

CITIZENS LEAGUE REPORT

No. 183

**Hennepin County  
Need for a uniform Merit  
Personnel System**

**May 1965**

Citizens League  
545 Mobil Oil Building  
Minneapolis, Minnesota 55402

183

TO: Board of Directors

FROM: Merit System Review Committee, John Pulver, Chairman

SUBJECT: Need for a Uniform Merit Personnel System for Hennepin County and  
Consideration of the Proposed County Personnel Bill

FINDINGS AND RECOMMENDATIONS

1. Hennepin County government, with about 2,800 employees, is one of the few urban counties outside of the South with no uniform merit or civil service personnel administration system covering all employees. However, approximately 63% of county employees are currently covered by two separate merit personnel plans, one for welfare employees, and one for employees under the County Board.

Three other areas of county government covering most of the rest of the employees, the two courts and the independent elected officials' offices, operate independently and according to whatever personnel practices their elected heads may choose to set up for the separate offices, courts or departments under their control.

The elected heads of these units are responsible only to the Legislature which, in effect, performs the wage and salary administration function for these units by passing every two years on a long series of appropriations, each one covering a separate department, office, court or group of employees. There is little opportunity for the Legislature to review the departments or for the county officials or judges to explain their personnel problems to the Legislature. As a result, the Legislature generally pares down the legislative requests of the officials, judges and employee representatives, but grants an across-the-board percentage raise to all employees, with a set limit applicable to all. This continued practice has over the years played a great part in creating a chaotic, uncoordinated wage structure in many areas of county government, which may be characterized as very generous for the routine non-professional jobs, but insufficient to attract top quality persons to many of the professional and managerial jobs requiring special education and training.

2. In areas of county government not under existing merit personnel plans, especially in the departments of some of the independent elected county officials, the committee has found a wide departure from generally accepted sound standards of personnel administration in public employment. This is characterized, for example, by the following:

- No classification of jobs consistent with sound personnel practices.
- Unequal pay for equal jobs.
- Failure to equate wage scales with community patterns, with resulting excessive pay for some jobs and low pay for other jobs.
- No protection against inequitable treatment of employees in wage setting.

- . Same pay for jobs requiring different levels of training or competence.
- . Different hours, holidays and other employee benefits as between departments.
- . Insufficient personnel records in some departments.
- . Non-existent or insufficient written job specifications, rules or standards for job performance.
- . Different pay for identical jobs within a department.
- . Lack of incentives due to Legislature's policy on raises.
- . No competitive examinations on hiring.
- . No formal recruiting to fill vacancies.
- . No protection against nepotism, favoritism or political influence in hiring or promotion.
- . Transfers between departments difficult to meet changing personnel requirements.
- . No formal in-service training.
- . No job evaluation.
- . No formal personnel evaluation.
- . Raises justified on basis of what another official is paying, but little or no coordination on wage or classification matters between officials.

3. The committee believes that an overall uniform county merit personnel plan is long overdue and sorely needed for Hennepin County.

4. The committee has studied the proposed bill before the Legislature and believes it meets the accepted standards of a desirable merit system. It is "flexible" enough to provide a sound basis, if well administered, for an upgrading of the county public service and for attraction to public employment of qualified professional, technical and other personnel. The plan appears to overcome the shortcomings generally ascribed to civil service plans which are "too rigid". We urge the Legislature to enact the proposed bill (H.F. 1839) this session as a vitally necessary and overdue reform of Hennepin County government.

5. The committee has several specific observations on certain parts of the bill and suggestions for changes, as follows:

- a) The suggestion of the District Judges to amend the proposed law so that they, rather than the Personnel Board, could set salary and wage schedules within the Department of Court Services should not be followed. Such amendment would open the way for other

similar exceptions to be made in the law for other officials and would result in rendering the plan ineffective with regard to one of its main purposes -- encouragement of a uniform system of treatment of all county employees within a framework flexible enough to provide for the unique needs of the various departments (see Sec. 4, Subd. 2b, of the proposed bill).

- b) To meet the special needs of many of the areas of county government for professionally-trained or especially experienced persons, a flexible "rule of three" on personnel hiring must be maintained, with close attention paid by the Personnel Director and Personnel Board to the special needs of departments. Support for the bill on the part of the County Attorney, Director of Court Services, Hospital Administrator and others is predicated on their confidence that this flexibility will exist. Opposition to the bill on the part of the Probate Judge, Sheriff and others is based primarily on their fear that special personnel needs within their areas may not be met under the plan. The committee is confident that the plan as now proposed, with sound professional administration, will work well in this regard. However, we oppose any move to amend the proposed bill with regard to a flexible "rule of three" (see Sec. 4, Subd. 2a(4) ).
- c) The committee objects to inclusion in the law of a provision that the three-man personnel board shall include "representatives of management and labor" (Sec. 3, Subd. 1), and recommends that this language be stricken as too restrictive and as a cause for possible future bickering. If the Legislature wishes to retain this language, we suggest, in the alternative, that the size of this board might be increased to five persons.

We have every confidence that any County Board with the interests of sound public personnel administration in mind will very carefully weigh the legitimate interests of the public, of employees, of the elected and appointed officials and others, in making appointments to the Personnel Board. We are also confident that maintaining the confidence of all affected groups will be uppermost in the minds of Personnel Board members and of any Personnel Director they may appoint. Sound and impartial administration of the personnel plan is essential to its effectiveness and to its ultimate acceptance by county employees, officers and the public.

- d) We recommend that provision be made in the law (Sec. 4, Subd. 2a) for due notice to all officials, department heads and employees of all rules for the classified service or proposed rule changes. In this regard, we note that the law is not scheduled to go into effect under the proposal until January 2, 1967, so that there should be ample time for consultation between all affected persons.
- e) We suggest that, if the effective date of the law is set as now proposed, as of January 2, 1967, the County Board as soon as practicable appoint the Personnel Board and that the Personnel Director be appointed by the Personnel Board as soon as possible

thereafter. This would allow for changeover to the new plan being accomplished smoothly and with sufficient time for the Personnel Board and Director to work with all affected officials and employees to plan for the changeover.

- f) We recommend that a provision be added to the law as a new Section 4, Subd. 2a(11), providing for the rules for the classified service to be adopted by the Personnel Board to include rules: "Governing employee participation in political activity."
- g) In Sec. 4, Subd. 2a(1), Line 4, we suggest that an added consideration on employment, "medical condition", be added so that the listed factors shall read "age, qualifications, residence, sex, or physical or medical condition." Medical condition is a generally accepted criterion and should be included.
- h) The title of Section 9 of the bill "Classification of Employees" should be changed to read "Classification of Positions".
- i) The Legislature should consider providing in the bill for a rule to be adopted by the Personnel Board governing leaves of absence for persons in the classified service to accept appointments in the unclassified service. Many personnel plans give protection for such persons by providing that they may return to the classified service without loss of rights or benefits by virtue of their having accepted appointment in the unclassified service.
- j) The Legislature should consider specific provision in the bill for public notice of the holding of competitive examinations. Many model plans so provide.
- k) The committee believes that the proposed veterans preference provisions are vastly superior to the existing rigid veterans preference in county government which in some departments has made it virtually impossible for a non-veteran to gain promotion. The bill would allow for veterans preference on hiring, but not on promotions, where job performance, seniority and other factors would govern.
- l) While the committee understands the difficulties involved in providing for a mandatory age 65 retirement in county government because of the great number of county employees who are over 65 in age, we believe that the existing situation of no retirement age for county employment is unsatisfactory and that the proposed bill's provisions for a gradual cutback to age 65 are fair and desirable.

### SCOPE OF REPORT

The Citizens League Board directed our committee to consider the need for a uniform personnel system for Hennepin County and specifically to study the legislative proposal of the Hennepin County Board of Commissioners for establishing a uniform county-wide personnel system on a merit basis. The Committee has met nine times, three of the meetings at long, night sessions.

