



---

# Citizens League Report

State Civil Service:

***People Make the Difference***

*public affairs  
research and education  
in the Minneapolis-Saint Paul  
metropolitan area*

CITIZENS LEAGUE REPORT

State Civil Service:  
PEOPLE MAKE THE DIFFERENCE

Prepared by  
Citizens League State Civil Service Committee  
Wayne Olson, Chair

Approved by  
Citizens League Board of Directors  
June 12, 1986

CITIZENS LEAGUE  
84 South Sixth Street  
Minneapolis, Minnesota 55402  
(612) 338-0791

## TABLE OF CONTENTS

Summary	1
Introduction	3
Organization of Report	4
Historical Background	5
Minnesota's State Civil Service System	7
Findings	15
Civil Service System Complexity and Rigidity	15
Civil Service and Collective Bargaining	15
State Work Force Demographics	17
Personnel System Perspectives	18
Administration	19
Compensation	21
Classification	28
Hiring	28
Recruitment	28
Examination	30
Selection	32
Probation	35
Training	35
Termination	39
Conclusions	41
Recommendations	45
Discussion of Recommendations	49
Work of the Committee	53
Footnotes	57
Appendix A	
Appendix B	
Appendix C	
Appendix D	
Appendix E	
Appendix F	

SUMMARY

The key ingredient in the success of state government isn't roads, parks, or buildings. It is people. Minnesota's state government civil service system -- enacted half a century ago to assure merit in selection of employees -- needs to undergo fundamental reform. "Merit" has a unique meaning in the system -- it has become more related to equity than to ability, that is, more concerned about protecting against favoritism than promoting performance.

As a system, civil service often has the effect of discouraging managers from obtaining the best possible hiring result. And once people are hired, there are too few financial incentives directed at performance.

Some 26,000 persons are covered by an extremely complex and fairly rigid civil service system. Two problems stand out over all others:

First, state agencies are frequently unable to hire the individuals they deem most qualified. Instead they must follow detailed and cumbersome procedures that narrowly prescribe the bounds within which hiring must take place. Each state agency must comply with requirements of a central state personnel body, the Department of Employee Relations (DOER). Flexibility is limited and largely as exceptions to rules requiring the approval of DOER.

DOER attempts to make it possible for agencies to find the best person for each job and significant progress has been made in recent years in shifting personnel decisions to the hiring agencies. But, DOER acts as both a regulator and an operating agency legally responsible for personnel decisions -- two inherently conflicting roles.

Each individual state agency hires its own employees, and, theoretically, each agency should be fully accountable for its own decision. But each agency's actions are so circumscribed by personnel system requirements that the agency cannot be held accountable. If challenged because of its hiring practices or the results of its hiring, an agency can point to DOER and say, "Don't blame us. DOER sets all the rules." In turn, DOER can point to the agency and say, "Don't blame us. We don't hire anyone."

To illustrate: when a job vacancy exists, DOER submits a list of candidates from which an agency must pick to fill the vacancy. The agency has no power to place additional names on the list. The agency may request that DOER provide more names, but DOER decides whether to honor the request.

Second, salary increases for most state employees are prescribed within contracts or plans which place great emphasis on the length of service. If state government -- with a budget of about \$5 billion a year, \$1,200 for every resident of the state -- is to attract and hold employees competent to deliver public services to Minnesotans creatively and cost-effectively, performance on the job must become the most important factor in determining compensation.

The Governor and Legislature should move now to make civil service a more performance-oriented and accountable system.

Full legal authority for making hiring decisions and complying with personnel goals should be vested in the individual state agencies. In consultation with state agencies, DOER should establish broad personnel policies for all agencies.

Individual agencies should be free to act within these policies, without having to obtain prior approval from DOER. The system should be flexible as a rule, not as an exception. Each agency would determine how best to accomplish the personnel system goals. From time to time DOER should conduct audits of each agency's compliance with personnel policies. Results of such audits would be made available to individual agencies, the Governor and Legislature, and the general public.

DOER should continue to provide centralized services, such as designing examinations, but individual agencies -- not DOER -- would decide which qualified applicants should be considered for jobs. DOER should also be available as a service agency to provide personnel administrative services on request of state agencies.

With authority comes accountability. Each individual agency would be clearly accountable for its personnel decisions.

The recommended shift is not without risk. Many persons express reservations about the ability or willingness of state managers to fulfill general personnel policies and merit principles amid the political culture of state government. The current system now works for those who know how to work it -- only accountability for personnel decisions and their results is missing. We believe that state managers are competent and willing to take on the new challenge this shift of legal authority presents.

At least some portion of an employee's salary must be based on performance if state agencies are to offer realistic incentives for their staffs.

To make performance pay possible, a significant portion of total appropriations for state employee compensation should be made available to individual agencies for discretionary salary adjustments based on employee performance.

A careful re-distribution of hiring responsibilities -- placing much greater authority with the management staffs in state agencies -- combined with performance-oriented compensation, will accelerate the state's progress toward an outstanding work force that gets the financial rewards and public respect it deserves.

## INTRODUCTION

The Citizens League State Civil Service Committee was primarily charged with reviewing the state personnel system and determining whether state government needed to do more to effectively recruit, motivate, and reward good performance in state employees. The committee was also charged with reviewing the relationship between collective bargaining and the civil service system.

The committee received information on public and private personnel systems from current and past state employees, labor leaders, and policy makers.

The report focuses on the executive branch of state government for two reasons: 1) each branch of state government (executive, judicial, and legislative) operates under its own personnel system and 2) the civil service system, as it is traditionally known, exists solely within the executive branch. The committee further limited its review to executive branch employees holding "classified" jobs (those protected from political patronage) because "unclassified" jobs (appointive positions without examinations) are not as subject to all of the civil service rules.

The fact that the study was limited to a segment of the executive branch of state government does not necessarily exclude the possibility that our conclusions and recommendations, either in whole or in part, are applicable to situations outside of the executive branch.

The primary focus of the following report is on the structure and methods currently used to regulate, hire, and compensate state employees.

Despite the fact that Minnesota's state personnel system was modified extensively during the late 1970s and early 1980s (discussed in the historical background section), this study is important for several reasons. First, administration of the system remains fundamentally unchanged -- a central regulating body interprets the large body of personnel law into fairly rigid regulations and procedures. Delegation of personnel responsibilities to decisionmakers is decided by this central body, the Department of Employee Relations (DOER). Secondly, public awareness of and demand for governmental accountability is increasing. State employees, products of the state personnel system, play a major role in this process. Finally, the composition of the state labor force is very different today from the past. It is older and more experienced, and the needs of its members have changed. (Specific demographic information on the state work force is found in Appendix B.)

Organization of this Report

This report is divided into five sections. The first section gives a brief historical background of Minnesota's personnel system. The second section deals with the way in which the civil service system is currently organized. Law, rules, and procedures are discussed. The following three sections are findings and conclusions about the current system and recommendations for change.

Every attempt has been made to verify the factual data presented in this report. However, this was a very difficult process because perceptions about the system, experience with the system, and the practices within the system vary greatly. Lack of formal tracking systems or information regarding the motivation behind initiation of certain procedures also hindered the extent to which all desired data could be gathered.

### Historical Background

Minnesota was one of the first states to adopt a state civil service system, in 1939. Many changes to the system have occurred during the years.

The system was first administered under a Civil Service Department. During the late 1960s a training division within the department was added and the Career Executive Service (CES) was established. The CES was to recognize outstanding professional and managerial employees and assist in their retention.

In 1971 the Public Employee Labor Relations Act (PELRA) was passed. Some of the subsequent changes to the civil service system are the result of attempting to reconcile civil service and collective bargaining conflicts.

During 1973, the Legislature adopted changes to the civil service system including:

- 1) renaming the Department of Civil Service the Department of Personnel;
- 2) allowing the Commissioner of the Department of Personnel to be appointed by and report to the Governor;
- 3) renaming the Civil Service Board the Personnel Board, removing the Board's administrative duties, and leaving the Board as an appeal body and responsible for recommending salaries for Commissioners;
- 4) expanding the unclassified service to permit greater flexibility in the selection of managers;
- 5) increasing the number of candidates certified and placed on open-competitive eligible lists from 3 to 10;
- 6) mandating training for managers and supervisors;
- 7) identifying a managerial group of employees and establishing a separate Management Plan to govern the salary and benefits of this group;
- 8) establishing the Office of Equal Opportunity to plan and coordinate state affirmative action efforts.

During 1979, the Legislature again addressed conflicts between civil service and collective bargaining. At this time the Legislature had a great amount of input into the collective bargaining process because of requirements that a) provisions of contracts requiring appropriation could only be implemented with legislative approval and b) the statutory requirement that all bargaining be completed by April 15th of each odd numbered year even though the existing contracts did not expire until July 1st. The Legislature Commission on Employee Relations (LCER) was created to provide a more structured mechanism for legislative input into the collective bargaining process. The LCER also monitors and has the power to propose needed changes in the state's civil service and collective bargaining systems.



In 1980 the Legislature abolished the Personnel Board and renamed the Department of Personnel the Department of Employee Relations (DOER). Today, DOER administers both personnel and labor policies through a Bureau of Personnel and a Bureau of Labor Relations. The role of the Commissioner of DOER was clarified and strengthened. Specifically, the Commissioner was to act as the employer and bargaining representative for the state.

In 1981, a new personnel law for the state was enacted. The law clarified what civil service functions were not bargainable and removed all terms and conditions of employment from the statute and personnel rules. All terms and conditions of employment for represented employees were to be contained solely in negotiated contracts. Terms and conditions of employment for non-represented employees were covered by plans developed by the Commissioner of DOER and approved by the Legislature.

In 1982, the personnel law was again revised to place all department assistant commissioners in the unclassified service, to expand the use of unclassified positions if the jobs met certain criteria, to increase the number of eligible job applicants certified and placed on an open-competitive list from 10 to 20, to incorporate the concept of comparable worth into the salary practices of the executive branch, and to require a study of the CES.

In 1983, following the study of the CES, the law relating to CES was changed to allow membership of employees other than managers, to delete monetary rewards available in the CES, and to expand the training of CES members.

MINNESOTA'S STATE CIVIL SERVICE SYSTEM

A. Generally

State law vests power for regulating and operating the state civil service system in a central department, the Department of Employee Relations (DOER). The law charges DOER with three major goals:

1. maintaining a merit-based personnel system to meet the management needs of the state and the social, economic, and program needs of Minnesota citizens;
2. providing for equal employment opportunity, ensuring that personnel decisions are based on merit, and prohibiting discrimination of any form;
3. establishing equitable compensation relationships (comparable worth) among female-dominated, male-dominated, and balanced classes of employees in the executive branch.

DOER develops personnel rules and grants operating agencies flexibility to work within the system. Other specific powers of DOER include:

1. maintenance of a classification plan;
2. assignment of all positions in the classified service to job classes;
3. maintenance and approval of total compensation plans for all positions in the executive branch;
4. preparation of examinations;
5. rating of candidates for employment and preparation of eligible lists;
6. maintenance of employee performance appraisal; training and affirmative action programs; and
7. maintenance and publication of logical career paths in the classified civil service.

Not all personnel functions are carried out by DOER, but DOER determines the extent to which such functions are delegated. Currently, DOER allows individual agency department personnel divisions limited authority to:

1. develop position descriptions;
2. write job announcements;
3. recommend qualifications for positions; and
4. score experience and training ratings.

B. Rules and Procedures

DOER establishes personnel rules and administrative procedures. The rules and procedures are fairly rigid and detailed to prevent abuse. (Specific examples can be found in the findings section of this report.)

C. How Minnesota State Classified Jobs Are Filled

1. Classification

Prior to the time employees are recruited for positions, the jobs to be filled must be classified. The classification system places positions with similar responsibilities into similar classes. DOER is responsible for classification; however, DOER currently delegates classification duties for limited classes to individual agencies.

Positions in the classified service are those for which:

- a. merit is to be the primary consideration for selection; and
- b. protection from political influence exists.

2. Compensation

After a job is classified, a compensation range for the position is determined and the position is placed into a compensation plan. There are three compensation plans covering classified employees:

- a. the MANAGEMENT PLAN covers non-represented, management employees. It does not include the salaries of agency heads.
- b. the COMMISSIONER'S PLAN covers confidential and other employee groups who are excluded from collective bargaining; and
- c. COLLECTIVE BARGAINING CONTRACTS.

The Management Plan and the Commissioner's Plan cover approximately 10 percent of the state's executive branch employees, while 90 percent are covered by collective bargaining contracts. Both the Management Plan and the Commissioner's Plan strive to compensate employees based on their performance. Collective bargaining agreements also require that performance be considered, but, with the exception of achievement awards available to members of a few bargaining units, there is no distinction between different levels of acceptable performance.

3. Recruitment

State law requires that DOER maintain a public recruiting and notice program. Today DOER publishes two bulletins, Minnesota Career Opportunities and State Promotional Opportunities. These bulletins announce all examinations for positions, not necessarily available positions. Individual departments are able to advertise the availability of positions in other non-state publications such as newspapers or professional periodicals.

Other factors also determine the extent to which recruitment can be done. For example, for classes covered by collective bargaining agreements, seniority is an important factor when filling the position. Recruitment opportunities would be limited accordingly.

#### 4. Examination

Examinations may be (1) open to members of the general public and current employees, (2) open only to current employees, or (3) open to employees of a particular agency. If an examination is open to the general public, it is called an open competitive examination. If an examination is open only to state employees, it is a promotional examination. DOER determines whether an examination is to be open to the general public or only to current state employees. When making this decision the following must be considered:

- a. appointing authority requests;
- b. collective bargaining agreements or other plans that could limit the opportunities of the general public to apply;
- c. anticipated number of qualified applicants within and outside the civil service;
- d. unmet affirmative action goals; and
- e. career opportunities and mobility for employees.

#### Examination Types

The state service has several types of examinations -- multiple choice written exams, objective exams, proficiency exams (such as typing tests), experience and training ratings, and oral examinations. Written objective and proficiency examinations are much like those given in schools. That is, specific questions or drills are given, with results scored by machines or evaluated by an expert in the area. Experience and training ratings are the most commonly used examination given by the state. Approximately 75 percent of the exams given are of this type. The rating is based on information appearing on an application, and/or resume, and/or a class specific questionnaire. The rating is commonly done by DOER; however, DOER currently grants such authority to some individual agencies for some classes.

#### 5. Lists

Lists of qualified individuals are compiled from examination results. If an exam is open to the general public, the top 20 (scorers) names are certified. If the exam is open only to current employees, the top 10 names (scorers) is certified. The rules for list length are commonly known as the "rule of 20" and the "rule of 10".

Certified lists can be lengthened for several reasons, including affirmative action law or the unavailability of candidates appearing on a list. If there is a disparity within a bargaining unit (i.e. not enough representation of protected groups), the list must be lengthened to include up to three candidates who passed an examination (but did not score in the top 20 or 10). Similarly, if a candidate appearing on the list is not available for employment, additional names are given, on request, to the hiring authority to ensure that at least 20 or 10 candidates can be considered.

Lists can also be effectively shortened by individual agencies, without DOER approval. This occurs most often when an agency is attempting to comply with its affirmative action goals. The agency may have decided that only minority candidates appearing on lists

should be considered to fill a position. If such a policy is in effect at an agency, the number of names on a list available for consideration is reduced.

Lists must remain in existence for a minimum of six months. DOER determines how long, after the six months, any particular list will be allowed to exist. In making this decision, DOER must consider:

- a. whether the examination process has changed;
- b. how many vacancies are anticipated;
- c. when the examination was last administered;
- d. how many eligible applicants are still available; and
- e. how often the existing eligible list has been used.

DOER also has the authority to remove names from eligible lists in any of the following situations:

- a. when the person is hired for a position in the class for which he or she was listed;
- b. when the person is hired for a position in another class at a comparable or higher salary;
- c. when the person fails to respond within seven days regarding continued availability for appointment;
- d. when the person declines an appointment under conditions which were previously indicated to be acceptable;
- e. when the person fails to report for an interview or for work;
- f. when the person fails to maintain a record of current address; and
- g. when the hirer documents that a person does not meet the requirements of the position or the person fails to successfully complete a required second examination.

## 6. Selection

Selection for classified positions may be made from certified lists or through other means found in statute. With few exceptions, the Commissioner of DOER is given the legal authority for determining whether to grant an agency request for appointments not made from lists. Selection, however, is made by the hiring authority, not DOER.

### D. How Minnesota Recognizes and Rewards Outstanding Employee Performance

Financial rewards for outstanding performance are limited to certain groups of employees. Achievement or merit awards are available to be distributed to 35 - 40 percent of an agency's "A" schedule professional employees. These employees are members of the Minnesota Association of Professional Employees (MAPE), Minnesota Government Engineers Council (MGEC), or Middle Management bargaining units. The size of the maximum annual award depends on the negotiated agreement.

Contracts in effect as of July 1, 1985 allow the following:

<u>Union Representative</u>	<u>Permissible Award Size</u>
MAPE	4 percent of salary or \$1,000 maximum
MGEC	4 percent of salary or \$1,600 maximum
Middle Management	4 percent of salary or \$1,400 maximum

Money for achievement awards is not directly allocated to state departments. Management must find the funds somewhere in their budgets. If no money is available, no rewards can be distributed.

E. Minnesota's State Civil Service System from the Perspective of the Hirer

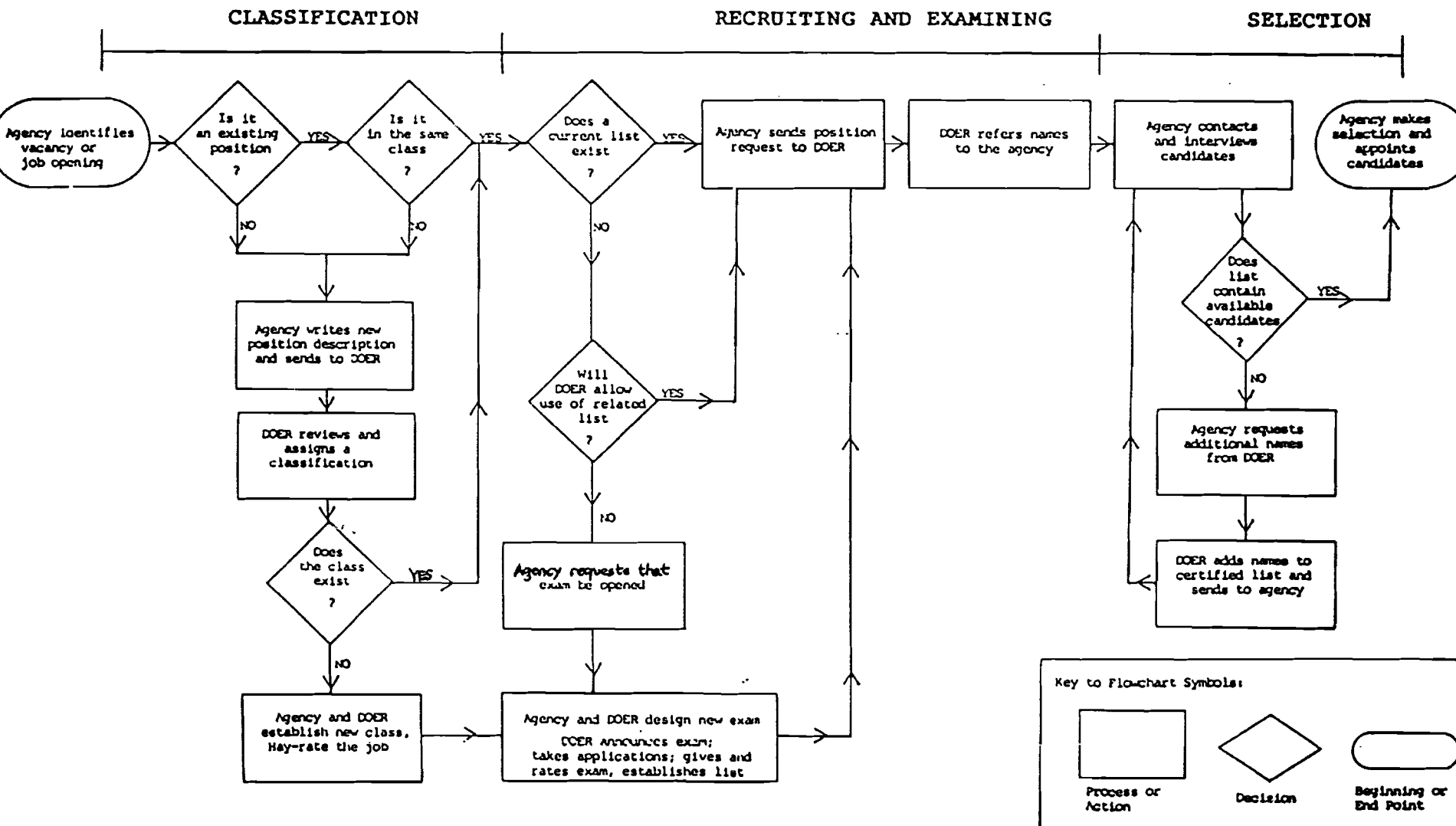
When a position needs to be filled, approval from the hirer's superior is necessary. Once approval is obtained, the hirer contacts the agency personnel division, if one is available, or DOER, if one is not available. If there were no collective bargaining provisions requiring other action, the personnel contact would check to see if a list exists of candidates previously deemed qualified for the position.

