected	Failed to Appear	Below Passing
		Men	Women	Men	Women	Men	Women	Men	Women				
Competitive....	17,410	2148	3009	1429	151	403	56	3980	3216	7196	250	3625	6355
Promotional....	3,850	654	918	789	21	311	6	1754	945	2699	122	173	840
Grand Total....	21,260	2802	3927	2218	172	714	62	5734	4161	9895	372	3798	7195

3. Changes in Salary Ranges

It was recommended to the Civil Service Board by the Director that the following classes have their salary range assignments changed as shown:

Class Title	Former Range			Present Range		
	Former Range Number	Basic	Adjusted	Present Range Number	Basic	Adjusted
Architect	24	\$295-355	\$451-511	27	\$340-400	\$496-556
Addressing Machine Supervisor	8	\$130-160	\$214-244	11	\$150-190	\$254-294
Traffic Manager.....	19	\$230-280	\$310-360	22	\$265-325	\$421-481
Welfare Executive III	25	\$310-370	\$466-526	28	\$350-420	\$532-602
Property Assessment Investigator	14	\$180-220	\$284-324	17	\$210-260	\$340-390
Librarian I	11	\$150-190	\$254-294	13	\$170-210	\$274-314
Librarian II	13	\$170-210	\$274-314	15	\$190-230	\$294-334
Librarian III	17	\$210-260	\$340-390	18	\$220-270	\$350-400
Pharmacist	13	\$170-210	\$274-314	16	\$200-250	\$330-380

4. Salary Surveys Completed

These surveys were conducted by the Classification and Compensation Division and always involved gathering current salary data in addition to submitting job description data so that comparable jobs would be considered.

Power Engineer series—Twin Cities

Tax Assessment Investigators—Minnesota

Traffic Managers—Twin Cities

Bookkeeping Machine Clerks—Twin Cities

Butchers and Meatcutters—Minnesota

Elementary and Secondary Teachers—Minnesota

Top Administrative positions in Education—nation-wide

Chief Medical Technologists—Twin Cities

Labor Conciliators—nation-wide

Electroencephalograph Operators—nation-wide

Game Wardens (2 surveys)—nation-wide

Medical Records Librarians—Twin Cities

Laundry Workers—Twin Cities

Key punch Operators—Twin Cities

Psychiatric Social Workers—nation-wide

Female Parole Agent Supervisor—nation-wide

Representative classes in the salary plan in association with University of Minnesota—Twin Cities and out-state

5. Trainees

Appointments of trainees for periods not to exceed one year were made in the following occupations during this reporting period:

Affiliate Nurse

Child Welfare Worker

Blind Placement Specialist

Employment and Security Technical Services Trainee

Engineering Aide I

Fellow in Anesthesiology

Intern (Medical)

Librarian

Occupational Therapist

Patient Activities Field Worker

Pediatrician Resident

Psychological Intern

Public Health Biologist Aide

Public Health Physician I

Research Trainee Aide

Resident in Anesthesiology

Science Research Aide