Persons who have appeared before our committee have included: Ed Ryan, Hennepin County Sheriff; Melvin J. Peterson, Probate Court Judge; George A. Totten, Jr., County Treasurer; Henry Grabow, Deputy Clerk, District Court; O. J. Kaasa, Deputy Treasurer; John Hanson, Hennepin County Personnel Director; Stanley Cowle, County Budget and Purchasing Office; Robert Janes, Chairman, County Board; Jack Provo, County Commissioner; Owen B. Stubben, General Hospital Administrator; George M. Scott, County Attorney; Douglas K. Amdahl, District Judge; Donald Mead, Assistant Administrator, Ramsey County Civil Service Commission; and James Allen, Assistant Director of Court Services.

In addition, the committee sent a questionnaire (Exhibit X at the back of this report) to all elected and appointed county officials, to judges of both courts, and to business representatives of county employees and received a number of written responses, including letters from Ben K. Allison, Register of Deeds, Philip C. Schmidt, Clerk of District Court, and Paul W. Keve, Director of Court Services. Several committee members visited departments of county government and discussed personnel problems with department heads. In addition to the appearance by the Ramsey County Assistant Civil Service Administrator, the staff has reviewed the St. Louis County plan, the State of Minnesota Civil Service Rules, the Hennepin County Plan in effect now for employees under the jurisdiction of the County Board, and several "model" personnel plans.

The committee has studied sections of the 1965 Hennepin County budget and of the salary and appropriation bill of the departments not under the jurisdiction of the County Board, and related material.

Members who participated in the committee's work include: John W. Pulver, Chairman; Raymond Black, Robert Burton, Loren Cahlander, Robert Chapman, Mrs. John Coe, Dennis Dunne, James Fritze, Glen Galles, Robert Holtze, James Jorgenson, Vernon Kowalsky, Gerald Larson, L. Edmund Leipold, Tom Maetzold, Daniel McCoy, Charles Nungesser, Donald Peddie, Robert Porter, Robert Proctor, John Savage, Prof. Lloyd M. Short, and Harry Sutton. The committee includes several persons who are personnel administrators in government as well as personnel experts in the private sector.

### HISTORY, BACKGROUND AND RECENT DEVELOPMENTS

Hennepin County government in 1965 remains almost alone of the large urban counties outside of the South with no centralized, uniform county-wide personnel plan. Both St. Louis County (Duluth) and Ramsey County (St. Paul) instituted county civil service early in the second world war, but there was sufficient opposition among elected officials and legislators in Hennepin County to prevent enactment for Hennepin County of the rather rigid civil service plans envisioned in the legislation for the other two major counties of the state. So personnel administration for Hennepin County was left unchanged, which meant that there was no personnel administration

except to the extent the various separate elected officials and judges in the county chose to set up rules, regulations or standards for employment within their own departments or jurisdictions.

One change, however, was made. The independent elected officials (who are now the Attorney, Auditor, Clerk of District Court, Probate Judge, Court Commissioner, Sheriff, Superintendent of Schools, Register of Deeds, and Treasurer) formed a commission and commenced the practice of requesting their biennial appropriations from the Legislature together in the form of a joint salary request bill (Exhibit IX at the back of this report) consisting of lump sum amounts requested for each separate department, plus a section providing for across-the-board yearly percentage pay hikes for all employees with minimum and maximum dollar amount limits set to cover all employees, from the most junior steno right up to the top department deputy.

According to the officials, they generally endorse the unions' legislative request (for example, on December 22, 1964, they okayed the request contained in Sec. 3, Subd. 1 of Exhibit IX) and leave it to the union business agents to negotiate the employees' raises with the Legislature. The officials themselves send simple statements to the Legislature covering requests for new positions and make brief appearances before the county legislators to answer questions. The salary requests for the elected officials themselves are included in a separate bill.

This, then, remains the salary and wage administration aspect of personnel administration in county government as far as the independent elected officials are concerned. The practice is quite similar for the courts with minor variants. District Court judges' salaries are set statewide with a fixed override of \$1,500 for Hennepin County. The judges themselves lobby their pay bills, requests for additional judges, and, in the case of Hennepin, the bill for the 230-man, fast-growing Department of Court Services (non-court functions under the judges). District Court reporters, while employed by the judges, have their own statewide lobby, but Municipal Court reporters for Hennepin lobby their own bill as does the Clerk of Municipal Court and the Municipal Court Probation Department, with the aid of union representatives. The Municipal Court judges handle their own bills, usually, as in the case of District Court, with the aid of the Bar Association.

The net result of this process is a series of special bills presented to the county legislators. For example, excluding all special Minneapolis city bills but including special bills for the courts, the list this year of some of the special bills includes:

- . Municipal Court, clerks.
- . Court Reporters, Municipal Court.
- . Compensation of Municipal Judges.
- . Elected Officials, Appropriation and Raises.
- . Elected Officials, Salaries.
- . District Court Clerks.
- . Municipal Court Probation Officers.
- . Contracting for warrant service.
- . Probate Court, fee for filing wills.
- . Probate Court, fee for copies of records.
- . County, fixing time of payrolls, 24 or 26 annually.
- . County, to provide hospital and medical care for retired employees.

- . District Court, assignment clerk budget (clerks under judges, not Clerk of District Court).
- . District Court, allowing new judge for domestic relations.
- . District Court Probation Officers.
- . County Municipal Court, law changes.
- . District Court law clerk's salary.
- . Law Clerk for District Court Judge of Domestic Relations.

The above-described situation covers three of the six personnel groups in existing county government--the District Court, the County Municipal Court, and the "Salary, Tenure and Classification Commission" (the independent elected officials). The other three groups are the County Library, County Welfare, and the County Board System.

The 1963 Legislature enacted two major laws affecting Hennepin County government: One transferred General Hospital with its 800-plus personnel to county jurisdiction.

The second created a unified County Municipal Court to replace all the existing municipal and justice courts in the county as of January 1, 1965. The new court with 100-plus personnel became a new branch of county government, but, insofar as relationship to the Legislature is concerned, it continues in the manner described.

Addition of the hospital brought the number of county employees under the County Board of Commissioners to about 1,232. The hospital employees, while under Minneapolis city government, had the protection of civil service. With the transfer, the time seemed overdue to create some form of county personnel system, at least to the extent it might be possible to do so for the County Board employees by action of the County Board. Accordingly, as a result of extensive work in the fall of 1963 by the County Board and its staff, the incoming hospital administrator and others, the Board in December, 1963, unanimously adopted the following resolution:

"Whereas this Board has determined that it is for the best interest of the County that a uniform set of rules and regulations governing conditions of employment for employees be enacted and that the compensation of salaried county employees be based on a merit longevity system and that the system of grade numbers, salary ranges and classifications for each position in the Budget & Purchasing Department, Central Mobile Equipment Division, Chest Clinic, General Hospital, Highway Department, Lake Improvement, Land Department and Property Rental Division, Noxious Weeds, Remonumentation, Supervisor of Assessments, Veterans Service Office and Water Patrol be adopted as hereto attached.

"NOW THEREFORE BE IT RESOLVED, That the attached schedule setting forth:

- (1) Rules and regulations governing conditions of employment;
- (2) Hourly employees classification and pay rates;
- (3) Classification and salary grade number assignments, including the salary ranges listed therein together with the increment and longevity schedule procedures hereto attached, be adopted effective as of January 1, 1964;

"AND BE IT FURTHER RESOLVED, That this Board commit itself to the continuation of a policy to adjust all salaries and wages to reflect the community pattern for each respective classification."

This existing "Hennepin County Personnel Plan" now covering approximately 1,250 of the 2,800 total Hennepin County employees forms the basis or starting point for the proposed 1965 legislation for a uniform county merit personnel plan to cover all county employees.