1. If a list exists, one or more of the following would occur:
  - a. The hirer would request that DOER or his/her agency screen the list to determine if all of the persons appearing on the list were available and interested in the position. This request could be denied by DOER if screening would take too much time.
  - b. If no screening occurs, the hirer would review the list to determine who among the 10 or 20 names was still available. If fewer than 10 or 20 names on the list were still viable, the hirer could request additional names up to the maximum of 10 or 20. The hirer could also consider only the remaining names on the original list.
  - c. If the hirer found that none of the candidates on the list was satisfactory, even after names had been added, he/she could request that the examination that was used to determine the list be reopened. The hirer would have the burden of proving that the list had no qualified candidates. DOER would determine whether or not the examination should be reopened.
  - d. If the request to reopen the examination was unsuccessful, the hirer could (1) choose from the list, (2) leave the position vacant, (3) re-describe the position to fit a different classification, (4) attempt to hire through other classified means (i.e. provisional, temporary, emergency), (5) attempt to hire outside the classified service (i.e. rule 10 appointments).
2. If a list and examination for the position do not exist, the following could occur:
  - a. An examination would be prepared by the individual agency and/or DOER for approval by DOER.
  - b. The examination would be announced by DOER and the position might be advertised by the individual agency.

- c. The examination would be given and scored by DOER, agency personnel professionals, or other experts.
  - d. The results would be ranked, a list of passing applicants would be compiled and a list of the top 10 or 20 scorers/names would be certified.
  - e. See 1, steps a - d.
3. If protected groups are underrepresented the agency could have a policy that no candidate other than qualified protected group members could be considered for the appointment. If such a policy existed in the agency and the hirer found the protected group member to be unsatisfactory, he/she would be required to prove to the agency affirmative action officer that the candidate was unqualified.
  4. If a relevant layoff list exists, the hirer would have to comply with contract recall provisions.
  5. To sidestep lists and/or affirmative action or union provisions, the hirer could do one of the following:
    - a. leave the position vacant for a certain amount of time and subsequently attempt to convince DOER that the examination should be reopened (hoping that the passage of time will make the list useless);
    - b. attempt to have the position reclassified, into another class with a better list (in his/her opinion) or into a class with no list. If the latter occurred, the examination would have to be administered and section 2 above would have to be followed.

The chart on the following page, put together by the Department of Administration, illustrates the hiring process.

# HIRING PROCESS FOR CLASSIFIED APPOINTMENTS



From: Hiring and Firing in State Government  
 Interim Report  
 Management Analysis Division, Department of Administration  
 March 1986



FINDINGS

I. THE STATE CIVIL SERVICE SYSTEM IS COMPLEX AND RIGID.

The complexity of the state civil service system is illustrated in the hundreds of pages of statutes, rules, procedures, and union contracts governing every aspect of employment. Many parts of the civil service system do not stand alone. Instead, individual parts are related to or cross other parts of the personnel system. For example, the classification system is more than just placing jobs in proper groups. Classification may be important when hiring or laying off employees. Similarly, compensation is important to current employees and important when recruiting and hiring. As a result of the complexity of the system, persons in and out of the system who are not personnel professionals have difficulty understanding it.

The state personnel system is rigid, particularly when hiring. Many specific procedures developed by DOER must be followed. There are exceptions to rules which add to the complexity of the system. When exceptions are not obtained they add to the rigidity of the system. Union contracts also define boundaries specifically. Management representatives bargain for the terms found in contracts.

The findings in this report illustrate issues arising largely because of the complexity or rigidity of the system.

II. CIVIL SERVICE AND COLLECTIVE BARGAINING

A. SOME PEOPLE QUESTION THE NECESSITY OF A CIVIL SERVICE SYSTEM IN A COLLECTIVE BARGAINING CONTEXT.

With collective bargaining in the public sector, many question the necessity of a civil service system. Since unions exist primarily for the protection of their members, another protective system, such as civil service, seems redundant. Dual systems might also bring about unnecessary conflicts. As a practical matter, why should employees who are organized be allowed to have the benefits of both organization and civil service?

An expert points out important differences between the public and private sectors and concludes that it might be difficult for a merit system (civil service) to continue to exist alongside a collective bargaining system. Reasons include the following:

Merit systems are designed to ensure that the selection, retention, and promotion of public employees are based on qualifications and meritorious performance alone. Employees (and their representative organizations) often consider merit to be a euphemism for favoritism. As a result, employee representatives often weave strict seniority, across-the-board wage adjustments, and the like into negotiated contracts. It is therefore questionable whether merit systems can survive amid collective bargaining practices. (1)

B. STATE LABOR UNIONS DO NOT BARGAIN OVER ANY OF THE TRADITIONAL CIVIL SERVICE PROCEDURES.

Labor unions representing Minnesota state employees or other public or private employees do not bargain over the traditional civil service procedures of recruitment and examination. These areas are concluded to be "inherently managerial" and thus not available for bargaining purposes. A simpler explanation is that labor relations law only requires that the "terms and conditions" of employment be negotiated. Thus, terms and conditions occurring prior to employment, such as recruitment, examination, and selection, have not been subject to negotiation. One prominent union official, representing a large number of state employees, added that the hiring areas covered by civil service (recruitment, examination, and selection) are not ones which, to his knowledge, unions are anxious to add to their lists of negotiated topics.

Labor agreements do, however, cover procedures to be followed for some types of selection (i.e. recall of employees who have been laid off) and compensation. For the most part, such decisions are based on seniority.

C. COLLECTIVE BARGAINING AND CIVIL SERVICE EXIST WITHOUT LEGAL CONFLICT IN MINNESOTA.

The co-existence of collective bargaining and civil service should not be particularly troublesome in Minnesota because the two systems are structured to minimize legal conflict. After several years of statutory changes, both the extent of collective bargaining and the relationship of collective bargaining to the civil service system are clear. Organized labor is recognized for sixteen well-defined occupational units.

The civil service laws and regulations are applicable to all employees. The law designates that terms and conditions of employment for employees in bargaining units must be negotiated with employee representatives. Similarly, nonrepresented employees terms and conditions of employment are determined by the Commissioner of DOER in the Commissioner's plan or the Management plan. As a result, there are no legal conflicts between the civil service system and negotiated contracts.

D. COLLECTIVE BARGAINING AGREEMENTS RESTRICT MANAGEMENT FLEXIBILITY.

Although collective bargaining and civil service exist in Minnesota without legal conflict, collective bargaining does restrict management flexibility. For example, topics covered in agreements, such as probationary periods, seniority requirements, and compensation schedules, restrict management flexibility. This restriction is not unique to the public sector. It exists in the private sector where employees are organized and represented by unions.

E. IN OTHER STATES CIVIL SERVICE SYSTEMS ARE PERCEIVED TO BE MORE SERIOUS IMPEDIMENTS TO EFFICIENT AND EFFECTIVE STATE MANAGEMENT THAN COLLECTIVE BARGAINING AGREEMENTS.

Despite the fact that collective bargaining agreements restrict management flexibility, a recent survey of several states' administrators found that the civil service system, not collective bargaining, is perceived to be more of an impediment to effective state management. Twenty-one hundred administrators in ten states were surveyed. (2) Of those responding, the most serious impediments to efficient and effective state management were:

1. Difficulty in adequately rewarding outstanding employee performance;
2. Civil service procedures for selecting and hiring personnel;
3. Difficulty in effectively disciplining or dismissing incompetent employees; and
4. Difficulty in filling key vacancies and retaining key staff.

(For specific survey data see Appendix A.)

III. DEMOGRAPHICS OF THE STATE WORK FORCE

A. THE STATE WORK FORCE IS AGING.

The average age of state employees has increased from 38.8 years of age in 1980 to 41.6 years in 1983. (See Appendix B for specific information.) This situation is not unique to state government. Private employers are feeling similar effects of the baby boom generation.

B. TURNOVER IS DECLINING.

Turnover in state government has declined from 18.2 percent in 1970, 11.7 percent in 1980, and 6.9 percent in 1983. (See Appendix B for intervening years.)

C. AGING OF THE WORK FORCE COUPLED WITH DECLINE IN TURNOVER RATES RAISES QUESTIONS ABOUT THE ABILITY OF EMPLOYERS TO MEET THE NEEDS OF EMPLOYEES.

Many persons interpret changing work force demographics to mean more demand and fierce competition for fewer promotional opportunities. The ability of employers to retain highly qualified employees in this environment is also at risk. As a state planning committee put it "the state is faced with an unprecedented number of employees at an age when they expect the opportunity for promotion and career advancement. (At the same time) the state faces for the foreseeable future a climate of no growth or cutbacks in programs making these opportunities fewer and further between." (3) According to a recent article, private sector employers believe that "as the baby boom becomes a middle-age bulge in the work force, competition for promotion will be keen. Some of those passed over will walk out the door...." (4)

Compensation for aging state employees is also a concern, as many will find themselves at the top of their salary ranges with nowhere to go. As of July 16, 1985, 44 percent of state employees were at the maximum of their salary range. Specific bargaining units with higher percentages include: law enforcement (45 percent), crafts (96 percent), service (45 percent), technical (53 percent), engineers (59 percent), health treatment professionals (57 percent), and all three levels of supervisory employees (Level 1 - 47 percent, Level 2 - 97 percent, Level 3 - 59 percent). (See Appendix B for remaining bargaining unit salary range maximum figures.)

#### IV. PERSONNEL SYSTEM PERSPECTIVES

##### A. AN AGENCY'S OR AN INDIVIDUAL'S PERSPECTIVE OF THE STATE PERSONNEL SYSTEM CAN OFTEN BE DISTINGUISHED BY ITS/HIS/HER RELATIONSHIP TO THE STATE.

DOER believes that the system is working as well as it possible can, particularly in light of the size of its budget and staff. DOER employees often view their role as that of "enforcers or guarantors of merit system principles." (5) They believe that changing the system to respond more to the needs of management may mean compromising merit and opening the door to abuse.

Unions leaders also believe that, overall, the state personnel system works relatively well. Collective bargaining and the civil service system are able to co-exist side-by-side. Unions do have concerns. The concerns vary from one union to another. Some desire more training for their members, other desiring more training of supervisors and managers. Still others, are concerned about the number of classes or the hiring of temporary employees to avoid hiring in the classified service. (6)

Individual agency personnel officers believe that the current system works reasonably well and does not need significant overhaul. Many see themselves as advocates for their agency's management in discussions with DOER. (7)

Managers and supervisors generally agree with the concept of merit, but disagree that a "system" can be the best judge of merit. They state that the system is more complex and rigid than it has to be. This complexity and rigidity usually translates into a large investment of time to either fulfill or get around requirements. Who you know is an important factor in how quickly and/or effectively a personnel request is accomplished. When layoffs and recall occur among union employees (90 percent of the state classified service), years of service, not performance, is the primary consideration. The compensation system does not adequately consider individual performance, so there are few incentives to encourage good performance and discourage mediocre or less-than-mediocre performance. (8)

Non-management employees see the system as overly complex and rigid. There are concerns about improper classification of positions and the length of time it takes to have a reclassification request reviewed. Some employees believe there are too many exams, while others believe there are too few. Similarly the types of exams given are a concern.

Some employees want performance factored into promotion, layoff, and recall decisions, while others believe that this opportunity would only lead to favoritism. (9)

V. ADMINISTRATION

Most United States state personnel systems are regulated by personnel boards, personnel commissions, or civil service commissions. Some of these boards also have operating functions and/or judicial functions. (10)

In Minnesota, the Department of Employee Relations regulates and operates the system. With the exception of judicial powers given to many civil service boards and commissions, its commissioner has the powers of a board or commission.

A. THERE IS CONTROVERSY OVER THE BEST METHOD FOR ADMINISTRATION OF THE STATE PERSONNEL SYSTEM.

Supporters of the current administrative structure point out that some decentralization (day-to-day personnel activities to individual agency personnel divisions) is in effect. The option and power to decentralize, however, remains with DOER. DOER currently allows some agency personnel divisions flexibility in administering aspects of the system, including the development of position descriptions, determining classes, writing job announcements, establishing qualifications for positions, and scoring experience and training ratings.

When disputes between the agency and DOER arise, however, decentralization is diminished. Advance approval from DOER of day-to-day management personnel actions is required. This arrangement allows responsibility for unfavorable results to be shifted to DOER and limits agency and management direct responsibility and accountability for personnel decisions.

Supporters of the current system also point to the possible inability of managers to deal effectively with the political pressures and favoritism inherent in hiring for government positions. The system, in effect, protects them from this pressure. It is thought to be difficult to design a personnel system that can deal fairly with abusers after the occurrence of violations.

Advocates for changing the current system point out that although DOER currently delegates some of its authority to individual agencies, problems still occur. Specifically:

- a. Personnel rules and procedures are fairly rigid and require a great investment of time to implement. Flexibility for day-to-day personnel decisions is the exception, not the rule; and
- b. There can never be true accountability on the part of hirers or personnel professionals in individual agencies if DOER exists as a scapegoat.

Supporters of mandatory decentralization point to recent changes in the California state personnel system.

The state of California studied decentralization during the late 1970s and early 1980s after a report criticized the selection processes specifically, and the personnel system generally, as "overly complex, rigid, and protracted." (11) In order to place accountability for the selection of employees at what was concluded to be the appropriate level, the strengthening of personnel management functions in departments and increased delegation of selection activities to that level was recommended.

A cost-effectiveness study of decentralization found that "...a decentralization program can achieve the significant advantages of delegation without increasing total (personnel) resources." (12) Further study found that "...more effective use of existing resources and significant improvements in the examination process can be achieved through a decentralization of the examination process that would delegate the majority of examinations to departments." (13)

Pilot programs testing decentralization were successful. As a result, the California Legislature authorized decentralization for all remaining state agencies. Under decentralization, individual departments perform virtually all phases of examination administration, including determining the examination plan, developing the examination instruments (i.e. type and number of tests), preparing bulletins (notice and announcement), reviewing applications, and conducting any other steps that might arise in an examination.

The State Personnel Board's responsibilities under decentralization are to define and provide training and consultative service to departmental personnel staff. Additionally, to reduce manual processing, the State Personnel Board's data processing software is made available to individual departments.

Important features of California's decentralized selection procedures include:

- a. TRAINING of responsible departmental staff in: a) orientation to the principles of the merit system; b) the incorporation of affirmative action and upward mobility considerations into examination planning; c) identification of alternatives to examining in filling vacancies; d) an understanding of the importance of job-relatedness in selection; e) the principal strengths and drawbacks of each selection device; f) the development of an exam security system to maintain test security and the confidentiality of candidate information; and g) an orientation to the implications of federal uniform guidelines on employee selection procedures.
- b. PROBATIONARY PERIODS (not to be confused with employee probationary periods) during which decentralized departments must demonstrate their ability to administer selection procedures consistent with state policies and State Personnel Board standards and guidelines.
- c. POST-AUDITS by State Personnel Board staff to ensure continuing compliance with guidelines.

California's experience with decentralization has proved successful. Summaries of the effects of decentralization show:

- \* the emergence of very few policy-related issues; those which do arise are concluded as being minor;
- \* preliminary affirmative action results at least as satisfactory as those from examinations administered centrally;
- \* examination appeal rates for decentralized examinations no higher than for centralized examinations;
- \* decentralized examination costs no higher than centralized examining. (14)

As of November 1, 1985, 20 of the 64 California state agencies were scheduled to have completed their probation periods, with 37 additional departments scheduled to complete their probation periods by July 1, 1986.

## VI. COMPENSATION

### A. FOR UNIONIZED EMPLOYEES, FACTORS DETERMINING MOVEMENT WITHIN CURRENT STATE COMPENSATION RANGES ARE ALMOST SOLELY LONGEVITY-BASED.

Generally, compensation progression (step increases) for most state employees follows one of three systems: a) annual increases until mid-point of salary is reached, then biennial increases; b) six month advancement to range maximum (for ranges with two steps, i.e. skilled trades); or c) two advancements during the first year, then one advancement per year until the maximum is reached. Appropriate contracts must be consulted to determine which method applies. (A sample compensation grid is included in Appendix C.)

Additionally, biennial negotiation results in upward movement of the salary range.

Subject to collective bargaining agreements, semi-annual, annual, or biennial increases are given to most state employees for "satisfactory" performance. Managers and supervisors cannot grant partial step increases. They must grant the full amount of the negotiated increase or none at all. Satisfactory performance is not specifically defined.

Managers feel that it is difficult to withhold allowed step increases. Union contracts, however, require only that a manager provide written notice to the employee of the intent to withhold an increase. In fact, increases are seldom withheld and the number of complaints for failure to grant the increase is fairly low. Union officials, however, indicate that the number of complaints received due to withholding of the step progression is increasing. From 1980 to 1985, AFSCME, the state's largest union, representing approximately 18,000 employees, received 86 complaints at its central office. Prior to official filing of a complaint, the employee and/or employee's union steward may have attempted to resolve the situation informally, by communicating directly with the manager or supervisor. The actual number of complaints regarding failure to receive step progression increases can, therefore, reasonably be assumed to be larger.

If step increases are granted, an employee moves up the salary range based on the amount of time he/she has spent in state service, with little regard to performance.

In 1979, Hay Associates, a national personnel consulting firm, concluded that in-range salary movement was based primarily on longevity, and not performance. Hay recommended that a "pay-for-performance" philosophy be adopted along with the development of a job performance measurement system.