It should be noted that this existing County Board personnel merit plan can be overturned at any time on the vote of any three County Commissioners. While the existing Board members all support the existing plan for County Board personnel, another Board might easily abolish or materially revise the plan. To this extent, then, the rights and job protection of almost 1,250 county employees can depend on the outcome of an election.

This existing personnel plan consists of a 55-page document including classification and salary schedules and sections outlining all aspects of personnel administration including hiring, probation, transfers, hours, separation, rules of conduct, appeals procedures, grievance procedures and other matters.

It was reported to our committee that the transition to this plan was accomplished with a minimum of trouble, and very few appeals or complaints as to the classification system established under the plan.

In late January, 1965, the newly-elected members of the Hennepin County Board of Commissioners proposed enactment at the 1965 session of legislation establishing a uniform merit personnel system to cover all six existing county personnel jurisdictions, and all 2,776 county employees. On short notice the Commissioners called a hearing - on February 3, 1965 - on their proposed 27-page bill. All officials, elected and appointed, judges and union business representatives were invited to respond to the proposal. At the hearing, reaction to the proposal was mixed, with support for the measure given by several appointed officials (of the County Board and judges) and opposition voiced by various elected officials. Suggestions from County Attorney George Scott, who generally supports the measure, and others were then incorporated into a new draft of the proposal circulated by the County Board on February 5 to interested parties along with a notice of a second hearing February 10. At that hearing County Treasurer George Totten severely criticized the County Commissioners and their staff for proposing the bill, and recommended that, under any plan to be proposed, the independently elected county officials should have an equal voice with the County Board with respect to the following key aspects of the proposed personnel plan:

- . Appointment of the proposed personnel board and personnel director.
- . Approval of the classification plan and of any salaries and wages plan.
- . Approval of rules to be established under the plan.

Additional private meetings were held between the Commissioners and elected officials at which no agreement was reached. The elected officials, who represent about 18% of county employees, with some exceptions generally oppose the bill although they say they favor the idea of more uniformity in county personnel practices. The District Court judges, who represent over 10% of county employees, by a split vote favor the bill but wish to have it amended so that they would have the final say in

salary-setting for employees of the Department of Court Services in the event they disagreed with the personnel board on this matter. Paul Keve, Director of Court Services under the judges, and Owen Stubben, Hospital Administrator, both strongly support the bill. The County Municipal Court bench has not taken a stand on the bill, as of this writing.

Although all segments have not taken a position, labor, following negotiations between the Commissioners and District Council 3 representing most of the organized employees in county government, is backing the bill with various changes which have been made and which will be described in another section of this report. This support also follows recent adoption by the County Board of the following resolution:

"WHEREAS, This Board has submitted to the Minnesota State Legislature a Bill for an Act designed to create a uniform personnel system for all Hennepin County employees, and

"WHEREAS, Groups of employees have solicited assurance on the implementation of the statute once passed,

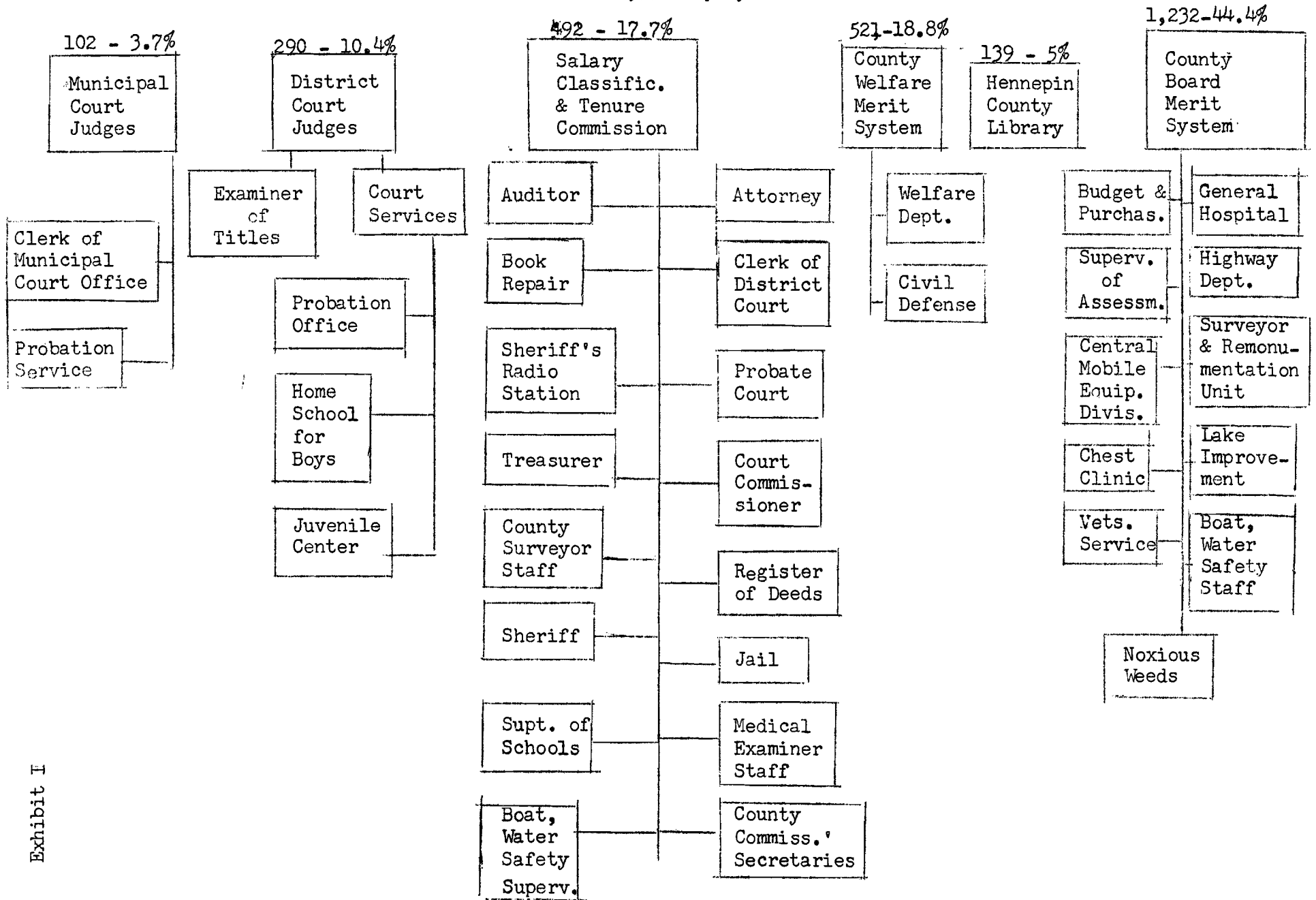
"NOW THEREFORE BE IT RESOLVED, That this Board acknowledge the following:

- (1) The longevity formula or comparable benefits enjoyed by county employees be retained.
- (2) Three persons when available shall be referred to department heads when vacancies occur with waiver only in extreme and unusual conditions subject to unanimous consent of the Personnel Board.
- (3) Periods of probation shall not exceed six months with waiver for specific classes subject to unanimous consent of the Personnel Board.
- (4) Examinations shall be competitive and standardized.
- (5) Recognition of unions as representatives of county employees belonging to the respective union organizations shall be acknowledged.
- (6) Establish reasonable requirements with respect to citizenship and residence, and,