B. PAY-FOR-PERFORMANCE COMPENSATION SYSTEMS ARE GAINING IN POPULARITY.

Pay-for-performance is not a new concept. Its acceptability is increasing across all sectors of the private work force. A New York Times article noted that "...more than 100 of some 500 medium and large companies surveyed by the Hay Group...said that they either had begun to spread incentives (pay-for-performance) to lower levels in their organizations or planned to do so. Managers', professional workers', and technical workers'...pay will increasingly depend on performance. Even among blue-collar workers, a similar approach seems to be gaining. One recent sign: General Motors' tentative agreement with the United Auto Workers to tie the pay of workers at GM's new Saturn Corp. partly to the subsidiary's performance." (15)

Even among public organizations pay-for-performance is increasing. Pay-for-performance already exists for some employees of the University of Minnesota Hospital system. Hospital officials comment that pay-for-performance is increasing productivity. The system is employed for data entry employees and works as follows: at the time of hiring, staff are notified that the wage rate assigned will move up or down depending on performance. According to hospital administration officials, the program is extremely successful. Data entry personnel are earning \$7 to \$12 an hour, depending on production levels. The University is considering expanding pay-for-performance to other employees. Hennepin County is also investigating the feasibility of pay-for-performance.

In the early 1980s, DOER's labor relations bureau advocated pay-for-performance for all state employees, not just non-represented employees. Current DOER staff indicated two reasons for the discontinuance of this advocacy:

- a) DOER does not intend to disrupt the currently positive climate of labor relations by negotiating pay-for-performance with employee unions who do not desire it; and
- b) if the objective of pay-for-performance is to increase state employee productivity, DOER sees no evidence that this will work in the public sector.

Pay-for-performance works most effectively when it can be tied to measureable results, according to DOER. An article analyzing federal civil service changes implemented in 1978 argues against pay-for-performance in the public sector, stating "...pay and personnel experts cannot agree on whether pay-for-performance has been effective -- in the private industry. Research on how to apply pay-for-performance to government is scant at best, and probably should be improved significantly before the concept is applied to the public sector." (16)



Not everyone in the public sector agrees with this conclusion. Donald Devine, former director of the U.S. Office of Personnel Management, argues that public managers are not managing as effectively as their private counterparts. Why? "...because government workers are pretty much like the folks who work anywhere else. They need incentives and rewards for doing a good job...therein lies the solution. A merit-pay reform bill...is making a difference. A new bonus structure and strengthened performance rating system give good managers greater rewards. Cash awards in one agency during 1984 increased from 33 percent to 57 percent. The awards are drawn from the same salary pool (the taxpayer is not paying extra for the awards), so poor performers receive less money for their work. But more reforms are needed. Because the government is a not-for-profit institution, the need for pay-for-performance at every rank -- not just for managers -- is even greater than in the private sector." (17)

Private sector personnel experts also disagree with those who contend that pay-for-performance systems work only at certain levels or in certain occupations. They insist that pay-for-performance systems do work; that is the reason such systems are utilized in the private sector.

Unions are generally opposed to pay-for-performance because it limits the unions' role in determining compensation. Some union officials argue that the current system is "pay-for-performance" because step increases are not to be given unless there is satisfactory performance. Additionally, a pay-for-performance system would require increased management flexibility and input. Unions point out that this increases the opportunity for management abuse and unfair treatment of employees.

C. NON-REPRESENTED STATE EMPLOYEES ARE COMPENSATED ACCORDING TO THEIR PERFORMANCE.

Two compensation plans exist for non-represented state employees, the Management Plan and the Commissioner's Plan. Both plans are prepared by DOER and approved by the Legislature. The Commissioner's Plan covers employees excluded from collective bargaining. The Manager's Plan covers non-represented, upper-level management employees.

Both plans have merit pay. In an attempt to contain costs, the Legislature recently imposed a limitation on the Management Plan requiring that total salary increases average no more than 5 percent per agency per year. The effect of this limitation is viewed differently. Some persons argue that a cap may not be unreasonable, especially when considering the current low rate of inflation. Employees in the plan disagree. An editorial appearing in the Fall 1985 State of Minnesota Management Advisory Council Update concluded that the legislative cap might have been enacted as a response to the results of pay-for-performance during 1983 and 1984. According to the article, during 1983 and 1984, 79 percent and 73 percent, respectively, of all managers were rated as "above expectations" or "outstanding". The average salary increase was 9 percent. The author concluded as follows: "Whatever (the reasons), a lack of confidence (for managers) is evident and pay-for-performance looks like it will erode toward the means of granting most managers salary increases at or just below a fixed, equal amount...this is indeed a shame."

D. USE OF PERFORMANCE REVIEWS IN THE STATE PERSONNEL SYSTEM CONTRASTS GENERALLY WITH THOSE OF THE PRIVATE SECTOR.

A manager's assessment of an employee's performance is very important in determining the pay of employees in many large, well-organized private sector companies. Generally, goals are set in advance for each position. The employee has notice of what is expected. Additionally, private sector managers must make periodic evaluation of an employee's performance as well as review the evaluation with the employee. Every attempt is made to tie compensation to the achievement of goals as documented in the review.

The state requires that managers undertake periodic employee performance reviews. The reviews are based on performance objectives found in position descriptions. The performance review form, however, specifically states that the information "may be used in decisions concerning... performance-related salary adjustments..." (emphasis added). Contracts with MAPE, MGEC, and Middle Management unions explicitly state that "authorized increases shall be recommended in the context of performance measured against specific performance standards of objectives." (18) The extent to which performance reviews are used for purposes of determining compensation is unknown.

State performance review forms indicate five levels of performance:

- a) below standards
- b) minimally meets standards
- c) fully meets standards
- d) exceeds standards
- e) greatly exceeds standards

(See Appendix D for sample performance review form.)

Represented (union) state employees receiving ratings of (c), (d), or (e) are entitled to the same increase, unless their contract allows achievement awards. Some contracts attempt to differentiate performance by allowing achievement awards for deserving employees (discussed in the next section).

The fact that compensation increases are negotiated for state employees and performance reviews are not mandatory for determining all or most of the compensation of represented employees reduces the extent to which compensation can be determined by actual performance.

E. ACHIEVEMENT AWARDS FOR OUTSTANDING PERFORMANCE ARE NOT DIRECTLY ALLOCATED. ADDITIONALLY, ACHIEVEMENT AWARDS ARE LIMITED AND OFTEN DISTRIBUTED INCONSISTENTLY WITH THE PURPOSE AND GOALS OF THE REWARDS.

Money to reward outstanding employee performance is not directly allocated to state departments. Managers must find the funds somewhere in their budgets, and if no money is available, then no rewards can be given. During 1984, \$2,053,250 was distributed to employees eligible for the awards.

Achievement awards for outstanding performance by state employees are limited to employee unions negotiating for them. Achievement awards are available to employees who are members of the Minnesota Association of Professional Employees (MAPE), Minnesota Government

Engineers Council (MGEC), Middle Management Association (MMA), or Minnesota Nurses Association, (MNA). The size of the maximum annual award depends on the contractual agreement and ranges from \$1,000 - \$1,600 per year or four percent of salary, whichever is lesser.

Problems with the distribution of awards exist. For example, several managers indicated that achievement awards often are distributed on a rotating basis to qualified employees to be fair to all employees. Another method of improper award distribution includes distribution to an employee who has little chance of promotion and who has been at the top of the salary range for a year or more.

Improper distribution of achievement awards may have several results: a) lack of respect for the award system, b) lack of pride or sense of accomplishment by recipients of the awards, or c) distrust among peers.

F. HIRING AUTHORITIES ARE ALLOWED SOME FLEXIBILITY IN DETERMINING AN EMPLOYEE'S SALARY UPON ENTRANCE TO THE STATE SERVICE.

A personnel rule allows the hiring authority limited flexibility in determining the salary at which an employee should be hired. A non-promotional appointment may be made at the second or third step of a range or within 12 percent of the minimum rate for a class with a salary range that does not include steps. Prior approval from DOER is necessary to make an appointment at or beyond the fourth step of the salary range, or more than 12 percent above the minimum rate.

G. SOME PRIVATE SECTOR COMPANIES ALLOW EMPLOYEE COMPENSATION INCREASES FOR CONTINUED DEVELOPMENT OF EXPERTISE IN A FIELD.

Traditionally, public and private employees have been expected to move upward into supervisory or management levels to receive large salary increases. Personnel experts as well as administrators are increasingly recognizing that not all professionals or specialists make good managers. Additionally, changing demographics indicate that veteran employees expect more advancement than is possible with the number of positions available.

As a result of this dilemma, one large private-sector company developed a two-tier compensation system (career ladders) that allows for compensation increases as an individual progresses within a particular field or moves up management levels. The company believes dual compensation systems are best suited for professional fields.

The system is used (in this company) for professionals in technical fields. The following grid illustrates this compensation system.

Executive	↑ Compensation Increase ↑	→ Compensation Increase →			
					Director
					Middle Manager
					Supervisor
Non-Management Employee	Entry Level	Skilled (First year of employment)	Performance (Several years)	Mastery (Many years)	

The career ladder allowing an employee the option of remaining in his/her profession/specialty is distinguished from longevity pay in that it is available only for significant improvement or competency within a field. It is not guaranteed.

H. COMPRESSION EXISTS AMONG STATE EMPLOYEE SALARIES.

Compression is the narrowing of salaries between the lowest paid state employee and the highest paid state employee. Typically compression occurs when a legislatively-imposed "cap" is imposed on the highest salary allowable, while lower level salaries move up. Consequently, as salaries increase more employees find themselves bumping against the cap. Employees whose salaries are capped do not receive increases in compensation, short of promotion.

The state's fulltime employees, from the lowest classification to the commissioners of departments, are paid in a salary range spanning approximately \$58,000, as of 1984. The lowest salary is approximately \$10,750, and the highest is approximately \$69,000.

In 1984, the average state employee earned approximately \$23,000 and the average state manager earned approximately \$44,000. Despite this difference, compression may occur because of the following reasons:

- a. Negotiated contracts continue to push entry-level salaries up; and
- b. Negotiated increases do not necessarily result in additional steps for employees at the top of their ranges;
- c. Employee pay may not exceed that of the commissioner of his/her department.

Unless the salary of the commissioner of every department were to increase in proportion to that agreed to through union negotiations, the number of administrators and managers at their maximum levels will

increase over time. Commissioners' salaries might not increase because they are set by the Legislature. The visibility of this process makes it difficult to approve salary increases proportionate to those negotiated for represented state employees.

The 1984 Twin Cities Metropolitan Area Salary Survey, of governmental salaries, indicates the problem of compression. The survey revealed an 8.9 percent increase in clerical salaries and a 6.9 percent increase in administration salaries.

Compression is not static. Some years it will be more apparent. DOER indicates that the problem is not as severe today as it was in the past.

Increases for state employees represented by unions for the years 1986 and 1987 average approximately four percent. In addition to the negotiated increases, represented employees are eligible for step increases on a periodic basis (as indicated previously) which average from 2.5 percent to 3.8 percent, and some are eligible for achievement awards (as indicated previously). Commissioner's Plan increases also averaged four percent, exclusive of performance-based increases which are limited to an average of 3.5 percent per agency. The Management Plan does not provide automatic increases. Instead, performance increases are granted but limited to an average of five percent per agency for each year of the biennium. Increases for agency heads were limited to four percent during the biennium, with an average increase of 3.3 percent. (To see the difference in increases for all units in the executive branch for fiscal years 1982-1987, see Appendix E.)

I. TOP-LEVEL STATE MANAGEMENT SALARIES MIGHT NOT BE COMPETITIVE WITH THOSE OF SIMILAR POSITIONS IN OTHER PUBLIC SYSTEMS.

The information below attempts to compare the salaries of top-level state managers with those of top-level local government units. The comparisons cannot be direct and are not complete because qualifications and responsibilities required of positions differ.

The salary range for executive branch state commissioners as of January 1, 1985, was \$40,000-\$70,000. The salaries of employees can meet but not exceed those of department commissioners.

The chart below illustrates salaries of selected top local government officials. (Local government figures are taken from the 1984 Twin Cities Metropolitan Area Salary Survey.)

<u>Jurisdiction</u>	<u>Position</u>	<u>Mean Salary</u>
Hennepin	County Administrator	\$71,300 (1984)
Ramsey	County Administrator	\$60,300 (1984)
Minneapolis	City Manager, Administrator	\$64,500 (1984)
Hennepin	Associate County Administrator	\$70,332 (1984)

The figures indicate that some salaries of top metro area local government officials are higher than those of state government officials. Salaries of local government officials in many non-metro counties are lower than state salaries.

## VII. CLASSIFICATION

### THE STATE'S CLASSIFICATION SYSTEM CAN BE USED FOR PURPOSES OTHER THAN THOSE FOR WHICH IT WAS CREATED.

Most public and private personnel systems use some type of classification system. A class consists of one or more positions with similar duties and responsibilities. State law allows classification descriptions to be used for recruitment, examination, and initial determination of compensation. Some managers, independently or in conjunction with personnel professionals or other employees, use the classification system for other purposes, such as providing higher pay or accomplishing or avoiding employee layoffs.

Reclassification of a position is proper when reflecting changes in a position's duties and responsibilities. A higher salary may result from reclassification of a position. Reclassification may be requested for purposes of rewarding outstanding employee performance (when other methods are exhausted or insufficient) or to circumvent union contracts (clauses regarding layoffs, demotions, promotions, or the right-to-strike). For example, one manager, faced with a layoff decision, successfully had a new class established to which he moved an unproductive employee with high seniority. Because the new class had no other incumbents, he then was able to lay off the unproductive employee and keep the employee he desired. This required a lot of work and time, but it was necessary to get around a contract clause requiring layoffs according to seniority, without regard to performance. Had he not taken this step, he would have had to lay off a more productive employee with less seniority.

## VIII. HIRING

Hiring for the state service is primarily a three-part process: recruitment, examination, and selection. Classification may also be a part of the hiring process, but to a much lesser extent. Issues arising in the different personnel system hiring processes are discussed below.

### A. RECRUITMENT

#### TWO PUBLISHED BULLETINS SERVE AS THE STATE'S PRIMARY RECRUITMENT TOOLS.

The state recruits candidates for employment primarily with two published bulletins, Minnesota Career Opportunities and State Promotional Opportunities. Another bulletin is published once a year. (For an example of the bulletin see Appendix F.) The bulletins are published every four weeks and distributed widely. Approximately 8,000 bulletins are distributed to 1,200 locations, including university placement offices, governmental agencies, and employment offices. These bulletins announce examinations, not positions. Other forms of recruitment, such as on-campus recruitment, are used much less.

Despite the fact that the two state bulletins are heavily relied on for recruitment purposes, only 15 percent of the employees recently surveyed (a random sample survey) found out about applying for

examinations through that process. The survey found that "it is far more common for the applicant to find out about the application process through less public methods, such as a personal referral (28 percent) or an inquiry they made to an agency personnel office or specific manager or supervisor (16 percent)." (19)

State recruitment is successful, if the number of applications received is the measure of success. During 1984, the state accepted 52,986 applications for 706 examinations.

Several reasons could account for this large number of applications: unemployment levels, scarcity of jobs, high entry-level salaries, and individuals filing numerous applications.

THE STATE LIMITS ITS POOL OF CANDIDATES FOR SOME POSITIONS BY OPENING THE POSITIONS ONLY TO CURRENT STATE EMPLOYEES.

Some positions are open only to current state employees. These positions are announced in the State Promotional Opportunities bulletin. Information in this bulletin is made available to all state employees.

In 1985, 3,197 or 31.7 percent of state appointments were full-time classified appointments made from lists. Of this number, 2,497 (24.7 percent) were open competitive, 662 (6.6 percent) were promotional, and 38 (0.4 percent) were reemployment or layoff list appointments.

THE NUMBER OF PERSONS EMPLOYED IN STATE RECRUITMENT IS COMPARATIVELY SMALL.

The administrative branch of state government has a total work force of 35,000. Approximately 28,000 of these employees work in the classified service. Currently, DOER is primarily responsible for recruitment of candidates for all classified state positions. DOER is staffed with 102 employees, eight of whom work at least partly on recruitment. (This figure does not include staff working on examinations or support staff.) The Equal Opportunity Division of DOER uses part of its five person staff in recruitment. Additionally, some staff of the individual agencies' personnel divisions may be involved in recruitment. The extent to which individual agency personnel staff interact with DOER is not easily determined. There can be a great deal of variation, according to most personnel directors.

By comparison, another large governmental jurisdiction has a proportionately larger full-time recruitment staff. Hennepin County has a total work force of approximately 8,000. Its personnel department employs 63 persons, of whom 11 work in recruitment. The Hennepin County central personnel staff restricts itself to recruitment for lower, entry-level positions. Area representatives, working for specific divisions of the county, do most of the recruitment for professional and upper-level positions.

B. EXAMINATION

ANNOUNCEMENT OF AN EXAMINATION DOES NOT NECESSARILY MEAN A POSITION IS AVAILABLE.

Examinations are administered so that a pool of qualified applicants will be readily available for potential vacancies. Exams administered for classes with more than one incumbent are for a classification, not a specific position. Examinations are given for classifications where there is some basis for believing that a position will be open, but that does not necessarily translate into a specific position being available at the time the examination is administered.

Employees do not necessarily understand this process. The Department of Administration survey found that 68 percent of the time employees feel that they are, in fact, applying for a specific position about which they had personal knowledge. (20) It is probably safe to assume that if current state employees misunderstand this aspect of the system, so will the general public.

Currently, the state administers examinations for 125 classifications "continuously." This number is large, but has decreased significantly during the past five years, from 250 to 125. The reduction of the number of examinations continuously open occurred after DOER, in tracking application volume in September 1984, noted that the number of applications received was significantly increasing. At the same time, the number of positions to be filled was decreasing.

THE STATE SPENDS LARGE AMOUNTS OF MONEY ON EXAMINATIONS.

The budget of the Recruitment and Examination Division of DOER for the fiscal year ending June 30, 1985 was \$890,967, of which a large portion was used to administer state personnel exams. DOER's budget for the same fiscal year was \$4.45 million. During 1984, the division received 52,986 applications for 706 examinations administered centrally (through DOER and not individual departments). More than 37,000 applicants were scheduled for written tests given at 30 locations throughout the state. Of the over 37,000 applicants, 29,530 actually took the tests. A total of 17,854 candidates passed examinations and were placed on eligible lists to be referred to agencies when vacancies occurred.

EXAMINATIONS ARE NOT ALWAYS EXAMINATIONS.

An examination is commonly defined as an investigation by inspection or the process of testing knowledge or ability through questions. The general public's view of an examination is probably that of answering objective and essay questions and having a qualified or expert person in the field review the answers and score the test. Some state examinations are like that. Most, however, are not.

The most popular type of examination (75 percent) is an "experience and training" rating. The rating is determined by a personnel employee employed by DOER, a personnel employee in an individual agency, and/or another expert. If the examination is for a classification for which scoring has been delegated and authorized by DOER, the department's personnel staff and/or experts will rate the



examination. The score assigned is based on information appearing on an application, and/or resume, and/or questionnaire, without further consultation or investigation.

The experience and training rating is not a direct test of knowledge within a particular field but rather a comparison of what the applicant chose to include in the resume and responses to questionnaires (when used) with the rating scale used when the examination was announced. Consequently, much or all of the rating depends on how well the resume is prepared.