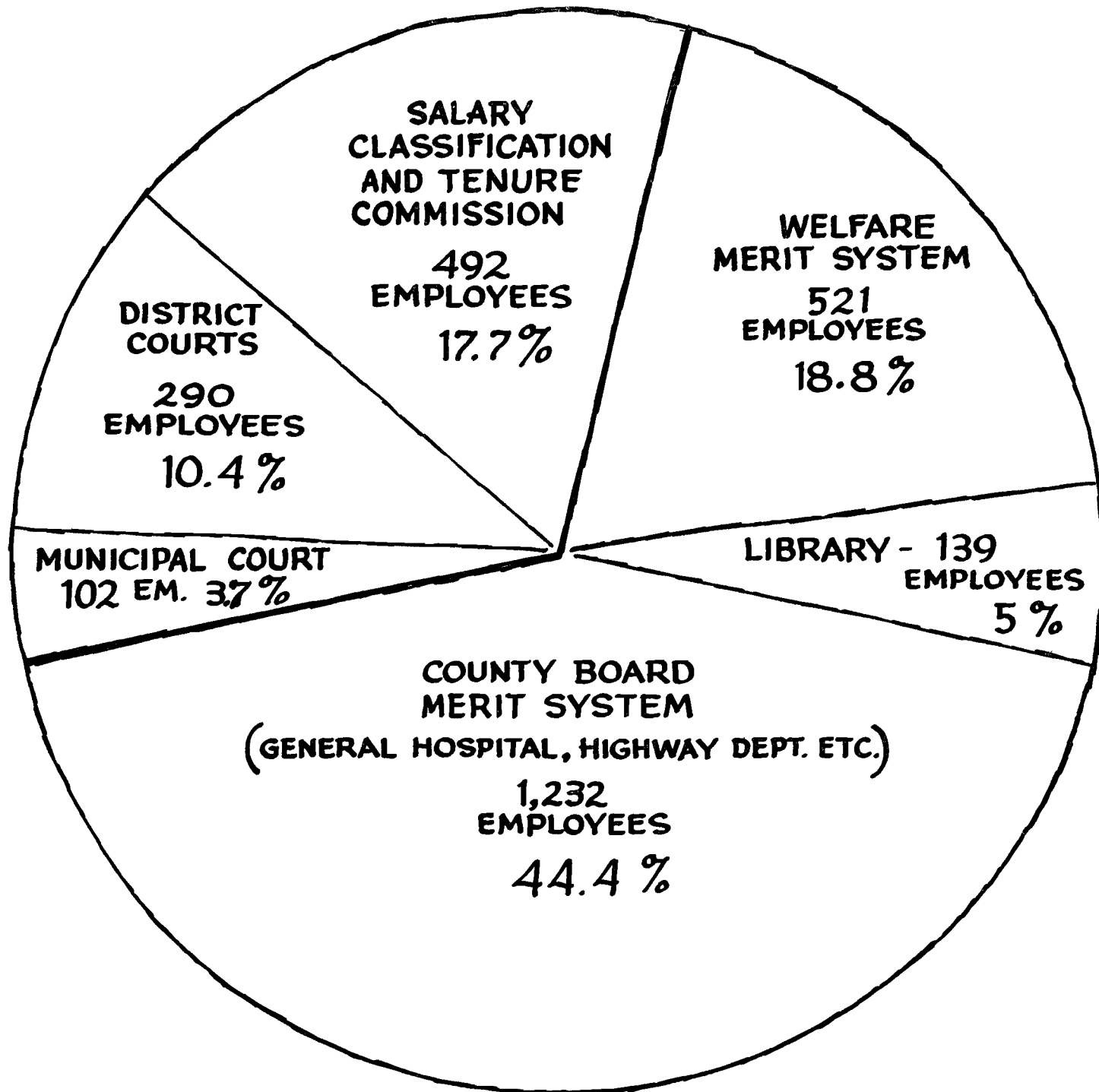
"BE IT FURTHER RESOLVED, That the Board will request an opinion of the County Attorney clarifying the right of appeal to the District Court on the part of an employee or his representative."

In the Legislature, Hennepin County delegation support for a bill requires virtual unanimity on the part of all 26 members in the House and of the 13 county senators in the upper chamber. Such support appears unlikely especially in the House where opposition has been voiced by several veteran legislators traditionally close to the independent elected county officials who oppose the bill. The bill has,

HENNEPIN COUNTY PERSONNEL JURISDICTIONS  
TOTAL - 2,776 Employees



**HENNEPIN COUNTY PERSONNEL JURISDICTIONS**  
**2,776 EMPLOYEES**



however, been introduced in both the House and Senate and is being heard in committee. Opposition from the statewide lobbies of the county treasurers, sheriffs, etc. would present difficult obstacles for the bill.

#### PREVIOUS CITIZENS LEAGUE REPORTS

The Citizens League, prior to undertaking this study, has never specifically studied the question of personnel system needs in county government. A number of recent Citizens League reports, however, have commented adversely on and made recommendations concerning the fragmentation of authority in county government. For example, a November, 1964, report on County Home Rule noted the existence of a proliferation of different personnel arrangements in county government and said:

"As a result, salary schedules, numbers of holidays, and even the working hours of county employees are different in the various personnel systems. For example, the County Board employees work a 40-hour week, the welfare and court services employees operate on a 38 3/4 hour week, and the employees of some of the independent officials work a 35-hour week. Thus, some county offices close earlier than others, leading to added confusion for the citizen who has business with the County government."

A January 13, 1965, report on the courts noted that it was difficult to effect reform in courtroom personnel because these personnel work for and are responsible to different independently elected judges and officials. The report recommended that the judges be given sole responsibility for utilization of all courtroom personnel and predicted "significant overall cost savings" and improved operation of the courts if suggested reforms were made.

The Citizens League has also recommended changes in the Veterans Preference Laws to improve the quality of public service (February 11, 1965) and issued other reports touching on operations and structure of county government and recommending certain specific changes in and extensive study of county government.

Our organization is therefore on record against existing fragmented authority in the county, believes that the existing structure often makes for inefficiency and excessive cost, and believes that reforms in county government are badly needed.

#### THE SIX SYSTEMS PROPOSED TO BE MERGED FOR UNIFORM PERSONNEL ADMINISTRATION

The January 1, 1965, numbers and percentages of county employees in the six systems are shown in Exhibit II. The systems are:

1. The personnel system operated by the County Board on a merit basis includes approximately 1,232 or 44% of all county employees with the largest number of persons working in the General Hospital and in the Highway Department.

2. The County Welfare Department with 521 employees represents approximately 19% of county employees and operates under a true merit system as required by the federal government in connection with federal programs administered by county welfare. This merit system is administered by state standards, and everyone in it from top to bottom is in the classified service.

3. The District Court with 290 employees represents about 10% of county employees and includes the 230-man Department of Court Services which is responsible to the elected district judges. This department includes personnel in Probation, at the County Home School for Boys, the Juvenile Detention Home, and personnel providing other services of the District Court such as domestic relations, etc. Minnesota Statutes, Chapter 487, set up operation of this department. A separate appropriation bill is passed each session to cover salaries of department employees for the biennium. A majority of the District Court judges set employees' salaries within the appropriation, hire and fire and determine personnel policy. Day-to-day personnel management is under the Director of Court Services who appears to have established sound hiring practices and personnel management.

4. The new County Municipal Court with 102 employees represents approximately 4% of county employees. Employees include those in a separate probation department and of the Municipal Court Clerk appointed by the Municipal Court judges.

5. The County Library system with 139 employees represents approximately 5% of county employees and is expected to grow quite rapidly. The County Library system, by contract between the County Board and the Minneapolis Library Board (acting as the County Library Board), is under the Minneapolis Library Board and the Minneapolis Librarian with a County Library Director reporting to the Minneapolis Librarian. The County Board on recommendation of the Library Board sets salaries for County Library employees. They are not, however, under the existing County Board merit plan.

6. The sixth system in operation in the county includes the employees of the independently elected county officials who are the County Attorney, the County Auditor, the County Register of Deeds, the Sheriff, the County Superintendent of Schools, the County Treasurer, the Clerk of District Court (not responsible to the Court), and the Probate Judge. This system with 492 employees representing approximately 18% of county employees is called the "Salary Classification and Tenure Commission".

As previously noted, the two courts and independent officials and the employee groups of these three jurisdictions go directly to the Legislature for authority to add positions and for all pay increases. The County Board, however, levies the taxes for these many departments and courts and provides for their operations. The County Board also levies taxes for the County Libraries and for County Welfare, for which it acts as the County Welfare Board with the Welfare Director reporting to it.

Other appointed officials under the County Board are the Hospital Administrator, Highway Administrator (post now vacant), the Supervisor of Assessments, the Veterans Service Officer, and the Surveyor and Medical Examiner, most of the employees of whom are still under the elected officials because the Legislature neglected to take appropriate action when it made the Medical Examiner's and Surveyor's posts appointive. This means that the pay for these positions is still set by the Legislature at the request of the elected officials and union representatives.

Similarly, the County Commissioners' secretaries' pay is set by the Legislature at the request of the County Auditor, reflecting the situation in rural counties, the needs of which govern county government law in Minnesota. In most counties the auditor provides the part-time county board with staff, a situation which is clearly inadequate in an urban county of nearly a million persons in which county board members serve nearly full-time and need considerable full-time staff of their own to adequately carry out their responsibilities.

The only centralized authority in Hennepin County is the Purchasing and Budgeting Office under a director responsible to the County Board. This office in effect provides professional assistance to the County Board, operates the data processing used for the General Hospital, Highway Department, and in connection with the County Municipal Court (but not the District Court), operates the County Board personnel merit system adopted in December, 1963, etc.

#### WHAT IS A "MERIT SYSTEM"?

A key feature of a merit plan is the classification of jobs. The classification of a job is based upon the duties and responsibilities of the job. First, the duties are classified by kind of work. For example, clerical, nursing, accounting, engineering, maintenance, law enforcement, etc. Secondly, the duties and responsibilities are evaluated or weighed to determine level within the kind of work. Classification factors used in determining the level of a job within the series include:

- (1) the importance of work decisions;
- (2) leadership and initiative required in completing work;
- (3) planning and analysis required to draw conclusions;
- (4) the level of personal contacts required in doing the job;
- (5) freedom to make decisions;
- (6) supervisory duties, if any;
- (7) supervision received, how detailed are instructions, the number of reviews of the work, etc.

Who classifies jobs? Under a merit plan the personnel department under a personnel director is responsible for classification subject to the authority and review of a personnel board which also hears appeals on job classification and other personnel matters.

The board establishes standards for use in classifying jobs. Job descriptions for each class of work are adopted, printed and available to employees (Exhibit III).

Under the existing County Board plan, work performed is divided into 190 classes. Each class designates a general area of duty and responsibility. Classification provides for consistency in salary determination, promotion and transfer. It establishes job standards and permits equal pay for equal work.

### Exhibit III

#### Example of Job Description under the Merit System Plan:

##### CLERK-STENOGRAPHER 1

KIND OF WORK: Routine clerical and stenographic work.

DIFFICULTY AND RESPONSIBILITY OF WORK: Dictation and transcription may vary in amount from fulltime to a relatively small but essential part of the work. Within the class, terminology used in the subject matter of the dictation may be technical provided that it is consistently within the same general field. Clerical work performed is routine, following detailed procedures and is reviewed when it involves independent decisions. Contact with the public may be involved where information given is general and non-technical. Supervision is not ordinarily exercised except over temporary personnel assigned to help in peak loads.

##### ESSENTIAL REQUIREMENTS OF WORK:

Working knowledge of shorthand or other method of taking dictation and ability to take sustained dictation at a satisfactory rate and transcribe it accurately on a typewriter.

Working knowledge of business English, spelling and commercial arithmetic.

Knowledge of office procedures, practices and equipment.

Ability to make simple computations and tabulations with reasonable speed and accuracy.

Ability to understand and carry out simple written and oral directions.

Ability to deal effectively with employees and the general public.

EXAMPLES OF WORK: (Illustrative only; indicates kinds of work performed in the class outlined above.)

Takes dictation and transcribes letters, reports, statements, memoranda and other material.

Types material from copy or rough draft, fills in forms and form letters with designated information.

Types invoices, files cards and other material not requiring the exercise of independent judgment without review.

Does simple clerical work such as filing, proof reading and checking, posting to simple records, applying simple formulae and doing other work of comparable level.

Performs related work as required.

##### MINIMUM QUALIFICATIONS:

High school graduation including courses in shorthand and typing.

Type 40 words per minute and take shorthand at 80 words per minute.

With the exception of a few jobs paid on an hourly basis, every job classification is assigned a pay grade. There is a specific pay range for each pay grade. When an employee begins work, he will be paid at the entrance salary for his pay grade. After completing six months of satisfactory employment, his salary will rise to the second step in his range. Thereafter, his operating department head will review his salary each year. If he feels that the employee is performing his job well, he will recommend further raises in pay. This is the "merit" aspect of the plan.

What are the benefits of job classification? It assures like pay for like work for all employees performing the same kinds and level of work. Other areas of personnel administration in which position classification provides useful tools are staffing, budgeting, wage and salary administration, recruiting, examining, transfers, promotional opportunities and training needs.

#### DESCRIPTION OF THE PROPOSED BILL

The bill as now proposed provides for the uniform merit system to go into operation on January 2, 1967. The plan would cover all areas and departments of county employment. The "classified service" includes those personnel specifically under the plan, and the "unclassified service" shall comprise: "a. Officers chosen by election or appointment to fill an elective office; b. Members of boards and commissions appointed by the county board; c. Medical residents, interns and students in training; d. Non-salaried attending medical staff; e. Special deputies serving without pay; f. Seasonal positions; g. Department heads appointed by the county board; h. Chief deputy or principal assistant and secretary for each elected official; i. Director of court services, examiner of titles and deputy examiners, court reporters, referees, clerk of municipal court and chief municipal court probation officer; and j. Other temporary judicial appointees performing a special function."

The bill also provides that any new positions created in county government shall be included in the classified service unless they are specifically placed in the unclassified service by virtue of the above-quoted provisions of the act.

The Personnel Board. This is a three-man board, "including representatives of management and labor," appointed by the Hennepin County Board of Commissioners to serve for staggered four-year terms. The Board members shall be paid as will be provided for by the County Board, and shall also receive payment for their out-of-pocket expenses. The Personnel Director shall serve as a non-voting secretary to the Board.

The Board shall meet at least once monthly. Its primary duties are listed as follows:

- . To frame rules for the classified service, by majority vote, for submission to the County Board, which may approve or reject, but not amend, such proposed rules. The act provides that the rules shall cover such subjects as requirements for employment (basic criteria listed), examinations, creation of eligibility lists, the filling of vacancies ("when available, not less than three candidates shall be certified"), probationary periods, provisional employment, transfers, promotions, suspensions, leaves, fringes and benefits, discharge and reduction.

- . To provide a salary and wage schedule for presentation to the County Board for its approval or rejection.
- . To conduct investigations and studies and make reports.
- . To hear and determine appeals brought to the Board.

The Personnel Director. The Personnel Director shall be appointed by the Personnel Board with the approval of the County Board. He shall be in the classified service, and subject to removal only under the provisions of the act. He shall administer the Personnel Department, working closely with the department heads and elected officials to provide an effective personnel program. His duties include:

- . Acting as secretary to the Personnel Board.
- . Preparation and recommendation of rules and administration of the rules, once they have been adopted and as they are amended.
- . Preparation of a classification plan in consultation with department heads and employees. The classification plan shall be effective upon approval of the Personnel Board. Periodic job audits shall be made to keep the plan current.
- . Preparation of a schedule of salary or wage rates for each class, grade or group of positions in the classified service. These schedules shall be approved by the Personnel Board and be submitted to the County Board for approval or rejection.
- . Establishing programs for in-service training and education of employees.
- . Holding of competitive examinations.
- . Certifying to department heads and officials the lists of persons eligible for employment to fill a vacancy.
- . Maintenance of records.
- . Establishing a system for checking payrolls to assure proper application of the salary and wage schedules.
- . Conducting investigations and making reports to the Personnel Board and/or the County Board.