EXAMINATIONS DO NOT TEST ALL QUALITIES THAT MAY BE IMPORTANT TO THE POSITION BEING FILLED.

For a majority of classes, examination results are the only basis for determining whether an individual is eligible for state employment. Lists of all passing candidates are prepared. Lists of the top 10 or 20 names/scorers are forwarded to hiring authorities. For a majority of classes, applicants who fail to score high enough for the top 10 (promotional examinations) or 20 (exams open to the general public) positions will be eliminated from consideration, without regard to other qualifications they might possess.

EXAMINATION SCORING IS COMPLEX.

Some state personnel experts argue that applicants should not be surprised at the scores they receive on experience and training examinations because the scoring method is explained in the front section of bulletins that announce exams. However, most applicants still will have a difficult time understanding how their exams are scored because the method is so complex. (See Appendix F for example of announcement and scoring system.)

THE ACCURACY AND RELIABILITY OF EXAM SCORING IS QUESTIONABLE.

Most examinations are conducted by DOER staff who are familiar with the classifications but not necessarily the positions being filled. Information provided by DOER in October 1985 indicates that 27 of 125 examinations were administered through individual departments. The accuracy and reliability of the examination scores are questionable when persons unfamiliar with the position are composing and grading the exams.

An example serves to illustrate the problem. A candidate acting in a position for two years assisted in the creation of the classification description and announcement criteria to formally create the job. The candidate deliberately designed the examination to fit a particular individual. Despite this, upon submitting a resume, the candidate received a score of 70, the lowest possible passing score. Aside from the ethics of this example, it is a clear illustration of questionable examination scoring.

UNLIKE PRIVATE SECTOR PERSONNEL SYSTEMS, EXAMINATION SCORES ARE THE PRIMARY INDICATOR OF "MERIT" IN THE STATE PERSONNEL SYSTEM.

Examination scores are the basis for determining whether a candidate will be given the opportunity to be interviewed by a hiring authority. (See discussion of lists on page 33.)

The private sector is increasing its use of examinations when hiring. Employers are warned however, that "tests should be used only as supplements and not as prime selection tools." (21) Most employers recognize the value of tests but do not allow exam results to be more than a screening mechanism.

C. SELECTION

Unlike recruitment and examination, where decisions are influenced and/or made in conjunction with other parties, the hiring decision itself is made exclusively by the individual hiring authority, not DOER.

MANAGEMENT'S RESPONSIBILITY AND FLEXIBILITY ARE AFFECTED BY THE PROCEDURES FOLLOWED BEFORE THE HIRING DECISION IS MADE.

Managers generally believe that they often have little influence in the processes occurring prior to the selection of candidates. The actual amount of influence varies and is dependent on several factors. The factors include management's familiarity with the personnel system and the availability of qualified personnel specialists within an agency. Generally, however, hiring authorities play a minor role before receiving lists of qualified applicants. Their ability to select candidates for employment does not begin until recruitment and examination has occurred.

THE NAMES CERTIFIED AND PLACED ON A LIST FOR EMPLOYMENT MIGHT NOT RESULT IN ENOUGH FLEXIBILITY FOR HIRING.

DOER and individual agencies (in some cases) keep lists of candidates qualified to fill a classification. Each certified list includes the names of 20 or 10 persons (depending on whether the examination was open to the general public or only to state employees) scoring the most points on an exam. Such lists are forwarded to hiring authorities when a position is to be filled.

The number of names on a list was not as large a few year ago. The Legislature increased the number during the early 1980s in an attempt to increase management flexibility. The number of names (10 or 20) is large when compared to other civil service systems. Most other civil service systems certify one, three, or 10 names.

Managers noted appreciation for the comparatively large number of names, but commented that the number might not yet be high enough because many factors contribute to the number and quality of persons included on a list. For example, a list does not always include the names of 20 viable candidates because the list might be old. There is no requirement to verify the continued availability and interest of a candidate prior to the time the list is forwarded to the hiring authority. Managers and supervisors feel that the quality of available candidates deteriorates as the list gets older. (22) By law, lists may be kept for a minimum of six months with no maximum.

Currently, DOER has one or more types of eligibility lists (including layoff lists and reemployment lists) available for 900 classifications. Lists are not updated regularly because of staff limitations. On request, staff time permitting, DOER will conduct a

pre-referral availability check of candidates by a combination of phone and mail inquiries. According to DOER this service is costly and performed less frequently today than when the service was instituted in 1978, when a specific position was earmarked for it. Thus, outdated lists of limited usefulness can be forwarded to a hiring authority.

The frequency of receipt by hiring authorities of outdated lists is disputed; the fact that lists become outdated is not disputed.

The Department of Administration recently found that there was no list, as opposed to a partially outdated list, available at the time of request in approximately 31 percent the requests. (23)

Limiting the number of names placed on a list requires a reliable and valid examination system. The value of the list is dependent on the ability of the exam to accurately reflect qualifications necessary for a position.

#### Modification of the rule of 10 or the rule of 20.

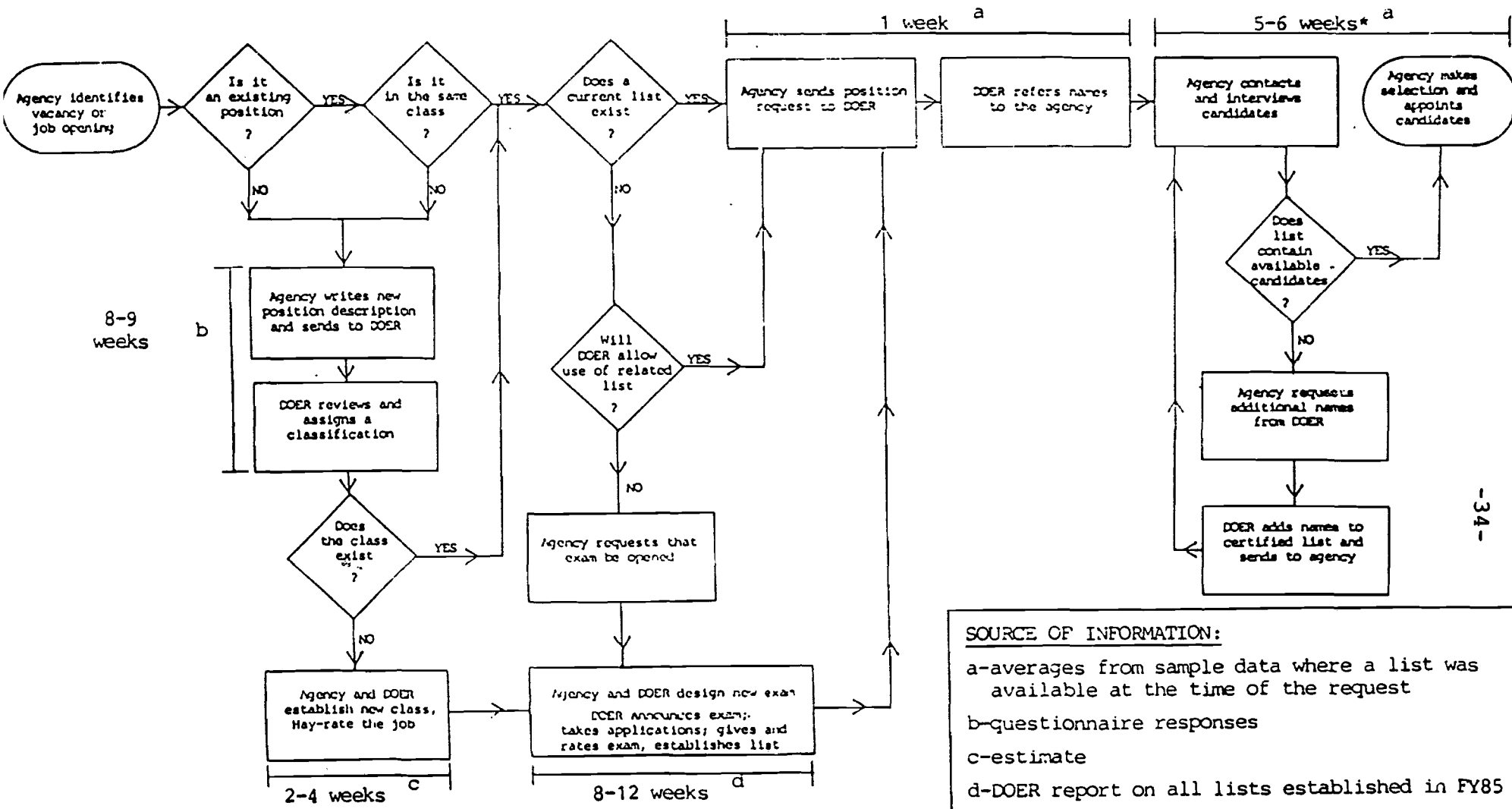
The current system provides a mechanism for receiving lists made up of candidates who might more closely fit the specific needs of a hiring authority. "Selective certification" enables a hiring authority to play a more influential role in recruitment and selection. In this process only individuals possessing previously identified qualifications requested by the hiring authority are eligible to be certified and placed the list forwarded to the hiring authority. The procedure is only available when approved by the Commissioner of DOER.

Despite its availability, selective certification is not widely used. During fiscal year 1985, DOER received 15 requests for selective certification, of which 10 were approved. According to DOER, the actual number of selective certification requests could be much higher, but lack of a formal tracking system for purposes of record-keeping does not allow for accurate counts.

#### D. TIME REQUIRED FOR HIRING CLASSIFIED EMPLOYEES

A Department of Administration survey in 1986 found that the time required for hiring varies substantially depending on the circumstances surrounding the hiring. If no changes in either classification or position need to be made and a useable list is available, hiring generally takes 5 to 8 weeks. If a list must be prepared (as occurs about 30 percent of the time) the average time is over 14 weeks. If a new position or change of classification must be made, an additional 13 weeks are required. If all of the steps were required, the time needed would be approximately 10 months. (24) (See following page for illustration of the time required to hire classified employees.)

TIME REQUIRED FOR COMPONENTS  
OF THE HIRING PROCESS:  
CLASSIFIED APPOINTMENTS



**SOURCE OF INFORMATION:**  
 a-averages from sample data where a list was available at the time of the request  
 b-questionnaire responses  
 c-estimate  
 d-DOER report on all lists established in FY85  
 \*-includes time for employee to give notice to previous employer

From: Hiring and Firing in State Government  
 Interim Report  
 Management Analysis Division, Department of Administration  
 March 1986

E. PROBATION

PROBATION PERIODS ENABLE A HIRING AUTHORITY TO DETERMINE WHETHER AN EMPLOYEE IS SUITABLE.

Probation is the final step in the examination process. Persons hired by state government are subject to six months probation, with some exceptions. For example, health-treatment professionals and managers are subject to one-year probation.

During probation, employees may be dismissed relatively easily because there is no presumption of continued employment. After probation, termination may occur only "for cause". The burden of proof placed on the hiring authority is much greater after probation.

Hiring authorities appreciate longer probation for two reasons: 1) a longer time to review probably results in a more accurate determination of the employee's future performance and 2) termination within the probation period is much easier to accomplish.

IX. TRAINING

THE IMPORTANCE OF EMPLOYEE TRAINING IS INCREASINGLY BEING RECOGNIZED BY PERSONNEL AND MANAGEMENT EXPERTS.

A public administration textbook explains the importance of training to employees and managers in the following manner:

"Training and development are important because they are the means by which the organization maintains and increases employee skill and, hence, productivity." (25)

Another author stresses the necessity and importance of education (training) of public officials because

"...research on cutback or reduction management and the political consequences of community economic decline, focuses renewed attention on the fact that excellence in public service will most likely be pursued within a context of more limited resources. Managing in such a context places new burdens on public officials and requires new approaches to their education. If we do not educate (or reeducate) a new generation of public managers who are willing and able to manage public organizations in more cost-effective and humane ways, then...the public sector will become a less important actor in societal and community problem solving and will be treated accordingly."(26)

It is further argued that increased public sector training is necessary because:

- \* "...by improving the way in which we do things (management), we can improve the things we do (performance)....
- \* ...professional norms, civil service procedures, veterans preferences, affirmative action commitments, and collective bargaining agreements all make managing cutback, particularly the targeting of cut, more difficult....

- \* ...sadly, many of today's managers appear to lack such skills as well as a willingness to change the manner in which they plan, finance, produce, and deliver public services....
- \* ...the rigid hierarchical way in which most public organizations are structured and the lack of meaningful employee and citizen involvement in decision making in such organizations, has bred cynicism, hopelessness, and despair, and undermined the creativity, commitment, and leadership required to deal effectively with the challenges of retrenchment...." (27)
- \* "...with commissioners turning over with some regularity, the continuity of (management development) is not nearly as strong as traditional wisdom would suggest it should be in a large organization. Organizations, large or small, that leave the development of human resources to haphazard patterns tend not to do well." (28)

There is increasing recognition of the value of employee (management and non-management) training, particularly that which focuses on participation for all levels of employees. This concept is stated in many different ways. A few examples include:

"...culture of partnership...is superior to authoritarian management...beyond the benefits of greater employee satisfaction, corpocracies can reduce the number of supervisory personnel when hourly employees engage in more self-management... the example of Ford's EI program (employee involvement) saves \$5 for every \$1 invested." (29)

"...as the economy becomes more computerized and competitive, it is clear that what ultimately gives a nation a comparative advantage is its treatment of people--as expressed by Alfred Marshall's quoted observation that 'the most valuable of all capital is that invested in human beings'."(30)

"...the keys to successful implementation of management plans--results are obtained through people..."(31)

"The major directions of employee development for the future are:...employee involvement...creating opportunities for the involvement of all employees in work-unit decisions so that there is increased commitment and job satisfaction."(32)

SOME PRIVATE SECTOR BUSINESSES ARE RESPONDING TO THE NEEDS OF THE CHANGING WORK FORCE THROUGH TRAINING.

A recent article points out that some Minnesota private sector businesses recognize the need for and benefits of training an older work force.

"...Managers expect employees to adapt to job changes and be more productive, placing a premium on training. Companies are devoting more time and money to employee schooling. Northwestern National Life Insurance Company estimates that on the average 15 percent of employee time is spent in training each year, double the figure of a decade ago. Northern States Power Company conducts in-house training for operators of equipment ranging from word processors to nuclear power

plants. In the field, NSP pipelayers must learn to glue and fuse plastic natural gas pipe that is replacing steel pipe. In the office, executives must learn to use an electronic mail system." (33)

DEMAND FOR CURRENT STATE TRAINING OPPORTUNITIES IS HIGH AND INCREASING.

DOER's training division offers a basic curriculum of 25-35 courses. Approximately 40 percent of these courses are in management areas. Demand for enrollment is high. During 1983, 134 sessions, or two-thirds of the announced classes sponsored by DOER, were oversubscribed. Today, approximately 25 percent of eligible participants are turned away from the most popular courses: clear writing, effective presentations, and other management courses.

State employee training is not limited to courses offered by DOER. Individual state departments often provide training opportunities.

During 1984, the distribution of training hours between DOER and operating agencies, by area, was as follows:

DIVISION OF TRAINING\*

	Management	General	Service	Technical	TOTAL
DOER-sponsored*	8%	14%	4%	1%	= 27%
Agency-sponsored*	6%	10%	11%	46%	= 73%
TOTAL					100%

\*(Percentages of total training hours, as reported in the DOER Biennial Work Force Report 1983-84.)

DOER involvement in training of state employees is not limited to classroom instruction. DOER serves operating agencies by providing consultant services for training programs, by maintaining a resource center of films and other training aids, and by helping identify and recommend outside providers of training programs.

DOER RECENTLY UPGRADED THE IMPORTANCE ATTACHED TO EMPLOYEE TRAINING AND DEVELOPMENT.

During 1984, the Commissioner of DOER established an Employee Development Task Force. The task force was charged with "studying, analyzing, and interpreting current employee development practices and recommending changes so that a coordinated and comprehensive program could be achieved."

Among the task force comments were the following:

- \* "...historically, the state has not had a strong commitment to the growth and development of its employees...when the state government was growing, this may not have been inappropriate because opportunities for growth through promotion were available and the work force was relatively young. Today, however,...state government is a "mature" industry, with the employees of today also expected to be the employees of tomorrow.

- \* ...changes in technology, the focus on efficiency in government, employee values and the certainty of change, are reasons the state should concentrate more efforts on the training and development of its work force."

The Task Force concluded its background section on training and development as follows:

"Employees are the major asset of any organization, and common sense tells us that investing in people, expanding their knowledge, skills, and abilities, is just good practice. The private sector has known this for some time; the public sector needs to plan for the future, to invest in its people.

DOER is currently taking steps to address the concerns identified by the task force. Specifically, DOER:

- \* is reviewing and updating mandatory training requirements for managers and supervisors;
- \* is designing, with the help of the Career Executive Service, a core employee development program;
- \* will begin publishing an annual state training report;
- \* is reviewing all state training contracts for more than \$2,000 to better coordinate and utilize resources;
- \* is developing performance assessment processes to be used exclusively to address employee development;
- \* is expanding the use of non-DOER staff for training purposes (e.g. contracts with Bemidji AVTI and some community colleges);
- \* is adding ten training courses to those already offered by DOER. Included in these courses is a one-day seminar for all clerical and support staff.

THE PROVISION OF TRAINING AND ATTITUDES TOWARD TRAINING ARE DIFFERENT IN THE PRIVATE AND PUBLIC SECTORS.

Currently, training is open to all state employees, provided the training is job-related and approved by an employee's supervisor. An ambitious employee seeking training for future benefit, not related to a job currently held, is unable to receive the training at state expense. Large corporations generally allow some opportunity for employees to participate in training which enables them to grow and prepare for the future. This is partially true because of the attitude of business, that employees are to be with the company for many years and thus investment is necessary for development.

Business also realizes that training affects profits. "This year U.S. companies will spend at least \$4.4 billion on managerial training and consulting...human resources experts have come to the fore in recent years, as companies have decided that skilled managers motivate workers and that motivated workers contribute to the bottom line..." (Emphasis added.) (34)



STATE TRAINING DOLLARS ARE OFTEN HIDDEN IN STATE AGENCY BUDGET REQUESTS BECAUSE OF A FEAR OF CUTS.

State managers do not formally request training and development funds from the Legislature, because such areas are likely to be cut by budget-watching legislators. A current state manager comments, "Speaking from experience, training is not a 'saleable' item when presenting one's budget to the Legislature." The training and development task force also noted this problem: "exacerbating the fragmented nature of current training activities is the general perception that such activities are a 'frill' and an inappropriate use of public money. Much training is not formally budgeted, and there is a fear in the agencies that open reporting of training expenditures could lead to the loss of these funds. In fact, training is not a separate line item in agency budgets, and recent cutbacks have indeed resulted in fewer training activities in the state." (35)

X. TERMINATION

Decisions on termination of employees are reserved exclusively for management.

TERMINATION PROCEDURES WITHIN THE STATE CIVIL SERVICE SYSTEM ARE SIMILAR TO THOSE OF THE PRIVATE SECTOR: LENGTHY AND DIFFICULT.

Managers must keep detailed documentation to justify dismissing employees. Termination is often a very painful and time-consuming process for management to undertake.

A vast range of procedural protection for public employees is available, including grievances, mediation, arbitration, and formal court hearings. Similar protections exist as a result of litigation. For example, recent court decisions indicate that public employees have a "property" interest in their jobs, which means that persons cannot lose their jobs without due process. Cases involving private sector employees hold that the traditional notion of "employment-at-will" contracts (serving at the pleasure of the employer) does not leave an employee totally without rights. Both the public and private employee termination rulings are interpreted as requiring "cause" before termination is appropriate.

Although termination has become increasingly difficult in both the public and private sectors, it is probably generally true that such procedures are still easier and faster in the private sector than in the public sector. This may be partially due, at least in Minnesota, to the fact that the vast majority of state employees are well organized and well represented by their unions. As court decisions in this area become well-known to private employers, the amount of time and documentation necessary for termination will increase.

CONCLUSIONS

I. THE STATE CIVIL SERVICE SYSTEM IS TOO COMPLEX AND RIGID.

Hundreds of pages of statutes, rules, procedures, and collective bargaining contracts define all Minnesota state personnel actions -- narrowly and specifically. The system is so complex as to defy general description and understanding by most lay persons. As a result, the system works for those who know how to work the system. It works slowly, inefficiently, or ineffectively for persons who do not frequently use or understand it.

For example:

The classification system can be used, or attempted to be used, for too many purposes including financially rewarding employees or circumventing union contracts.

The hiring processes of recruitment, examination, and selection rely too much on a system as the primary finder and judge of merit, and not enough on management judgement. The system appears to recruit publicly, but only 15 percent hired in 1985 and recently surveyed learned of an examination through one of state's published bulletins. "Merit" in the system is based on the results of an examination which for 75 percent of the time is nothing more than a rating of a resume and/or requested information. Hirers must select from a limited number of persons. There is little flexibility to look around if the hirer finds the limited number of candidates minimally qualified but still unacceptable. Complexity and rigidity in the selection processes of the state civil service system require spending a great deal of time and/or energy when hiring. The system encourages first following the rules, or knowing how to get around them -- results are secondary.

II. CIVIL SERVICE AND COLLECTIVE BARGAINING

A CIVIL SERVICE SYSTEM IS NECESSARY IN THE PUBLIC SECTOR.

A civil service system is necessary in the public sector for three reasons. First, as a practical matter, the federal government ties the distribution of federal funds to states partially to the existence of a personnel system that guarantees recruitment and selection of state employees will be made in accordance with federal guidelines requiring a merit based employment system. Thus, the existence of a civil service system is necessary to ensure that the state receives millions of dollars in federal monies distributed for purposes of education, transportation, health, human services, and other public services. Second, it is good policy to make decisions on the basis of merit. Third, a civil service system is necessary to insulate the day-to-day activities of government, particularly the selection of employees, from political influence.

### III. ADMINISTRATION

#### ADMINISTRATION OF THE STATE PERSONNEL SYSTEM SHOULD NOT BE CENTRALIZED IN DOER.

Hirers cannot be held accountable when the state personnel system vests a central department with extensive power in the daily operation of personnel processes. Several individuals with potentially differing interests can become involved in the process. This ensures the possibility of finger-pointing when searching for ultimate responsibility and accountability. The state is not well served when its managers can escape responsibility for one of their most important personnel tasks -- selecting competent employees.

Combining regulation and operation in one agency is inherently conflicting. The operating function of DOER is said to be a service, available to individual agencies and management. Yet, DOER has power to deny management requests, if it finds them inappropriate.

### IV. COMPENSATION

#### THE ABSENCE OF MERIT PAY FOR SOME STATE EMPLOYEES AND THE ABSENCE OF RECOGNITION AND REWARD OF OUTSTANDING EMPLOYEE PERFORMANCE REPRESENT LOST OPPORTUNITY FOR IMPROVING EMPLOYEE PRODUCTIVITY.

A "merit" personnel system should compensate all employees at least partially on the basis of merit. The current state personnel system does not based compensation on performance enough. Achievement awards are not allowed by all contracts.

#### RECOGNIZING SIGNIFICANT PROFESSIONAL DEVELOPMENT REPRESENTS AN ADDITIONAL PROMOTIONAL AVENUE FOR STATE EMPLOYEES.

Currently, the state compensation system does not recognize significant professional development as an additional avenue of advancement. Consequently, specialists may move up into management levels for monetary reasons. Specialists do not necessarily make good managers.

#### COMPRESSION OF STATE EMPLOYEE SALARIES IS A PROBLEM.

Upper-level state employee salaries are adjusted annually or biennially but capped by the department commissioner's salary. Lower-level employees, on the other hand, are able to receive biennial salary increases, step increases, and, for some, achievement awards.

The cap placed on employee salaries (no employee is allowed to exceed the salary of the department's commissioner unless statutorily exempt) exacerbates the compression problem. As long as lower-level employees are able to receive up to three types of increases totaling as much as 12 percent (this year) and management employees are limited to receiving average increases of five percent per agency, the gap between upper and lower salaries will contract (compress). Those who feel that there is little room to grow will be correct.

UPPER-LEVEL STATE EMPLOYEE SALARIES MIGHT NOT BE COMPETITIVE WITH THOSE OF OTHER METROPOLITAN GOVERNMENTAL BODIES.

Upper level management employee salaries appear to be non-competitive with those of other public institutions. Comparisons of job duties, staff and budget sizes must also be known in order to be accurately determine the competitiveness of salaries. Information regarding the number of upper level management employees leaving the state for other public institutions is also important in determining whether possible non-competitiveness has a negative effect on the state's ability to retain highly qualified upper management employees.

THE COMPENSATION FLEXIBILITY NECESSARY TO ATTRACT EXCEPTIONAL EMPLOYEES DOES NOT EXIST IN THE STATE PERSONNEL SYSTEM.

A state agency must obtain approval from DOER to offer starting salaries above certain predetermined levels. Constraints on the agency's flexibility to set compensation of new employees limits the ability to attract exceptional employees.

V. TRAINING

TOO LITTLE EMPHASIS IS PLACED ON TRAINING STATE EMPLOYEES.

Demographic trends indicate that most current employees are likely to remain state employees for many years. Training will be increasingly important as employees learn that the opportunity to grow may be limited to one's profession, due to the lack of advancement opportunities at upper levels.

The state will benefit from employee training because highly trained employees can add to the efficiency of a department and the quality of the state work force.

LEGISLATIVE ATTITUDES TOWARD STATE EMPLOYEE TRAINING SHOULD CHANGE.

The Legislature, when trimming department budget requests, often cuts dollars identified for purposes of state employee training. It may not be aware of the importance of training in ensuring a knowledgeable and productive work force. The purposes and benefits of training do not appear to be understood by the Legislature. When the costs and benefits of training are debated by the Legislature, attitudes will change.

VI. TERMINATION

EXISTING TERMINATION PROVISIONS ARE SATISFACTORY AND NEED NOT BE CHANGED.

Termination of an employee can occur for many reasons. Existing procedures require documentation of the reasons and events leading up to termination. Such protections are important and necessary for ensuring both the rights of employees and management accountability.

RECOMMENDATIONS

The state's personnel system should promote EXCELLENCE by removing barriers to its achievement and adopting procedures encouraging that policy.

To promote excellence, it is essential that the personnel system enable managers to hire the best people, to develop them, and to retain them. The system should also provide incentives that reward outstanding performance and disincentives for substandard performance. The focus for managers and the state's personnel system alike should be on results rather than procedures. The recommendations that follow are designed to accomplish these objectives.

1. We recommend that the Legislature decentralize the legal authority for day-to-day personnel decisions from DOER to individual agencies. The responsibilities should be divided between DOER and individual agencies as follows:

DOER should:

- a) establish broad major statewide personnel policies and design programs for classified and unclassified employees. Individual agencies should be consulted when developing these policies. To promote excellence, such policies and programs should focus on allowing the flexibility necessary to attract high quality personnel, developing personnel to be fully competent, and providing sufficient incentives for high achievement.
- b) continue to provide centralized services that require personnel expertise, such as examination design, recruitment for positions with high turnover rates, payroll certification, personnel research, employee benefits, workers' compensation, and social security administration;
- c) audit individual agencies to document compliance with statewide policies and programs;
- d) continue as the state representative for collective bargaining purposes.

INDIVIDUAL AGENCIES should:

- a) have full authority, within general personnel policies, for all personnel decisions, including how and when to recruit, when to administer examinations, and the limit, if any, on the number of qualified applicants to be considered.
- b) take a more active approach to recruitment. Specifically, individual agencies should seek out the most qualified candidates for positions instead of hoping that highly qualified candidates will respond to advertisements or announcements of examinations. Examination results should become simply an initial screening process rather than being the primary means of determining "merit".

c) discontinue the practice of administering examinations when no position(s) is/are currently available. This will 1) help avoid confusion among applicants taking examinations and 2) make maintaining lists unnecessary.

d) continue to have access to DOER personnel expertise and data processing services. If the agency decides not to carry out its own personnel functions, it should be able to contract with larger agencies or DOER for provision of personnel services.

e) be fully accountable for their personnel decisions when audit results are made available.

2. We recommend that the state adopt a compensation system based on performance. Specifically:

a) The Legislature should set aside a significant portion of the total appropriations for state employee compensation so that individual managers and supervisors can base a portion of each employee's compensation on performance -- beyond that negotiated through collective bargaining. No employee should be guaranteed an increase. Rather, such increases should be determined strictly on the basis of performance goals that have been accomplished.

Success will depend on the extent to which managers clearly establish goals and standards and the worth of of such goals and standards at the beginning of an evaluation period.

b) Individual agencies should develop broader programs for additional recognition of outstanding employee performance. This should include non-monetary and monetary rewards. For example, recognition events, bonuses, and attendance at specialized conferences could be allowed.

c) Professional ladders should be adopted to provide another avenue of advancement for professional employees. To help accomplish this, DOER should adopt new classifications for this purpose. This system would provide compensation increases for significant, measurable development of expertise in one's profession and is not intended as a longevity increase.

3. To alleviate compression, we recommend that the Legislature repeal a statutory provision requiring that the salary of the agency head be the upper limit of compensation in the agency.

4. We recommend that DOER undertake a study of upper-level state management compensation to determine whether the state is competitive with other public institutions.

5. We recommend that the Legislature recognize the importance of training state employees by appropriating funds for that purpose. After funds are appropriated:

- a) Individual state agencies should have the right to decide where to purchase training, whether from DOER or some other provider, or whether to provide the training themselves.
- b) DOER should develop comprehensive training programs, giving major emphasis to management skills in lower and middle level supervisory and management positions. Expanded training opportunities should emphasize management involvement of employees in decision-making because of the potential positive effect on employee morale and productivity.
- c) Management employees should be trained to thoroughly understand the provisions of collective bargaining agreements as soon as such agreements are reached.

## DISCUSSION OF RECOMMENDATIONS

### Promoting excellence in the state civil service

After many months of investigating the state civil service system, we concluded that, to a great extent, Minnesota state government does not promote excellence. Instead, state government tolerates mediocrity by a) being silent on what the expected result of personnel actions should be and b) not meaningfully differentiating and recognizing exceptional employee performance. With such a system the state cannot expect to attract or retain the best and brightest available candidates for employment.

State government expects the mechanisms of the personnel system, particularly examinations, to produce meritorious candidates for employment. Examination results are useful tools -- so is the judgement of the hirer.

Ensuring the credibility of the merit system is an important policy of the state, but in so doing, the state has compromised merit. The system should be the means, not the end. "Gatekeepers" see the system as the end.

State employees often acknowledge that knowing how to make the system work is crucial to obtaining desired results. The Legislature should also acknowledge this. No personnel system will ever be entirely rid of abuse. Putting authority and responsibility with decisionmakers will, however, keep them from escaping accountability.

To promote excellence, managers should be given the authority, responsibility, and accountability for judging merit in all areas of personnel decisions. The system must demand excellence of its managers. Under the proposed personnel system managers are challenged to ensure the credibility of the merit system and to prove that, once free to act, (a) productivity will improve through the hiring of candidates they deem to be more fully qualified, b) morale will improve through more satisfied employees, and c) a complex and rigid personnel system is not necessary to fulfill statewide personnel policies.

### Decentralization of day-to-day personnel decisions

We evaluated three options for administering the day-to-day personnel decisions of the state civil service system: (1) centralized, (2) a variation of the current system, and (3) mostly decentralized. Early on, we concluded that the core of any proposal had to be maximizing management flexibility in the system AND increasing management accountability for the system and its objectives.

#### (1) Totally Centralized

A totally centralized system would vest all power and authority for every aspect of the personnel system with DOER. In effect, all personnel employees currently employed by individual agencies would become DOER employees, accountable for their actions to the commissioner of DOER, but



working for individual departments. A centralized system has the following advantages:

- a) it would clearly affix accountability and responsibility for personnel decisions; and
- b) it would further the idea of the state as one employer, adopted by the Legislature when it created DOER.

Individual personnel directors and department commissioners, however, voiced strong opposition to a totally centralized personnel system, citing the necessity of representation of management when communicating with DOER and the necessity of having a personnel specialist on the management team of the department. These assertions seem conflicting when realizing that one of the primary reasons for creating DOER was so that the state could act as one employer. DOER was to be a service agency. Upon further examination of the centralization approach, we concluded that the adversarial nature of the current system would make this approach difficult; further, total centralization would likely decrease management flexibility.

## (2) Variation of the Current System

We also considered a variation of the current system of personnel administration. The variation would allow individual agencies the option of accepting personnel responsibilities or leaving personnel responsibilities with DOER. This option was rejected because it would grant management increased flexibility without proportionately increasing management risk and accountability.

## (3) Mostly Decentralized

Finally, we considered and recommend a system of mostly decentralized personnel administration. A mostly decentralized system would require that DOER set up the guidelines, train and certify individual agencies, and perform post-audits of individual departments. Individual departments and management would be given complete freedom to act, within the guidelines. Essentially, DOER would be out of the day-to-day running of the personnel selection, unless management requested a service from DOER. The advantages of such a system would be:

- a) no shared responsibility or accountability--individual departments and their management would be totally accountable for the methods and results of personnel decisions; and
- b) less paperwork because pre-approval of day-to-day decisions would be unnecessary.

The positive experience of the state of California, with level or reduced selection costs and similar or better affirmative action results, also influenced our choice. DOER would be a smaller department, which means that dollars and staff can be reallocated from DOER to individual departments. We expect that personnel selection costs will remain at the current level or decrease as they have in California. Overall, the decentralized system should be less complex and better able to adapt to changing management and employee needs.

### Employee compensation

We evaluated whether the current system of negotiated compensation be abolished and replaced by management determination of employee compensation. Such an option would have the advantage of giving management the authority to distinguish, recognize, and reward different levels of state employee performance. It would have the potential disadvantage of demoralizing represented state employees because a right previously granted would be taken away. We recognize that exclusive representatives have an important role to play in employee compensation. And we recognize that this proposal would be such a drastic change to the current system as to be politically unrealistic.

A modification of the system, though, which would require that a portion of the salary appropriation be reserved exclusively for performance-based increases, gives management some flexibility to distinguish among different levels of employee performance. Merit would be introduced into the compensation plans of the state civil service system, while negotiation would remain important in determining most of a represented employee's compensation.

Introducing merit is not without controversy. Some argue against merit pay, pointing out that it may be difficult to measure the performance of public employees. We believe that a valid performance appraisal system can be designed and that managers and supervisors will be able to set up clear, specific goals for individual employees. We also have confidence in the ability of state management and state employees to accept and thrive under a merit pay system.

### Recognition of outstanding employee performance

Outstanding employee performance should be recognized because of the positive potential of such recognition. Expansion of recognition events helps to promote state employment to the general public.

### Employee training

We think that training is so important, especially given the demographic trends of the state work force, that individual agencies should specifically request, and the Legislature appropriate, training dollars. We acknowledge that past experiences with specific training dollar requests by departments have not been very successful, but the practice of hiding training dollars in different parts of an agency's budget is inappropriate. Training, like other parts of an agency's budget, should be argued on its merits. We are confident that such a discussion can lead to defended appropriations for training.

WORK OF THE COMMITTEE

CHARGE TO THE COMMITTEE

Following is the text of the charge to the Civil Service Committee, as prepared by the Citizens League Board of Directors:

"The principal charge to this committee is to determine whether state government needs to do more to effectively recruit, motivate and reward good performance in state employees."

"Managers are interested in accountability, productivity and flexibility to deploy personnel and other resources to get a consistently acceptable performance. While employees may also be concerned about fair treatment, protection from patronage and other abuses, and individual career aspirations, they may have the same essential goals for work as do their managers. The committee should look at strategies which could improve both job performance and career opportunities.

"The committee should review how collective bargaining and the civil service system interrelate. How do they complement each other? Do they conflict in any way?

"The committee should examine incentive approaches, shared jobs, contracting agreements, lateral mobility programs, such as the Career Executive Service, and other specific strategies. It should look for similarities and differences between personnel systems in the public and private employment. The committee should consult broadly with leaders of employee organizations, with employees themselves, with supervisors and agency heads, and with elected officials."

COMMITTEE MEMBERSHIP

The following persons participated in the committee on a regular basis:

Wayne Olson, chair  
John Broady  
Deb Pukall Christenson  
Alfred Dees  
Leo Foley  
Roger Hughes  
Gunilla Montgomery  
Jim Newland

Martin Nygard  
Ann Amdahl O'Loughlin  
Ed Ross  
Deb Schmedemann  
Cecil Selness  
Barbara Sundquist  
Wally Swan  
Roger Williams

Mike Koebnick, a representative of DOER, also attended and participated in committee meetings.

COMMITTEE WORK

The committee began its work on January 16, 1985 and met 41 times. The last meeting was held on April 1, 1986. The committee devoted its testimony stage to learning about the civil service and collective bargaining in Minnesota. The committee relied heavily on testimony from resource people familiar with the subject as well as local and national publications.

Detailed minutes were kept of each committee meeting. A limited number of copies of the committee's minutes and background materials are available from the League office.

COMMITTEE RESOURCE GUESTS

Rose Agnew, Human Service Specialist, Honeywell Corporation  
William Anderl, Engineer, MN. Department of Health  
Mary Jean Anderson, Affirmative Action Officer, MN Department of Human Services  
Babak Armajani, Deputy Commissioner, MN Department of Administration  
Gene Aune, President, Middle Management Association  
Jerry Baldwin, Dir. Information Resources, MN Department of Transportation  
Peter Benner, Executive Director, AFSCME, Council 6  
Terry Bock, Dir. Management Analysis Division, MN Department of Administration  
Richard Brainerd, Deputy Commissioner, MN Department of Employee Relations  
Karen Carpenter, Dir., Office of Information and Technical Assistance, MN Department of Energy and Economic Development  
Kent Eklund, Vice President of Fraternal Affairs, Lutheran Brotherhood  
Carol Flynn, Manager, Classification and Compensation, MN Department of Employee Relations  
Peter Hames, Director of Finance and Management, City of Saint Paul  
Michael Haney, President, Minnesota Association of Professional Employees  
Greg Haupt, Manager, Saint Paul Citywide Information Services, City of Saint Paul  
Ray Lappegard, Asst. to the President, J.L. Shiely Company  
Linda McNary, Manager of Communications, MN Department of Energy and Economic Development  
Robin PanLener, Writer, MN Department of Administration  
Dr. David Renz, Asst. Commissioner, MN Department of Labor and Industry  
Nina Rothchild, Commissioner, MN Department of Employee Relations  
Joan Seidel, Manager, Career Executive Service  
Mark Shepard, Legislative Analyst, House Research  
Wayne Simoneau, State Representative and member of Legislative Commission on Employee Relations  
Mark Sundquist, Training Director, MN Department of Employee Relations  
Wally Swan, Adjunct Professor, College of St. Thomas  
Lance Teachworth, State Labor Negotiator, MN Department of Employee Relations  
Tom Triplett, Director, State Planning Agency  
Peter Vanderpoel, Director of Communications, Northern States Power Company  
Julie VikManis, Manager, Recruitment and Examination, MN Department of Employee Relations

The Citizens League thanks all these guests for their valuable testimony.