The next sections of the act provide for the blanketing in with full protection of all existing job rights and benefits of all county employees included under the plan as of the date of commencement of the plan, with provision that no one shall suffer a cut in pay.

The next sections set out the requirements for classification and allocation of all positions in the classified service to classes under the classification plan, once it is adopted. Provision is made for appeals by officials and operating heads of departments from the classification plan. The allocation and re-allocation

provisions are set out with some specificity, and the grounds of appeal are specified as being non-conformity to provisions of the act or that the action of the Personnel Director was procured by fraud, coercion or other improper conduct by him or another party.

The act provides for the Personnel Director's certifying all payrolls in accordance with the provisions of the act.

Provisions are made for litigation by or against the Personnel Board, subpoena power, etc. A section is included prohibiting undue influence, improper disclosure of the information on records, deception in connection with applications for employment, solicitation of employees covered by the act, or threats or coercion in an attempt to try to force any employee to resign. Removal, reduction or suspension for religious, racial or political reasons is barred. Provision is set up for written charges to be made in any case of demotion or discharge. Hearings on these matters are provided for before the Personnel Board, with provisions for retroactive reinstatement, reduction of punishment, etc.

Provision is made for public hearing in all investigations by the Personnel Board, with reasonable notice to any accused person. Right of counsel or other representation is provided for in addition to the keeping of proper records of any such proceeding. Appeal to the District Court from a determination by the Personnel Board is specifically provided for.

The act includes provision for revision of the existing veterans preference law as it applies to Hennepin County employment, so that preference applies at the time of original employment in the county service, but does not apply in connection with promotions.

A mandatory age 65 retirement age is provided in the act, with the provision that employees may serve beyond this age until such time as they have attained minimum benefits under existing pension laws. However, for the first three years of the act's effectiveness persons shall not be retired at age 65, but rather at age 68 as of the end of the first year of the act's effect, age 67 the second year, age 66 the third year, and age 65 thereafter.

Discrimination for reasons of race, color, creed or national origin is prohibited. The County Board is authorized to provide the necessary funds for administration of the plan. Inconsistent acts are repealed, and the bill's effective date is set at January 2, 1967. To take effect, the act is subject to approval by majority vote of the County Board, as required by the "local consent" provision of the State Constitution.

## DISCUSSION

### Existing Lack of Uniformity in County Personnel Practices

In the course of our committee's study, the results of a lack of uniformity in county personnel administration have been brought to our attention. Some of these results and their implications are as follows:

1. Persons performing the same work in different areas of county government are paid according to significantly different salary scales. For example, Exhibit IV shows that the very standard job of key punch operator, of which quite a

## Exhibit IV

SOME SALARY COMPARISONS FROM 1965 COUNTY BUDGET

| <u>C O U N T Y   B O A R D</u> |                              | <u>INDEPENDENT ELECTED OFFICIALS</u>            |                              |
|--------------------------------|------------------------------|---|------------------------------|
| <u>Classifications</u>         | <u>1965<br/>Salary Range</u> | <u>Representative<br/>Comparative Positions</u> | <u>1965<br/>Actual Rates</u> |
| Chief of Party                 | \$533-636                    | Party Chief (Surv.)                             | \$602-643                    |
| Clerk I                        | 285-341                      | Clerk (P.C.)                                    | 300-435                      |
|                                |                              | Vault Clerk (C. Aud.)                           | 498                          |
|                                |                              | Clerk (M.E.)                                    | 554                          |
| Clerk-Steno I                  | 312-373                      | Clerk (C.C.)                                    | 552                          |
| Clerk-Typist I                 | 303-362                      | Typist (R.D.)                                   | 428-436                      |
|                                |                              | Clerk-Typist (R.D.)                             | 428                          |
| Instrumentman                  | 533-636                      | Instrumentman (Surv.)                           | 606                          |
| Key Punch Operator I           | 321-384                      | Key Punch Operator (C. Aud.)                    | 400-420                      |
|                                |                              | Key Punch Operator (T.)                         | 425-435                      |
| Redman - Chairman              | 487-582                      | Redman (Surv.)                                  | 571-590                      |
| Water Patrol Deputy            | 487-582                      | General Deputy (S.)                             | 505-573                      |
| Clerk-Steno II                 | 373-446                      | Stenographer (Co. Bd.)                          | 504                          |
|                                |                              | Stenographer (C.A.)                             | 368-560                      |
| Clerk-Steno III                | 433-517                      | Office Secretary (S.S.)                         | 501                          |
| Clerk-Typist II                | 362-433                      | Clerk Typist (P.C.)                             | 435-448                      |
|                                |                              | Steno-Clerk (C.C.)                              | 345-555                      |
|                                |                              | Senior Typist (R.D.)                            | 436-464                      |
| Clerk Typist III               | 433-517                      | Secretary (M.E.)                                | 593                          |
|                                |                              | Torrens Clerk (Surv.)                           | 550                          |
| Clerk II                       | 357-420                      | Statistics Clerk (S.S.)                         | 420                          |
| Clerk III                      | 433-517                      | Statistics Supervisor (S.S.)                    | 598                          |
| Administrative Secretary       | 502-599                      | Executive Secretary (C.A.)                      | 668                          |
|                                |                              | Secretary (C. Aud.)                             | 601                          |
| Account Clerk I                | 341-408                      | Jr. Account Clerk (C. Aud.)                     | 487-504                      |
| Account Clerk II               | 433-517                      | Senior Account Clerk (C. Aud.)                  | 514                          |

number are employed in county government, are paid within a set range of \$321 to \$384 by the County Board, but are actually paid between \$400 and \$420 by the County Auditor, and between \$425 and \$435 by the County Treasurer this year, before any raises which might be granted by the Legislature. Similarly, totally comparable clerical positions are paid according to widely differing ranges.

Among other things, this makes for poor morale among county employees when they realize that persons doing the same work as they are doing are being paid at a higher scale. It would also appear, at least for these standard jobs, the pay scales for which can be easily compared with those in private employment, that no attempt is being made by the independent elected officials, or the Legislature, to equate salary ranges for these positions with those existing in private employment.

2. With each of the elected officials and courts in effect being left to decide for themselves what personnel practices, if any, they will institute, a great divergence exists in various parts of county government. Many of the departments, based on a study of the county budget, make little or no effort to classify the positions in their departments according to acceptable personnel standards. Accordingly, one finds the situation in which in some departments each man has in effect a job title of his own and there is only the one man serving in that category. This means that within such departments there are an unmanageable number of job titles and there is maximum opportunity for inequity to exist with regard to salaries. In effect, an official is free to set the salary range for each man as he sees fit.

Examples of workable and unworkable job classifications are shown as Exhibits V and VI. Exhibit V covering the Mobile Equipment Division under the County Board shows an orderly system of classification of jobs and related pay scales. Exhibit VI, the County Treasurer's Department, shows essentially an unclassified situation with 22 job titles for 35 positions, excluding those of the Treasurer and his deputy.

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Exhibit V                      HENNEPIN COUNTY CENTRAL MOBILE EQUIPMENT DIVISION  
POSITIONS AND SALARIES—1965

| <u>Number<br/>Authorized</u> | <u>Class Title</u>                                    | <u>Salary</u> | <u>Budget<br/>1965</u> |
|------------------------------|---|---------------|------------------------|
| 1                            | Superintendent . . . . .                              | \$906-1083    |                        |
| 1                            | Shop Foreman . . . . .                                | 675-782       |                        |
| 1                            | Assistant Shop Foreman . . . . .                      | 636-759       |                        |
| 1                            | Chief Mechanic . . . . .                              | 3.95 hr.      |                        |
| 12                           | Mechanic 2 . . . . .                                  | 3.76 hr.      |                        |
| 3                            | Mechanic 1 . . . . .                                  | 3.33 hr.      |                        |
| 1                            | Stores Supervisor . . . . .                           | 533-636       |                        |
| 1                            | Cost Clerk . . . . .                                  | 502-599       |                        |
| 3                            | Laborer . . . . .                                     | 3.08 hr.      |                        |
| 4                            | Janitor-Watchman . . . . .                            | 2.86 hr.      |                        |
| <u>1</u>                     | Plant Maintenance Engineer . . . . .                  | 565-675       |                        |
| 29                           | Total Authorized Positions . . . . .                  |               | \$ 231,374             |
|                              | Overtime . . . . .                                    |               | 6,000                  |
| <u>29</u>                    | Total Positions & Salaries-Central Mobile Equip. Div. |               | <u>\$ 237,374</u>      |

Source: 1965 County Budget

## Exhibit VI

HENNEPIN COUNTY TREASURER  
POSITIONS AND SALARIES--1965

| <u>Number</u><br><u>Authorized</u> | <u>Class Title</u>                                     | <u>Salary</u> | <u>Budget</u><br><u>1965</u> |
|------------------------------------|--|---------------|------------------------------|
| 1                                  | Treasurer . . . . .                                    | \$11,650 Yr.  |                              |
| 1                                  | Chief Deputy. . . . .                                  | 757-910       |                              |
| 1                                  | Chief Settlement Clerk . . . . .                       | 570-689       |                              |
| 2                                  | Assistant Settlement Clerk . . . . .                   | 434-519       |                              |
| 1                                  | Ass't. Settlement Clerk & Safety Deposit Clerk         | 519-621       |                              |
| 1                                  | Accountant. . . . .                                    | 519-621       |                              |
| 1                                  | Mortgage Tax Supervisor . . . . .                      | 570-689       |                              |
| 2                                  | Mortgage Tax Deputy . . . . .                          | 434-621       |                              |
| 1                                  | Tabulating Supervisor . . . . .                        | 621-757       |                              |
| 1                                  | Tabulating Operator . . . . .                          | 468-570       |                              |
| 1                                  | Chief Tax Deputy . . . . .                             | 519-621       |                              |
| 5                                  | Tax Deputy . . . . .                                   | 434-570       |                              |
| 1                                  | Tax Deputy & Safety Deposit Box File. .                | 468-570       |                              |
| 3                                  | Cashier-Teller. . . . .                                | 434-519       |                              |
| 2                                  | Assistant Cashier . . . . .                            | 434-519       |                              |
| 1                                  | Mail Cashier. . . . .                                  | 366-434       |                              |
| 1                                  | Secretary . . . . .                                    | 468-570       |                              |
| 2                                  | Account Clerk . . . . .                                | 434-519       |                              |
| 1                                  | Bank Deposit Clerk. . . . .                            | 434-519       |                              |
| 1                                  | Refund Clerk . . . . .                                 | 434-519       |                              |
| 1                                  | Statement Supervisor. . . . .                          | 434-519       |                              |
| 1                                  | Mail Room Clerk . . . . .                              | 400-468       |                              |
| 3                                  | Junior Account Clerk. . . . .                          | 400-519       |                              |
| 2                                  | Key Punch Operator. . . . .                            | 366-434       |                              |
| 37                                 | Total Authorized Positions. . . . .                    |               | \$ 241,360                   |
| —                                  | Temporary Assistance & Other Salary Expenditures . . . |               | <u>29,340</u>                |
| <u>37</u>                          | Total Positions and Salaries - Treasurer               |               | \$ 270,700                   |

Source: 1965 County Budget

3. Employees under one job title, for example "Deputy Sheriff", are performing a wide variety of tasks, requiring apparently significantly different skills and training. Different persons with this same title and paid the same are performing clerical work, act as courtroom bailiffs, do patrol work, investigation, serve civil process, serve criminal and traffic warrants, and perform a variety of other duties.

4. There is a wide divergence between the practices in various departments as to such matters as hours of work, fringe benefits, record keeping, length of lunch hours, and related matters. Offices close at different times, making for public confusion and employee morale problems. The lack of any uniformity or a policy on the part of the independent elected officials as to severance pay matters has resulted, for example, according to County Attorney George Scott, in a recent situation in which a retired employee collected in excess of \$6,000 from the County for accrued vacation and sick leave, when his department was unable to produce records to counter his claim, and there was no set department policy. Quite often, Mr. Scott reported to us, employees have been paid over \$1,000 in severance pay on leaving one department to take another job with the county in a different department.

5. The failure on the part of the independent elected officials to set or enforce fixed salary ranges, and the nature of the across-the-board raises granted employees of the independent elected officials every two years by the Legislature results in a number of unsatisfactory situations. For example, in the Clerk of District Court's office a long-term employee is making \$1,500 more per year than her supervisor, who holds a significantly more responsible job. Much more serious is the tendency of this practice to result in a "pancaking" effect. All employees, regardless of the nature or responsibilities of their jobs, and regardless of their ability, are given percentage wage increases every year, with fixed minimums and maximums. This applies to everyone, from the top deputy or Assistant County Attorney on down to the most junior clerical worker. For example, if the current request before the State Legislature of the independent elected officials was granted, and the same request was granted in two subsequent sessions, we have computed below what the effect would be over a six-year period for a clerical worker and for a professional worker in departments affected by this practice. The figures are as follows:

Exhibit VII

EFFECT OF PROPOSAL OF INDEPENDENT  
ELECTED OFFICIALS TO 1965 STATE LEGISLATURE

Proposal: 7% each year with \$30 minimum and \$40 maximum, first year, and \$25 minimum and \$35 maximum, second year.

EXAMPLES:

Clerical Worker

Professional Worker

|        |              |
|--------|--------------|
| Base   | \$300        |
| Year 1 | 30           |
|        | <u>\$330</u> |
| Year 2 | 25           |
|        | <u>\$355</u> |
| Year 3 | 30           |
|        | <u>\$385</u> |
| Year 4 | 27           |
|        | <u>\$412</u> |
| Year 5 | 30           |
|        | <u>\$442</u> |
| Year 6 | 31           |
|        | <u>\$473</u> |

|        |               |
|--------|---------------|
| Base   | \$900         |
| Year 1 | 40            |
|        | <u>\$940</u>  |
| Year 2 | 35            |
|        | <u>\$975</u>  |
| Year 3 | 40            |
|        | <u>\$1015</u> |
| Year 4 | 35            |
|        | <u>\$1050</u> |
| Year 5 | 40            |
|        | <u>\$1090</u> |
| Year 6 | 35            |
|        | <u>\$1125</u> |

Total increase over  
6-year period

\$173

\$ 225

Percentage increase over  
6-year period

57.6%

25.0%

Average % increase/year

9.6%

3.75%

As can be seen, the clerical worker will receive percentagewise significantly greater increases than the professional worker. It is amply clear from a study of the county budget that, after years of this practice, routine positions under the independent elected officials, such as clerical positions, are paid considerably in excess of the community pattern, but, on the contrary, professional positions are poorly paid, resulting in difficulty in attracting competent personnel to these positions.

6. In most departments there are no written job descriptions, work rules or standards for performance. There is no assurance whatsoever that basic sound personnel practices will be followed. Whether there is any personnel administration according to generally prescribed standards and, if so, whether it is sound and fair depends entirely on the individual officials and on the judges and their appointees. As a result, unevenness exists -- some departments are well administered and others poorly.

7. As noted, there now exist several situations in county employment in which the wage and salary function with regard to groups of employees are under the independent elected officials, even though the employees are working for appointed officials under the County Board, the Surveyor and the Medical Examiner. In both of these cases, there are, however, other employees who are under the County Board. This means that people doing the very same work for the same boss, and perhaps working side by side, are paid according to a different scale.