OTHER ASSISTANCE:

The committee would especially like to acknowledge the cooperation -- throughout its study -- of Commissioner Nina Rothchild and the staff of the Minnesota Department of Employee Relations.

Citizens League staff assistance to the committee was provided by Nancy Jones, Donna Keller, Joanne Latulippe, and Marina Lyon.

FOOTNOTES

1. "Labor Relations in the Public Sector," Rehmus. Paper prepared for the Third World Congress, International Industrial Relations Association, London, England (September 3-7, 1973).
2. "Personnel Related Impediments to Effective State Management: A Comparative Assessment," Richard C. Elling, Wayne State University. Paper prepared for presentation at the 45th National Conference of the American Society for Public Administration, Indianapolis, Indiana, March 23-27, 1985.
3. Issue Statement: "The Changing Public Sector Labor Force," The Mape Message, Vol. 3, No. 6, June 1984.
4. "The Changing Workforce," Marc Hequet, Business Views, January February 1986.
5. "Hiring and Firing in State Government: Interim Report," Department of Administration, Management and Analysis Division, March 1986, and testimony to the Citizens League Civil Service Committee.
6. Ibid.
7. Letters submitted, and testimony to, Citizens League Civil Service Committee.
8. "Hiring and Firing in State Government: Interim Report," Department of Administration, Management and Analysis Division, March 1986, and testimony to the Citizens League Civil Service Committee.
9. Ibid.
10. May 1983 survey by the Council of State Governments as reported in the 1984 Book of the States.
11. "Report to the Legislature Regarding the Decentralized Selection Pilot Project," California State Personnel Board, Selection Programs and Services Division, December 1981.
12. Ibid.
13. Ibid.
14. Supplemental Report to the Legislature Regarding the Decentralized Selection Pilot Project, California State Personnel Board, Selection Programs and Services Division, February 1982.
15. "Firms expand performance-linked bonuses," New York Times, July 28, 1985.
16. "Reforming -- Challenging the Assumptions for Improving Public Employees' Performance," Phil Godwin and John Nedham, Public Personnel Management Journal, Vol. 10, No. 2, Summer 1981.

17. "Giving Incentive Leverage to Our Government's Bosses," Donald J. Devine, Wall Street Journal, April 8, 1985.
18. MGEC July 1, 1985 - June 30, 1987 contract, Article 17, Section 5; MMA July 1, 1985 - June 30, 1987 contract, Article 17, Section 5, A; MAPE July 1, 1985 - June 30, 1987 contract, Article 25, Section 3.
19. "Hiring and Firing in State Government: Interim Report," MN Department of Administration, Management Analysis Division, March 1986.
20. Ibid.
21. "Personnel Tests Gain in Popularity," Gary Dessler, Knight-Ridder News Service, as it appeared in the Saint Paul Pioneer Press and Dispatch, March 17, 1986.
22. "Hiring and Firing in State Government: Interim Report," MN Department of Administration, Management Analysis Division, March 1986.
23. Ibid.
24. Ibid.
25. Public Personnel Management, Context and Strategies, Second Edition, Klingin and Nalbandian, New Jersey: Prentice Hall, 1985.
26. "Pursuing Excellence in Public Administration: Toward Revitalization of the Public Service." Paper prepared for presentation at a Conference on the Revitalization of the Public Service, held at Lake of the Ozarks, Missouri, October 25-28, 1984.
27. Ibid.
28. Department Head Viewpoint, Gus Donhowe, "Career Executive Service Newsletter", Spring 1986.
29. The Challenge of Hidden Profits, Reducing Corporate Bureaucracy and Waste, Mark Green and John Berry, 1985.
30. Ibid.
31. Ibid.
32. "People, management, and inconsistency," Norman L. Chevany, Minnesota Management Review, July 1985.
33. "The Changing Workforce," Mark Hequet, Business Views, January/February 1986.
34. "Employee Development in the State of Minnesota." Report of the Task Force on Employee Development, December 1984.
35. "Corporate classrooms bulge with managers," Dave Hage, Minneapolis Star and Tribune, October 21, 1985.

APPENDIX A

Survey Data--"Personnel-Related Impediments to Effective State Management: A Comparative Assessment", by Richard Elling  
Wayne State University

TABLE 1

COMPARISON OF SEVERITY OF PERSONNEL-RELATED  
MANAGEMENT PROBLEMS IN TEN STATES

Problem or Problem Source	Percentage of Administrators Reporting A Problem to be "Serious" or "Very Serious"										
	Arizona (68) <sup>1</sup>	California (149)	Delaware (72)	Indiana (73)	Michigan (125)	New York (113)	S.Dakota (64)	Tennessee (60)	Texas (89)	Vermont (34)	All States (N=847)
Filling Key Vacancies/ Retaining Key Staff	30%(9) <sup>2</sup>	33%(7)	22%(13.5)	55%(3)	45%(4.5)	37%(6)	25%(4)	33%(8)	18%(10.5)	21%(8.5)	33%(6)
Civil Service Procedures for Recruiting/Selecting Personnel	44(4)	40(3)	32(6)	18(20)	56(1)	39(5)	18(11)	39(4)	7(36)	3(44)	34(4.5)
Use of Patronage in Filling Positions	3(46)	4(50.5)	6(45.5)	10(35.5)	2(52)	7(44)	6(40)	5(40)	3(45)	3(44)	5(46.5)
Adequately Rewarding Outstanding Employees	55(3)	46(1)	59(1)	63(1)	45(4.5)	45(3)	67(1)	67(1)	43(1)	35(1)	51(1)
Insufficiently Motivated/ Hardworking Employees	9(32.5)	9(37.5)	20(18)	18(20)	6(44.5)	8(41)	14(24.5)	15(20.5)	5(42.5)	6(34)	10(35.5)
Effectively Assessing Employee Performance	21(15.5)	16(20.5)	18(21)	17(23)	21(15.5)	23(14.5)	16(19)	20(15.5)	15(17)	15(15)	19(14.5)
Disciplining/Dismissing Incompetent Employees	37(6)	41(2)	31(7)	32(6)	39(7)	41(4)	17(14.5)	40(3)	21(7)	27(4.5)	34(4.5)
Race of Gender Discrimination	2(48.5)	4(50.5)	1(51.5)	3(49)	5(46)	5(47)	0(51)	0(51)	1(49)	0(51)	3(51.5)
Security-Preoccupied Employees	5(42.5)	7(42)	7(42)	6(42.5)	7(42.5)	7(44)	8(35.5)	5(40)	5(42.5)	0(5.1)	6(43.5)
Collective Bargaining by Employees	9(51)	12(28.5)	10(38)	0(51)	21(15.5)	5(47)	2(47.5)	2(47)	1(49)	6(34)	7(41)
Bargaining on Inappropriate Matters Such as Program Planning	0(51)	9(37.5)	4(49)	0(51)	9(36.5)	5(47)	3(45)	0(51)	0(51.5)	6(34)	4(49.5)
Limits on Managerial Authority Due to Collective Bargaining	0(51)	13(25)	6(45.5)	0(51)	17(20)	9(38.5)	3(45)	2(47)	0(51.5)	6(34)	7(41)

<sup>1</sup>Number of responding administrators in each state. Number responding to questions on severity of particular problems may vary downward somewhat from this number.

<sup>2</sup>Number in parentheses is the rank in severity of a given personnel problem for a given state sample among the entire set of 52 sources of managerial difficulties.



APPENDIX B

State Employee Work Force Information

(All information provided by the Department of Employee Relations)

Full-time Classified State Employee Age  
April, 1986

<u>Age</u>	<u>Number of State Employees</u>
19 and under	4
20-24	792
25-29	2738
30-34	3958
35-39	4601
40-44	3396
45-49	2580
50-54	2303
55-59	2172
60-64	1588
65-69	290
70 and over	5
Information not available	21
-----	-----
TOTAL	24,448

Turnover Rates

<u>Year</u>	<u>Resignations</u>		<u>All Other Separations*</u>		<u>Total</u>	
	<u>Number</u>	<u>Rate</u>	<u>Number</u>	<u>Rate</u>	<u>Number</u>	<u>Rate</u>
1970	3,385	14.94%	746	3.29%	4,131	18.23%
1971	2,559	11.00%	704	3.02%	3,263	14.02%
1972	2,390	10.15%	799	3.39%	3,189	13.54%
1973	2,457	10.50%	872	3.73%	3,329	14.23%
1974	2,738	11.77%	1,115	4.79%	3,853	16.56%
1975	1,934	8.13%	850	3.57%	2,784	11.70%
1976	1,754	7.25%	1,052	4.35%	2,806	11.60%
1977	1,932	8.06%	769	3.21%	2,701	11.26%
1978	1,641	6.80%	804	3.33%	2,445	10.13%
1979	1,919	7.97%	624	2.59%	2,543	10.56%
1980	2,215	8.72%	720	2.95%	2,845	11.67%
1981	2,131	8.67%	1,032	4.28%	3,011	12.25%
1982	1,378	5.79%	1,558	6.54%	2,265	9.51%
1983						6.90%

\*All other separations include retirement, dismissal, death, and termination.

Employees at Maximum of Salary Range

<u>Bargaining Unit</u>	<u>Total Employees</u>	<u>Employees at Maximum</u>	<u>Percent</u>
Law Enforcement	500	226	45%
Crafts*	2,374	2,288	96%
Service	2,915	1,310	45%
Hospital and Professional Nurses	3,486	1,068	31%
Office	479	85	18%
Technical	5,525	2,285	41%
Correctional Guards	2,676	1,426	53%
Engineers	854	229	27%
Health Treatment Professionals	651	385	59%
Professionals	72	41	57%
Supervisory -- Progression 1	4,844	1,306	27%
Supervisory -- Progression 2	2,102	982	47%
Supervisory -- Progression 3	64	62	97%
	<u>316</u>	<u>186</u>	<u>59%</u>
TOTAL	26,858	11,879	44%

\* The crafts unit has a two-step range: a probationary wage and a final wage, which is the top of the range.

APPENDIX C (Sample Compensation Grid)

Compensation Grid 14A  
 Unit 214 Minnesota Association of Professional Employees Effective 7/13/83-7/24/84  
Commissioner's Plan Positions Comparable to Unit 214 Effective 7/1/83-6/30/84  
 Series A Ranges 1-30

Comp Code		A	B	C	D	E	F	G	H	I	J		
Step		01	02	03	04	05	06	07	08	09	10	Range	
Series	Range												
A	1	YR	15,952	16,537	17,205	17,790	18,395	18,959	19,606	20,254	20,964	21,673	1
		MO	1329	1378	1434	1482	1533	1580	1634	1688	1747	1806	
		HR	7.64	7.92	8.24	8.52	8.81	9.08	9.39	9.70	10.04	10.38	
A	2	YR	16,537	17,205	17,790	18,395	18,959	19,606	20,254	20,964	21,673	22,425	2
		MO	1378	1434	1482	1533	1580	1634	1688	1747	1806	1869	
		HR	7.92	8.24	8.52	8.81	9.08	9.39	9.70	10.04	10.38	10.74	
A	3	YR	17,205	17,790	18,395	18,959	19,606	20,254	20,964	21,673	22,425	23,219	3
		MO	1434	1482	1533	1580	1634	1688	1747	1806	1869	1935	
		HR	8.24	8.52	8.81	9.08	9.39	9.70	10.04	10.38	10.74	11.12	
A	4	YR	17,790	18,395	18,959	19,606	20,254	20,964	21,673	22,425	23,219	24,012	4
		MO	1482	1533	1580	1634	1688	1747	1806	1869	1935	2001	
		HR	8.52	8.81	9.08	9.39	9.70	10.04	10.38	10.74	11.12	11.50	
A	5	YR	18,395	18,959	19,606	20,254	20,964	21,673	22,425	23,219	24,012	24,868	5
		MO	1533	1580	1634	1688	1747	1806	1869	1935	2001	2072	
		HR	8.81	9.08	9.39	9.70	10.04	10.38	10.74	11.12	11.50	11.91	
A	6	YR	18,959	19,606	20,254	20,964	21,673	22,425	23,219	24,012	24,868	25,766	6
		MO	1580	1634	1688	1747	1806	1869	1935	2001	2072	2147	
		HR	9.08	9.39	9.70	10.04	10.38	10.74	11.12	11.50	11.91	12.34	
A	7	YR	19,606	20,254	20,964	21,673	22,425	23,219	24,012	24,868	25,766	26,726	7
		MO	1634	1688	1747	1806	1869	1935	2001	2072	2147	2227	
		HR	9.39	9.70	10.04	10.38	10.74	11.12	11.50	11.91	12.34	12.80	
A	8	YR	20,254	20,964	21,673	22,425	23,219	24,012	24,868	25,766	26,726	27,666	8
		MO	1688	1747	1806	1869	1935	2001	2072	2147	2227	2306	
		HR	9.70	10.04	10.38	10.74	11.12	11.50	11.91	12.34	12.80	13.25	
A	9	YR	20,964	21,673	22,425	23,219	24,012	24,868	25,766	26,726	27,666	28,668	9
		MO	1747	1806	1869	1935	2001	2072	2147	2227	2306	2389	
		HR	10.04	10.38	10.74	11.12	11.50	11.91	12.34	12.80	13.25	13.73	
A	10	YR	21,673	22,425	23,219	24,012	24,868	25,766	26,726	27,666	28,668	29,733	10
		MO	1806	1869	1935	2001	2072	2147	2227	2306	2389	2478	
		HR	10.38	10.74	11.12	11.50	11.91	12.34	12.80	13.25	13.73	14.24	
A	11	YR	22,425	23,219	24,012	24,868	25,766	26,726	27,666	28,668	29,733	30,798	11
		MO	1869	1935	2001	2072	2147	2227	2306	2389	2478	2567	
		HR	10.74	11.12	11.50	11.91	12.34	12.80	13.25	13.73	14.24	14.75	
A	12	YR	23,219	24,012	24,868	25,766	26,726	27,666	28,668	29,733	30,798	31,926	12
		MO	1935	2001	2072	2147	2227	2306	2389	2478	2567	2660	
		HR	11.12	11.50	11.91	12.34	12.80	13.25	13.73	14.24	14.75	15.29	
A	13	YR	24,012	24,868	25,766	26,726	27,666	28,668	29,733	30,798	31,926	33,074	13
		MO	2001	2072	2147	2227	2306	2389	2478	2567	2660	2756	
		HR	11.50	11.91	12.34	12.80	13.25	13.73	14.24	14.75	15.29	15.84	
A	14	YR	24,868	25,766	26,726	27,666	28,668	29,733	30,798	31,926	33,074	34,264	14
		MO	2072	2147	2227	2306	2389	2478	2567	2660	2756	2855	
		HR	11.91	12.34	12.80	13.25	13.73	14.24	14.75	15.29	15.84	16.41	
A	15	YR	25,766	26,726	27,666	28,668	29,733	30,798	31,926	33,074	34,264	35,600	15
		MO	2147	2227	2306	2389	2478	2567	2660	2756	2855	2967	
		HR	12.34	12.80	13.25	13.73	14.24	14.75	15.29	15.84	16.41	17.05	

Step 01 02 03 04 05 06 07 08 09 10  
 Comp Code A B C D E F G H I J  
 YR - Yearly Salary Rate  
 MO - Monthly Salary Rate  
 HR - Hourly Salary Rate

Compensation Grid 14A  
 Unit 214 Minnesota Association of Professional Employees Effective 7/13/83-7/24/84 (cont.)  
 Commissioner's Plan Positions Comparable to Unit 214 Effective 7/1/83-6/30/84  
 Series A Ranges 1-30

Comp Code		A	B	C	D	E	F	G	H	I	J		
Step		01	02	03	04	05	06	07	08	09	10		
Series	Range											Range	
A	16	YR	26,726	27,666	28,668	29,733	30,798	31,926	33,074	34,264	35,600	36,916	16
		MO	2227	2306	2389	2478	2567	2660	2756	2855	2967	3076	
		HR	12.80	13.25	13.73	14.24	14.75	15.29	15.84	16.41	17.05	17.68	
A	17	YR	27,666	28,668	29,733	30,798	31,926	33,074	34,264	35,600	36,916	38,252	17
		MO	2306	2389	2478	2567	2660	2756	2855	2967	3076	3188	
		HR	13.25	13.73	14.24	14.75	15.29	15.84	16.41	17.05	17.68	18.32	
A	18	YR	28,668	29,733	30,798	31,926	33,074	34,264	35,600	36,916	38,252	39,735	18
		MO	2389	2478	2567	2660	2756	2855	2967	3076	3188	3311	
		HR	13.73	14.24	14.75	15.29	15.84	16.41	17.05	17.68	18.32	19.03	
A	19	YR	29,733	30,798	31,926	33,074	34,264	35,600	36,916	38,252	39,735	41,113	19
		MO	2478	2567	2660	2756	2855	2967	3076	3188	3311	3426	
		HR	14.24	14.75	15.29	15.84	16.41	17.05	17.68	18.32	19.03	19.69	
A	20	YR	30,798	31,926	33,074	34,264	35,600	36,916	38,252	39,735	41,113	42,553	20
		MO	2567	2660	2756	2855	2967	3076	3188	3311	3426	3546	
		HR	14.75	15.29	15.84	16.41	17.05	17.68	18.32	19.03	19.69	20.38	
A	21	YR	31,926	33,074	34,264	35,600	36,916	38,252	39,735	41,113	42,553	44,099	21
		MO	2660	2756	2855	2967	3076	3188	3311	3426	3546	3675	
		HR	15.29	15.84	16.41	17.05	17.68	18.32	19.03	19.69	20.38	21.12	
A	22	YR	33,074	34,264	35,600	36,916	38,252	39,735	41,113	42,553	44,099	45,706	22
		MO	2756	2855	2967	3076	3188	3311	3426	3546	3675	3809	
		HR	15.84	16.41	17.05	17.68	18.32	19.03	19.69	20.38	21.12	21.89	
A	23	YR	34,264	35,600	36,916	38,252	39,735	41,113	42,553	44,099	45,706	47,314	23
		MO	2855	2967	3076	3188	3311	3426	3546	3675	3809	3943	
		HR	16.41	17.05	17.68	18.32	19.03	19.69	20.38	21.12	21.89	22.66	
A	24	YR	35,600	36,916	38,252	39,735	41,113	42,553	44,099	45,706	47,314	49,026	24
		MO	2967	3076	3188	3311	3426	3546	3675	3809	3943	4086	
		HR	17.05	17.68	18.32	19.03	19.69	20.38	21.12	21.89	22.66	23.48	
A	25	YR	36,916	38,252	39,735	41,113	42,553	44,099	45,706	47,314	49,026	50,822	25
		MO	3076	3188	3311	3426	3546	3675	3809	3943	4086	4235	
		HR	17.68	18.32	19.03	19.69	20.38	21.12	21.89	22.66	23.48	24.34	
A	26	YR	38,252	39,735	41,113	42,553	44,099	45,706	47,314	49,026	50,822	52,659	26
		MO	3188	3311	3426	3546	3675	3809	3943	4086	4235	4388	
		HR	18.32	19.03	19.69	20.38	21.12	21.89	22.66	23.48	24.34	25.22	
A	27	YR	39,735	41,113	42,553	44,099	45,706	47,314	49,026	50,822	52,659	54,580	27
		MO	3311	3426	3546	3675	3809	3943	4086	4235	4388	4548	
		HR	19.03	19.69	20.38	21.12	21.89	22.66	23.48	24.34	25.22	26.14	
A	28	YR	41,113	42,553	44,099	45,706	47,314	49,026	50,822	52,659	54,580		28
		MO	3426	3546	3675	3809	3943	4086	4235	4388	4548		
		HR	19.69	20.38	21.12	21.89	22.66	23.48	24.34	25.22	26.14		
A	29	YR	42,553	44,099	45,706	47,314	49,026	50,822	52,659	54,580			29
		MO	3546	3675	3809	3943	4086	4235	4388	4548			
		HR	20.38	21.12	21.89	22.66	23.48	24.34	25.22	26.14			
A	30	YR	44,099	45,706	47,314	49,026	50,822	52,659	54,580				30
		MO	3675	3809	3943	4086	4235	4388	4548				
		HR	21.12	21.89	22.66	23.48	24.34	25.22	26.14				

Step	01	02	03	04	05	06	07	08	09	10
Comp Code	A	B	C	D	E	F	G	H	I	J

YR - Yearly Salary Rate  
 MO - Monthly Salary Rate  
 HR - Hourly Salary Rate

Appendix D

State of  
Minnesota

# PERFORMANCE REVIEW

PE-00072-01  
(3-78)

This information may be used in decisions concerning advancement, reassignment, future training needs, performance related salary adjustments, and as evidence in contested disciplinary actions. The employee may legally refuse to provide the information, but failure to do so may affect any of the above decisions.

EMPLOYEE'S NAME		AGENCY/DIVISION	
CLASSIFICATION TITLE	WORKING TITLE (if different)	POSITION CONTROL NUMBER	
APPRAISAL PERIOD	to	DATE PERFORMANCE INDICATORS ESTABLISHED	DATE REVIEWED WITH EMPLOYEE

**A. EVALUATION OF RESPONSIBILITIES** identified in the employee's position description. For each responsibility check the appropriate level of performance in terms of three primary factors: quantity, quality and time. If a factor is inappropriate for measuring the employee's performance of a given responsibility, cross out that factor. There is also room to add a factor that may be more appropriate than the three listed. Use the COMMENTS section to support and/or qualify your evaluation. Comment (justification) must be given when either "Below Standards" or "Greatly Exceeds Standards" is used.

RESP. NO.	PRIORITY	% OF TIME	EVALUATION FACTORS	LEVELS OF PERFORMANCE					COMMENTS
				Below Standards	Minimally Meets Standards	Fully Meets Standards	Exceeds Standards	Greatly Exceeds Standards	
See Position Desc.									
<b>1</b>			QUANTITY	( )	( )	( )	( )	( )	
			QUALITY	( )	( )	( )	( )	( )	
			TIME	( )	( )	( )	( )	( )	
				( )	( )	( )	( )	( )	
<b>2</b>			QUANTITY	( )	( )	( )	( )	( )	
			QUALITY	( )	( )	( )	( )	( )	
			TIME	( )	( )	( )	( )	( )	
				( )	( )	( )	( )	( )	
<b>3</b>			QUANTITY	( )	( )	( )	( )	( )	
			QUALITY	( )	( )	( )	( )	( )	
			TIME	( )	( )	( )	( )	( )	
				( )	( )	( )	( )	( )	
<b>4</b>			QUANTITY	( )	( )	( )	( )	( )	
			QUALITY	( )	( )	( )	( )	( )	
			TIME	( )	( )	( )	( )	( )	
				( )	( )	( )	( )	( )	
<b>5</b>			QUANTITY	( )	( )	( )	( )	( )	
			QUALITY	( )	( )	( )	( )	( )	
			TIME	( )	( )	( )	( )	( )	
				( )	( )	( )	( )	( )	
<b>6</b>			QUANTITY	( )	( )	( )	( )	( )	
			QUALITY	( )	( )	( )	( )	( )	
			TIME	( )	( )	( )	( )	( )	
				( )	( )	( )	( )	( )	
<b>7</b>			QUANTITY	( )	( )	( )	( )	( )	
			QUALITY	( )	( )	( )	( )	( )	
			TIME	( )	( )	( )	( )	( )	
				( )	( )	( )	( )	( )	
<b>8</b>			QUANTITY	( )	( )	( )	( )	( )	
			QUALITY	( )	( )	( )	( )	( )	
			TIME	( )	( )	( )	( )	( )	
				( )	( )	( )	( )	( )	

**B. ADDITIONAL COMMENTS AND CONCERNS** to be considered in the performance review. Add anything that is relevant to the employee's performance not included in Section A.

**C. OVERALL PERFORMANCE LEVEL OF EMPLOYEE.** Check appropriate statement below. Consider all data in Sections A and B.

Performance is clearly outstanding in all phases of the position. The employee's achievements and contributions greatly exceed standards, expectations and requirements.	
Performance is superior. The employee consistently performs at a higher level than the job requires.	
Performance is satisfactory in all phases of the position. The employee meets all job requirements and expectations.	
Performance is adequate. The employee meets most of the job requirements and expectations, but needs improvement.	
Performance is unsatisfactory. The employee does not meet job requirements and expectations. Improvement is essential to justify retention in the position.	

**D. GROWTH POTENTIAL OR PROMOTABILITY OF EMPLOYEE.** Consider the employee's ability to handle a job of increased scope and responsibility in the same career area; self-improvement efforts; and record of past accomplishments.

- If a higher level position were available at this time, would the employee be ready for promotion?  
 Yes, the employee is ready     No, the employee is not ready     Do not know
- The employee's long-range promotability is:  
 Excellent     Good     Limited (without considerable development)     Unknown
- The employee is interested in career planning and would like organizational assistance in developing a plan.  
 Yes     No     The employee is interested in development, but does not need help in planning.

**E. POSITION DESCRIPTION REVIEW** is to be completed each year. Description should be reviewed annually and revised if the position changes (need not be rewritten each year). The position description must be entirely rewritten every three years. A copy of the employee's revised or rewritten position description should be submitted to the agency's personnel office with a copy of the review form.

The current position description is:

an accurate reflection of the current responsibilities and performance standards.

revised to reflect changes in the position.

rewritten because it is three years old.

**F. EMPLOYEE COMMENTS** (optional)

<b>SIGNATURE OF RATER</b> (I have completed the above evaluation)	Date
<b>SIGNATURE OF EMPLOYEE</b> (I have read the above evaluation)	Date
<b>SIGNATURE OF RATER'S SUPERVISOR</b> (I have reviewed and concur with the above evaluation).	Date

APPENDIX E

COMPENSATION INCREASES -- STATE EMPLOYEES (EXECUTIVE BRANCH) -- FY 1982-1986

(Does not include achievement awards and/or step increases where allowed)

UNIT	FY 1982	Effec. Date	FY 1983	Effec. Date	FY 1984	Effec. Date	FY 1985	Effec. Date	FY 1986	Effec. Date	FY 1987	Effec. Date
AFSCME Council #6	8.0%	8/11/81	See Note Below		4.0%	7/1/83	4.5%	7/1/84	4.0%	7/1/85	4.0%	7/1/86
Law Enforcement	8.0%	7/1/81	6.5% 3.0%	6/30/82 12/29/82	4.0%	7/13/83	4.5%	7/11/84 (Arbitration)	4.0%	7/23/85	4.0%	7/24/86
MN Association of Professional Employees (MAPE)	8.25%	7/1/81	6.0% 3.0%	6/30/82 12/29/82	4.0%	7/1/83	4.5%	7/25/84	3.0% 1.5%	7/1/85 1/8/86	4.0%	7/23/86
Middle Management Association (MMA)	8.0% 5.0% 5.3%	7/1/81 7/1/81 1/13/82	7.5% 5.0% 6.2%	7/14/82 7/14/82 2/9/83	4.0%	7/1/83	4.5%	7/1/84	3.0% 1.0% 1.0%+	7/1/85 1/8/86 1/8/86	4.0%	7/1/86
MN Government Engineers Council (MGEC)	8.5%	7/1/81	6.5% 3.0%	6/30/82 12/29/82	4.25%	7/1/83	4.25%	7/1/84	1.6% 2.4%++	7/1/85 7/1/85	4.0%	7/1/86
MN Nurses Association (MNA)	8.0%	7/1/81	6.0% 3.0%	6/30/82 12/20/82	4.25%	7/1/83	4.25%	7/1/84	3.0% 1.5%	7/24/85 1/1/86	4.0%	7/23/86
Health Treatment Professionals	8.25%	7/1/81	5.5% 4.0%	7/14/82 1/12/83	4.25%	7/1/83	4.25%	7/1/84	See Commissioner's Plan (A), next page			

Note: Units 2,7,8 received 6.0% increases effective 6/30/82 and 3.0% increases effective 12/29/82. Units 3,4,6 received COLA adjustments effective 6/30/82 and 12/29/82.

+ Additional 1 percent adjustment to last three steps of supervisory salary range.

++ 2.4% adjustment to equalize steps of engineers' salary range.

=====

UNIT	FY 1982	Effec. Date	FY 1983	Effec. Date	FY 1984	Effec. Date	FY 1985	Effec. Date	FY 1986	Effec. Date	FY 1987	Effec. Date
------	------------	----------------	------------	----------------	------------	----------------	------------	----------------	------------	----------------	------------	----------------

=====

COMMISSIONER'S PLAN

Office and Technical	8.0%	7/1/81	COLA	6/30/82 12/29/82					4.0%	7/1/85+	4.0%	7/1/86+
Supervisors	8.0%*	7/1/81	6.0%	6/30/82	4.0%	7/1/83	4.5%	7/1/84	3.0%	7/1/85+	4.0%	7/1/86+
Professionals	8.0%*	7/1/81	6/0%	6/30/82					1.0%++	1/8/86	4.0%	7/1/86
									3.0%	7/1/85+	4.0%	7/23/86+
									1.5%	1/8/86	4.0%	7/23/86

-----

Managers Plan	Not Available		Performance-Based Increases+++		No Automatic Adjustments++++	
---------------	---------------	--	--------------------------------	--	------------------------------	--

-----

Agency Heads	FY 1981-1983, No Increase	Average 7/1/83 % Increase 12%, Range 0-16%	Average 7/1/84 % Increase 7.5% Range 1.7-15.9%	Average Percent Increase 3.3% Range 0-4% Effective Date 7/1/85
--------------	---------------------------	-----------------------------------------------------	---------------------------------------------------------	----------------------------------------------------------------------

-----

\* Additional performance increases in 1986 and 1987, not to exceed 3.5% of agency salary base.

++ Plus salary grid adjustment

+++ For 1985: Exceeds standards, 4-12%; meets standards, 0-8%; below standards, 0.  
For 1986: Exceeds standards, 4-13%; meets standards, 0-9%; below standards 0.

++++ Minimum and maximum of ranges adjusted to maintain consistency with contracts. Increases must average 5% per agency. Effective dates 7/1/85, 1/1/86, and 7/1/86.

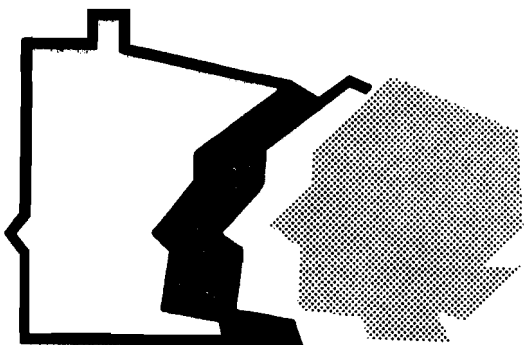
* Plus performance based increases as follows:	Outstanding 0-7% (1/9/82)	Outstanding 0-8% (1/12/83)
	Above average 0-5%	Above average 0-6%
	Satisfactory 0-3%	Satisfactory 0-4%
	Less than satisfactory 0%	Less than satisfactory 0%

-----

Prepared by the Citizens League, May 2, 1986, from information supplied by the Minnesota Legislative Commission on Employee Relations.

Citizens League  
84 South Sixth Street  
Minneapolis, MN 55402  
338-0791





# MINNESOTA Career OPPORTUNITIES

This bulletin is published bi-weekly and lists Minnesota State Civil Service positions open for application to the general public as well as to current employees of the State of Minnesota. Further information and applications may be obtained at area offices of the State Job Service or the Minnesota Department of Employee Relations, 3rd Floor, Space Center Bldg., 444 Lafayette Rd., St. Paul, Minnesota 55101.

Issued by MINNESOTA DEPARTMENT OF EMPLOYEE RELATIONS, An Equal Opportunity Employer, JANUARY 11, 1985 - ISSUE # 1C

#### IMPORTANT INFORMATION ABOUT FILLING OUT YOUR APPLICATION

Read the job description thoroughly so you understand the duties, requirements and type of examination necessary to qualify. Fill out an official State of Minnesota "Application for Employment" form, using instructions on page 4 of the application. The front page of the State Application for Employment is used to enter information concerning your application for state employment. The spaces provided for your name, address, and phone number equal the spaces provided in the computer system for that information. You should print clearly and abbreviate as necessary. Fill out a separate application for each job title. (Photocopies of the application may be used.)

Your application will be processed with more accuracy and speed if all the information needed has been provided. If your application is incomplete, the Department of Employee Relations may return it or contact you for the missing information. This may result in a delay in processing your application.

Unless otherwise directed in the announcement, mail application to:

MINNESOTA DEPARTMENT OF EMPLOYEE RELATIONS  
3rd Floor, Space Center Building  
444 Lafayette Road  
St. Paul, Minnesota 55101

YOUR COMPLETED APPLICATION MUST ARRIVE AT THE DEPARTMENT OF EMPLOYEE RELATIONS BY 4:30 P.M. ON THE PUBLISHED CLOSING DATE.

The Department of Employee Relations cannot be responsible for the failure of referral agencies or other state departments to forward applications to us before the deadline.

#### ADDITIONAL OPPORTUNITIES

You may dial (612) 297-3180 to hear a recorded message listing positions open for application in the bi-weekly Minnesota Career Opportunities Bulletin. This recording is updated every other Friday to coincide with the publication of the bulletins and plays 24 hours a day, 7 days a week. During business hours persons outside the metro area may dial the recorded message toll free (call 1-800-652-9747 and tell the person who answers to connect you to the 297-3180 number). You may also contact the numbers below for information on job classes which remain open to continuous application.

#### FURTHER INFORMATION ON EXAMINATION PROCEDURES

Minnesota Twin Cities Metropolitan area and other states call: (612) 296-2616  
Minnesota outside Twin Cities Metropolitan area call toll free: 1-800-652-9747  
Telecommunications Device for the Deaf (TDD): (612) 296-4696

#### EXAMINATION PROCEDURES

The job announcement describes the kind of examination which will be given for the job. The exam will have one or more of the following parts:

1. Experience and Training Rating: Examination scores are based on an evaluation of the job-related experience and training you describe on your application. The job announcement describes the type and level of job-related education/training and experience for which credit is given and the number of points awarded. If education/training receives credit, the job announcement will indicate either the number of points to be credited or the number of months of experience for which the training/education may be substituted.

Your related experience may earn A, B, or, in some instances, C-level credit, with A-level experience being the most job related, B-level less closely related, etc. Describe all relevant experience on your application/resume. You receive points for each year of related experience. The total years of experience at each level are rounded to the nearest quarter year. Typically, a decreasing number of points is awarded for each successive year of experience. Some rating scales may limit credit to experience gained within the last five or ten years. If a particular rating scale allows credit for more than one level of experience and you have experience at both levels, you will first receive credit for the total amount of A, then for B at the point on the scale where A credit ended. For example, if you have two years of A and five years of B, you would receive the points listed for the first two years of A plus the points listed for the 3rd, 4th, and 5th years of B. However, if the scale credits a maximum of 5 years of experience, you would receive no additional points for your other 2 years of B experience. The number of points listed for each year is credit for full-time paid or volunteer experience. Your part-time experience will receive prorated credit according to the number of hours per week (e.g., 20 hours per week equals half credit). If your experience was gained on a full-time job but was not the primary responsibility of your total job, you will receive less than full credit.

2. Written and Performance Tests: The content areas of the test are listed in the job announcement. You will be tested on a Saturday morning at the state test center closest to the address you give on your application. If you want to be tested at a different location, attach a note to the front of your application indicating the location you prefer. The Department of Employee Relations will accommodate your request whenever possible. Reschedules may not be permitted for some tests. If so, this is indicated in the job announcement. Typing tests are given only if you pass other parts of the examination and are called for an employment interview.

3. Oral Examination: This is a structured question and answer test in which a panel rates your answers to specific job-related questions. Oral examinations are usually held in St. Paul during regular working hours.

#### RETEST POLICY

You may take the same written or oral test only once in any six month period. However, if the same test is used more than once in a six month period, you may submit another application and request that your first test be scored for the second.

#### SCORING AND REFERRAL PROCEDURES

If an examination has more than one part (e.g., an experience and training rating and an oral examination), you must receive a passing score on each part in order to pass the total test unless stated otherwise in the job announcement. You will be notified of your score on any examination. Passing scores for all examinations range from 70 to 100. (The maximum score on any examination is 100.) If you get a score below 70, you will be removed from further consideration. If you receive a final score of 70 or above, you will be placed on the eligible list. As vacancies occur, the applicants with the top twenty scores who are available for the geographic area and employment condition of the vacancy are referred for consideration. The agency with the vacancy may contact any or all of these individuals. Your name will remain on the eligible list for a minimum of six months. The duration of the eligible list is noted in the job announcement. The notice of any changes in the duration of the list will be given in this bulletin.

MANAGEMENT ANALYST 2 \$9.81-12.90/hour; \$20,483-26,935/year.

MANAGEMENT ANALYST 3 \$10.85-14.35/hour; \$22,655-29,963/year.

MANAGEMENT ANALYST SUPERVISOR 1 \$10.06-13.51/hour; \$21,005-28,209/year.

MANAGEMENT ANALYST SUPERVISOR 2 \$11.22-15.10/hour; \$23,427-31,529/year.

Applications will be accepted until 4:30 p.m. on Monday, January 28, 1985.

Conduct studies of departmental organization, methods and systems. Prepare reports of findings. Make recommendations for improvements. Assist with installation of new procedures, forms and methods. Evaluate results of changes. Level of difficulty of analysis is greater at the Analyst 3 and Supervisor 2 levels and positions in the Analyst 3 classification may involve leadwork responsibility for analysis projects while Supervisor 1 and 2 positions involve on-going supervision of professional, technical and/or clerical staff.

The examination consists of: pass/fail experience and training rating and written test (100% final score).

In order to qualify for admission to the written test, applicants must have a minimum of 1 year of professional-level experience as a Management Analyst or equivalent professional-level experience involving primary (i.e., the major job focus) responsibility for conducting evaluative or analytical studies for the purpose of recommending changes to improve operating efficiency in one or more of the following areas: organizational structure, staff allocation, space allocation, policy and administrative procedures, work and information flow, systems analysis/design, cost/benefit analyses, work measurement and work simplification, records and forms management, procedure and organization manuals, budgetary analysis, organizational development, data processing systems; or a Master's degree in operations research, information systems, management, or organizational development.

The written test covers management theory and systems, staffing and organizational structure, methods evaluation, work measurement, forms design, budgetary analysis, report writing, data processing concepts, reading comprehension, and written communications. Based on information to be gathered with the written test, applicants passing the written test will have bonus points added to written test scores for experience in management analysis beyond that required for exam admission (Management Analyst 3 and Supervisor 2) for leadwork and/or supervisory experience (Management Analyst Supervisor 1 and 2) and for experience with automated data processing (all classes).

Applicants may submit a single application when applying for any of these exams, but must indicate all job titles (e.g., MA2/3 and MA Sup 1/2) for which they are applying on the first page of the application form.

The eligible list will be used to fill vacancies as they occur.

Duration of new eligible list: 1 year, unless eligibles are otherwise notified.

MENTAL HEALTH PROGRAM ADMINISTRATIVE SUPERVISOR \$14.02-18.82/hour; \$29,274-39,296/year.

Applications will be accepted until 4:30 p.m. on Monday, January 28, 1985.

Current vacancy: Department of Human Services, St. Paul.

Supervise a Department of Human Services mental health program in one of the following areas: client advocacy, mental illness or mental retardation. Supervise staff; design or revise policies and rules governing program administration; develop legislative proposals and testify before committees; develop and administer grants programs; develop and evaluate mental health programs; develop fiscal administrative and reporting systems; serve on task forces representing program areas; investigate allegations on patient abuse; and provide technical assistance to grantees, service providers, client advocates, and/or their families and residential facility staff.

The examination consists of: experience and training rating (100% final score) with points awarded as follows:

Education: Master's degree in Public Administration, Psychology, Social Work, Special Education or closely related mental health field equal to one year A-level Experience. Bachelor's degree in one of the above fields equal to six months A-level Experience.

A-level Experience: Supervisory or advanced professional experience in administration of programs/services for mentally retarded, mentally ill and/or chemically dependent persons and including program design and evaluation. To be credited, experience must include at least four of the following:

1. development of policies, procedures, rules or legislation; or
2. grants management or fiscal management of a service delivery program budget; or
3. provision of advocacy services; or
4. program research, analysis, and report preparation; or
5. technical assistance to county agencies and/or local service providers; or
6. providing or obtaining legal services for clients whose rights may have been violated; or
7. providing training on topics specifically related to mental health treatment modalities, client rights, or individual program planning.

(1st year = 40 points; 2nd = 30; 3rd = 20; 4th = 10)

Note: In order to receive "A" level credit, applicants must submit with the application specific information describing education/training, experience, and achievements in the above areas. In describing pertinent work experience indicate:

- Your title during the period the work was performed.
- Indicate dates (e.g., 5/79-11/81) and approximate number of hours worked per week.
- Describe specific duties performed which pertain to the area and indicate approximate percent of total time on the job spent performing each of the duties described.

B-level Experience: Advanced professional experience in the design and delivery of client advocacy, behavior modification and/or social work programs for the mentally ill, mentally retarded or chemically dependent (e.g., Behavior Analyst 3/Supervisor, Assistant Group Supervisor, Mental Health Program Advisor) (1st year = 30 points; 2nd = 25; 3rd = 15; 4th = 5).

The eligible list will be used to fill other vacancies as they occur.

Duration of new eligible list: 2 years, unless eligibles are otherwise notified.

NATURAL RESOURCES SUPERVISOR, FORESTRY \$12.55-16.88/hour; \$26,204-35,245/year.

Applications will be accepted until 4:30 p.m. on Tuesday, February 19, 1985.

Current vacancy: Forest Assessments and Inventory Supervisor position, Department of Natural Resources, St. Paul. Candidates interested in this position must indicate that they are available for employment in St. Paul and indicate Job Location Code #002 or 051 on page 1 of the Application for Employment.

Provide statewide program development, direction, supervision, evaluation, and budgeting for a comprehensive statewide forestry program, e.g., Forest Assessments and Inventory Supervisor, County and Private Forest Management Supervisor, State Forest Management and Policy Supervisor.

The examination consists of: experience and training rating (100% final score) with points awarded as follows:

Education: Master's degree in Forestry = 5 points.

A-level Experience: Professional experience supervising and directing all forest management activities of a geographic area at the level of a Natural Resources Specialist 4 - Area Forester or equivalent; OR Professional experience planning, organizing and directing a specialized, statewide forest management program at the level of a Natural Resources Specialist 4, Natural Resources Senior Staff Specialist, or equivalent (e.g., Forest Products Utilization and Marketing Specialist, Private Forest Management Specialist, Nursery/Timber Sales Specialist) (1st year = 70 points; 2nd = 15; 3rd = 10).

B-level Experience: Professional experience planning, organizing and directing a specialized, regionwide forest management program at the level of a Natural Resources Specialist 3 - Forester, Natural Resources Forestry Staff Specialist, or equivalent (e.g., Regional Insect and Disease Specialist, Regional Silviculturalist, Forest Inventory Specialist) (1st year = 60 points; 2nd = 10; 3rd = 5).

Note: Credit will be awarded to experiences in other public or private organizations provided that the experiences are comparable to Minnesota's state positions of Natural Resources Specialist 4, Natural Resources Senior Staff Specialist, Natural Resources Specialist 3 (Forester), or Natural Resources Forestry Staff Specialist (i.e., in terms of level of responsibility, and type and size of forestry program responsible for).

The eligible list will be used to fill other vacancies as they occur.

Duration of new eligible list: 3 years, unless eligibles are otherwise notified.

RECENT CITIZENS LEAGUE REPORTS

It's Only a Game: A Lottery in Minnesota	2-11-86
Adaptability -- The New Mission for Vocational Education	1-08-86
A Strategy for the Waterbelt	11-22-85
Power to the Process: Making Minnesota's Legislature Work Better	9-19-85
Accountability for the Development Dollar	6-20-85
Building on Strength: A Competitive Minnesota Economic Strategy	11-28-84
A Larger Vision for Small Scale Agriculture	9-25-84
The Metro Council: Narrowing the Agenda and Raising the Stakes	6-07-84
The Region's Infrastructure: The Problem Isn't What You Think It Is	5-30-84
Meeting the Crisis in Institutional Care: Toward Better Choices, Financing and Results	4-24-84
A Farewell to Welfare	2-07-84
Homegrown Services: The Neighborhood Opportunity	11-03-83
Use Road Revenue for the Roads That Are Used	3-02-83
Workers' Compensation Reform: Get the Employees Back on the Job	12-15-82
Thought Before Action: Understanding and Reforming Minnesota's Fiscal System	10-26-82
The CL in the Mid-80s	9-22-82
Making Better Use of Existing Housing: A Rental Housing Strategy for the 1980s	5-19-82
Rebuilding Education to Make It Work	5-04-82
A Positive Alternative: Redesigning Public Service Delivery	3-24-82
Paying Attention to the Difference in Prices: A Health Care Cost Strategy for the 1980s	9-29-81
A Subregional Solution to the East Metro Park Question	7-15-81
Taxis: Solutions in the City; a New Future in the Suburbs	6-03-81
Keeping the Waste Out of Waste	5-27-81
Citizens League Report on Rent Control	2-18-81
Changing Communications: Will the Twin Cities Lead or Follow	12-17-80
Siting of Major Controversial Facilities	10-22-80
Enlarging Our Capacity to Adapt, Issues of the '80s	8-27-80
Next Steps in the Evolution of Chemical Dependency Care in Minnesota	6-13-80
Keeping Better Score of Youth Sports	3-19-80
Linking a Commitment to Desegregation with Choices for Quality Schools	12-12-79
A More Rational Discussion for Taxes and the Economy	10-31-79
Initiative and Referendum..."NO" for Minnesota	2-28-79
A Risk-Share Basis for Pension...How Taxpayers and Employees Can Benefit Through Greater Sharing of Responsibility for Public Pensions	12-13-78
Local Discipline, Not State Prohibition...A Strategy for Public Expenditure Control in Minnesota	10-25-78
Knitting Local Government Together...How a Merger of City-County Functions Can Provide Better Local Service for Twin Cities Citizens	9-18-78
Improving the 'Discussion' of Public Affairs	6-14-78
Community Plans for City Decisions	6-08-78
We Make It Too Easy for the Arsonist	4-26-78
Needed: A Policy for Parking	1-18-78
More Care About the Cost in Hospitals	9-16-77
Public Meetings for the Public's Business	9-13-77
A Better Way to Help the Poor	7-27-77
Helping the Metropolitan Economy Change	6-29-77
Selective Control Is the Only Way to Protect Elms	3-02-77

For titles and availability of earlier reports, contact the CL office

RECENT CITIZENS LEAGUE STATEMENTS

Statement to Legislature on Preserving Metropolitan Tax-Base Sharing	9- 6-85
Statement to Legislature & Metro Council on Bloomington Development Proposal	8-15-85
Statement to Metropolitan Council on Organized Collection of Solid Waste	4-24-85
Statement to Metropolitan Council on Long-Term Care	3- 8-85
Statement on Transit Alternatives	1-23-85
Statement on Solid Waste Disposal	1-21-85
Statement to Tax Study Commission	8-22-84
Statement on Light Rail Transit	4- 6-84
Statement to Legislative Study Committee on Metropolitan Transit	12-15-83
Statement to Governor's Tax Study Commission	11-22-83
Statement to Minnesota's Highway Study Commission	9-29-83
Statement on the Metropolitan Council's Proposed Interim Economic Policies	8-29-83
Statement to Mpls. Charter Commission: Proposal to have Mayor as non-voting member of Council	8-11-83
Statement to Metropolitan Council & Richard P. Braun, Commission of Transportation on Preferential Treatment in I-35W Expansion	7-21-83
Statement to Members, Steering Committee on Southwest-University Avenue Corridor Study	7-19-83
Statement to Commission on the Future of Post-Secondary Education in Minnesota	6-22-83
Statement to the Metropolitan Health Board	6-20-83
Appeal to the Legislature and the Governor	4-26-83
Citizens League Opposes Unfunded Shifts to Balance Budget	12- 1-82
Longer-Term Spending Issues Which the Governor and Legislature Should Face in 1982	1-18-82
Statement Concerning Alternatives to Solid Waste Flow Control	1-12-82
Amicus Curiae Brief in Fiscal Disparities Case	filed 12-17-81
Statement to the Minnesota State Legislature Regarding the Reconstruction Project	12-14-81
Letter to the Joint Legislative Commission on Metropolitan Governance	11-13-81
Statement to Metropolitan Health Board on Phase IV Report	11- 4-81
Statement to Metropolitan Council on I-35E	9-24-81
Statement to Minneapolis Charter Commission	7- 6-81
Letter to Metropolitan Council re CL Recommendations on I-394	6-23-81
Statement to the Governor and Legislature as They Prepare for a Special Sesion	5-26-81
Statement to the Minnesota State Legislature Regarding the University of Minnesota Hospitals Reconstruction Bill, as amended	5- 8-81
Statement to the Governor and Legislature Concerning Expenditures- Taxation for 1981-83. Issues by Tax & Finance Task Force	4-28-81
Statement Concerning Proposed Legislative Study of the Metropolitan Council. Issued by the Structure Task Force	4-27-81
Statement to the Governor and Legislature Opposing Abolition of the Coordinating Function in Post-Secondary Education	4-24-81
Citizens League Statement on I-394	3-31-81
Statement on Budget & Property Tax Issues Facing the Governor and Legislature in 1981. Issued by Tax & Finance Force	3-31-81
Statement to the Minnesota State Legislature Regarding the University of Minnesota Hospitals Reconstruction Project	2-25-81
Toward a Better Understanding of Policy Choices in the Biennial State Budget. Issued by the Tax & Finance Task Force	1-28-81
Statement: Status Report on Spending-Tax Decision Facing the Governor and Legislature in 1981. Tax & Finance Task Force	12- 3-80
CL Statement to the Metropolitan Health Board, Concerning the Rebuilding Proposal of University Hospitals	12-19-80
CL Statement on Three Proposed Amendments to the Minnesota Constitution	8-20-80
CL Statement to the Metro Health Board RE Phase III of the Metromolitan Hospital Plan about Hospitals	7-31-80

CL PUBLICATIONS  
ORDER FORM

REPORTS

MEMBERS

NON-MEMBERS

1st Copy		FREE	\$ 10.00
2nd - 10th	\$	5.00	\$ 9.00
11th & more	\$	4.00	\$ 8.00

PUBLIC AFFAIRS DIRECTORY

1st Copy	\$	5.00	\$ 10.00
2nd - 10th	\$	3.00	\$ 5.00
11th & more	\$	2.00	\$ 4.00

MN JOURNAL SUBSCRIPTION

22 Issues per year		FREE	\$ 40.00
--------------------	--	------	----------

Corporate Discount for Additional Subscriptions - \$20.00  
Back Issues - \$2.00

.....

CL PUBLICATIONS  
ORDER COUPON

Quantity	Publication	Cost
_____	_____	\$ _____
_____	_____	\$ _____
_____	_____	\$ _____
<u>Total Amount of Order</u> .....		\$ _____

Name: \_\_\_\_\_

Address: \_\_\_\_\_

City: \_\_\_\_\_ State: \_\_\_\_\_ Zip \_\_\_\_\_

Phone: \_\_\_\_\_

Make checks payable to Citizens League and mail this form to:  
84 South 6th Street  
Room 530  
Minneapolis, MN 55402

## WHAT THE CITIZENS LEAGUE IS

The Citizens League has been an active and effective public affairs education and research organization in the Twin Cities metropolitan area since 1952.

Volunteer research committees of the Citizens League develop reports which identify the issues, report findings and conclusions on what needs to be accomplished, and propose specific workable solutions. Recommendations in these reports often become law.

Over the years, the League's reports have been a reliable source of information for governmental officials, community leaders, and citizens concerned with issues of our area.

The League is dependent upon the support of individual memberships and contributions from businesses, foundations and other organizations throughout the metropolitan area.

You are invited to join the League, or, if already a member, invite a friend to join. An application blank is provided for your convenience.

### OFFICERS (1985-86)

President  
Thomas H. Swain  
Vice Presidents  
Jean King  
Susan Laine  
LuVerne M. Molberg  
Fred H. Speece, Jr.  
Secretary  
Ray H. Harris  
Treasurer  
Peter Vanderpoel

### STAFF

Executive Director  
Curtis Johnson  
Associate Director  
Paul Gilje  
Research Associates  
Robert de la Vega  
Jody Hauer  
Laura Jenkins  
Marina Lyon  
Office Manager  
Deborah Loon  
Support Staff  
Alison Crane  
Donna Keller  
Joann Latulippe  
Catherine Seltz

### DIRECTORS (1985-86)

John S. Adams  
Kenneth J. Andersen  
Lorraine O. Berman  
Willis K. Bright, Jr.  
Ronnie Brooks  
Harold Chucker  
Gordon Donhowe  
Kent E. Eklund  
Robert Erickson  
Scotty Gillette  
David Graven  
John G. Hoeschler  
Terry Hoffman  
Sally Hofmeister  
Robbin S. Johnson  
Ted Kolderie  
Barbara L. Lukermann  
Dean A. Lund  
Susan C. McCloskey  
Allan E. Mulligan  
Joseph Nathan  
Gregory Peterson  
John A. Rollwagen  
Steven M. Rothschild  
Allen I. Saeks  
Emily Anne Staples  
Margo D. Stark  
Parker Trostel  
Lois Yellowthunder

### PAST PRESIDENTS

Charles S. Bellows  
Francis M. Boddy  
Allan R. Boyce  
Charles H. Clay  
Eleanor Colborn  
Rollin H. Crawford  
Waite D. Durfee  
John F. Finn  
Richard J. FitzGerald  
\* Walter S. Harris, Jr.  
Peter A. Heegaard  
James L. Hetland, Jr.  
B. Kristine Johnson  
Jean King  
Stuart W. Leck, Sr.  
Greer E. Lockhart  
John W. Mooty  
Arthur Naftalin  
Charles A. Neerland  
Norman L. Newhall, Jr.  
Wayne H. Olson  
\* Leslie C. Park  
Malcolm G. Pfunder  
Wayne G. Popham  
James R. Pratt  
Leonard F. Ramberg  
John A. Rollwagen  
Charles T. Silverson  
Archibald Spencer  
Frank Walters  
\* John W. Windhorst

\*Deceased



Mail to:  Home  Office

\_\_\_\_\_  
Name Telephone

\_\_\_\_\_  
Address

\_\_\_\_\_  
City State Zip

\_\_\_\_\_  
Employer Telephone

\_\_\_\_\_  
Position

Employer's Address

	YES	NO
My company has a matching gift program	<input type="checkbox"/>	<input type="checkbox"/>
My form is enclosed	<input type="checkbox"/>	<input type="checkbox"/>

**Spouse Information**

\_\_\_\_\_  
Spouse's Name

\_\_\_\_\_  
Spouse's Employer

\_\_\_\_\_  
Position Telephone

\_\_\_\_\_  
Employer's Address

**MEMBERSHIP APPLICATION**

CL Membership suggested by \_\_\_\_\_

My tax-deductible dues contribution will be:

- SUSTAINING \$500 or more.....
- SUPPORTING \$200-499.....
- CONTRIBUTING \$75-199.....
- \*FAMILY \$40.....
- INDIVIDUAL \$30.....
- FULL-TIME STUDENT \$20.....
- BUSINESS \$150.....

\*Family Membership Complete Back Side

Includes one-year subscription(\$20) to the  
Minnesota Journal, students half price.

Family membership entitled to a second JOURNAL. Please  
designate name and address to which it should be sent.

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

*Through the Citizens League, thousands of metropolitan citizens  
and businesses play a constructive role in dealing with the public  
issues our community faces.*

**RESEARCH and  
REPORTS**

- Citizen committee research and debate develops new policy ideas which often become law.
- Experts equip the committees with facts and judgments.
- Comprehensive reports make the rounds, inform the public and frequently shape the debates.

**PUBLICATIONS**

- *Minnesota Journal* – twenty-two issues of engaging public affairs news, analysis and commentary — news you can't find anywhere else.
- *CL Matters* – an update of the League's community activities, meetings and progress on issues.
- *Public Affairs Directory* – a listing of agencies, organizations and officials involved in the making of public policy.

**ACTION and  
IMPLEMENTATION**

- Citizens communicate the League's work to the community and public officials, precipitate further work on the issues and get things to happen.

**LEADERSHIP  
BREAKFASTS**

- Public officials and community leaders meet with League members in locations throughout the metropolitan area to discuss timely issues.

**SEMINARS**

- Single-evening meetings offer debate and education covering pending public issues — an opportunity to become fully informed about and have an impact on issues that affect you.

**INFORMATION  
RESOURCES**

- A clearinghouse for metropolitan public affairs information and a resource of educational materials and speakers for the community.



*Public affairs  
research and education  
in the Minneapolis-Saint Paul  
metropolitan area*

Nonprofit Org.  
U. S. POSTAGE  
**PAID**  
Minneapolis, Minn.  
Permit No. 414

---

**Citizens League**

*84 South 6th Street  
Minneapolis, Minnesota 55402  
Telephone (612) 338-0791*