8. It is implicit that the plan which has been operating under the independent elected officials provides for no incentives, inasmuch as pay increases are granted across the board by action of the Legislature upon request of the elected officials and union representatives. There is no merit concept whatsoever involved in the existing arrangements.

9. Recruitment to fill vacancies in the departments of the independent elected officials and in some court-connected jobs follows no set pattern, according to the testimony of the various officials who addressed our committee. There are no competitive examinations. Because of the relatively high level of pay for most work under the elected officials, there is generally a waiting list of people seeking employment in such departments.

There are no regulations or rules involving hiring or the screening or testing of applicants, and therefore no protection to the public as to a minimum degree of competence on the part of these employees, or that favoritism for relatives or friends of those responsible for hiring will not be exercised, etc. There is no protection whatsoever against the awarding of jobs on the basis of repayment of personal or political debts or because of political contributions which have been made by the prospective employee on behalf of the elected official appointing him to a job with the county.

10. The existing scheme of things makes for a lack of flexibility to meet changing personnel requirements as between departments and for great difficulty in effecting movement or transfer of employees from one department to another.

11. The matter of in-service training is left totally to chance. There appears to be no cooperative efforts on the part of the officials to develop programs in this area.

12. No standards are set for the evaluation of either positions or of the performance of persons filling positions.

The above discussion covers some of the unsatisfactory aspects of the existing personnel administration, or lack of it, in some parts of county government. These are deficiencies measured against generally accepted sound personnel standards for public employment.

#### Legislative Wage Administration

A second equally compelling argument can be made for the urgent need to change the existing situation. With the rapid growth of county government in terms of new functions, numbers of jobs, costs and complexity involved with many of the county operations, it no longer is feasible to continue the practice of biennial separate legislative appropriations for so many of the separated parts of county government. The county legislators should be concerned during the 120-day legislative session with matters of state and areawide concern, and have no time to spend on the detailed analysis of various aspects of county government which should be necessary in order to make intelligent decisions as to appropriations for these various departments.

The existing practices are likewise increasingly unsatisfactory for the county officials themselves. The state law affecting county government and the local law for Hennepin County (Exhibit IX), originally passed in the early 1940's,

envision a static situation in which each department of county government is off by itself doing its own job with a relatively set number of personnel, so that it is easy for the Legislature to review the needs of the various departments every two years. But this concept no longer fits the facts. New functions are being, and increasingly will be, shifted to county government, or between existing departments of county government. Automation and data processing will vitally affect the staffing requirements in various parts of county government.

It is very hard for a department head to know two years ahead what his requirements are going to be. He has a natural tendency to ask for more people, just to protect himself. But, even so, he can never be sure that a new function will not be thrust upon his department, or possibly a function shifted from his department. For example, at the present time there is a bill before the Legislature which would require title registration for all vehicles in Hennepin County, to be administered by the Register of Deeds. The Register of Deeds has made no provision in his legislative request for personnel to handle such a new function, but it has been conservatively estimated that, if the bill passes, the County Register of Deeds might need as many as 40 additional employees just to handle the workload resulting from the passage of this act.

There is rigidity in the current practice, and a reluctance on the part of elected officials who are responsible to no one but the Legislature to effect change. For example, it has generally been agreed by the Hennepin County Judges and the Sheriff that it is no longer necessary to have a deputy sheriff present at all times in all of the many court and hearing rooms in Hennepin County. The judges have said, and the Sheriff has agreed, that a pool of deputy sheriffs could handle quite a number of courtrooms in which criminal and traffic matters are not being heard. Nevertheless, in their legislative requests, neither the judges nor the Sheriff have initiated any action to reduce by even one man the number of deputy sheriffs who serve as bailiffs. Similarly, many judges and others have agreed that a courtroom clerk is not necessarily needed at all times in all of the courtrooms in the County, and that, as has been done in many other parts of the country, the number of clerks might be reduced. Nevertheless, in his current request to the Legislature, the Clerk of District Court, who is not responsible to the judges but only to the Legislature, has requested five additional clerks for the upcoming biennium.

Still another undesirable aspect of the existing situation is the tendency of the officials to request appropriations so as to bring the pay of their employees in line with that of other elected officials, even though there is no coordination as to classifications or pay as between the various officials. For example, in his request to the Legislature, the Hennepin County Auditor this year stated as follows:

"I hereby respectfully request that an additional \$2,937.60 be allocated to the Auditor's Salary Allowance to enable the Auditor to adjust and equalize the salaries of the Chief Deputy, Chief Accountant, eleven (11) Counter and Deputy County Auditors, and three (3) Key Punch Operators. This request becomes necessary to bring these employees, whose positions are at least comparable, to their counterparts employed in the County Treasurer's Office. The inequality between salaries paid for these positions results from the Treasurer submitting a salary list for 1965, spreading a blanket increase to the amount of \$10,000 over thirty-six (36) positions."

Exhibit VIII

HENNEPIN COUNTY CLASSIFICATION, SALARY AND TENURE SYSTEM  
Proposal to 1965 Legislature

Proposed 7% increase for 1965 with a \$40.00 per month maximum and a \$30.00 per month minimum,  
and for 1966 with a \$35.00 per month maximum and a \$25.00 per month minimum.

| <u>Department</u>          | <u>Chapter<br/>782,<br/>Reg.<br/>Empl.</u> | <u>Laws 1963<br/>Salaries</u> | <u>Add 7%<br/>1965</u> | <u>Add 7%<br/>1966</u> | <u>New<br/>Empl.<br/>Requested</u> | <u>Total<br/>New<br/>Increase</u> | <u>New Law</u> |
|----------------------------|--|-------------------------------|------------------------|------------------------|------------------------------------|-----------------------------------|----------------|
| County Attorney            | 23   | \$203,439                     | 10,875                 | 9,810                  | 2                                  | 35,321                            | 238,760        |
| County Auditor             | 63   | 424,461                       | 28,377                 | 26,486                 | 2                                  | 68,628                            | 493,089        |
| Clerk of District<br>Court | 57   | 367,226                       | 24,755                 | 24,444                 | 5                                  | 87,979                            | 455,205        |
| Medical Examiner           | 9  | 89,248                        | 6,230                  | 6,102                  | 0                                  | 12,332                            | 101,580        |
| Book-binder                | 2  | 15,941                        | 984                    | 865                    | 0                                  | 1,849                             | 17,790         |
| Civil-Legal                | 4  | 42,213                        | 1,938                  | 1,738                  | 0                                  | 3,676                             | 45,889         |
| Torrens Title<br>Examiners | 2  | 13,170                        | 922                    | 929                    | 0                                  | 1,851                             | 15,021         |
| Probate Court              | 24   | 172,897                       | 10,651                 | 9,869                  | 2                                  | 33,095                            | 205,992        |
| Court Commis-<br>sioner    | 5  | 34,852                        | 2,362                  | 2,328                  | 0                                  | 4,690                             | 39,542         |
| Sheriff                    | 118  | 859,392                       | 57,829                 | 51,576                 | 39                                 | 414,214                           | 1,273,606      |
| County Supt. of<br>Schools | 4  | 27,644                        | 1,796                  | 1,705                  | 0                                  | 3,501                             | 31,145         |
| County Surveyor            | 17   | 132,055                       | 8,107                  | 7,140                  | 0                                  | 19,678                            | 151,733        |
| Reg. of Deeds &<br>Titles  | 74   | 449,782                       | 30,448                 | 30,430                 | 2                                  | 72,652                            | 522,434        |
| County Treasurer           | 36   | 259,050                       | 17,581                 | 17,115                 | 0                                  | 34,696                            | 293,746        |
| County Board<br>Clerical   | 2  | 13,545                        | 949                    | 862                    | 0                                  | 1,811                             | 15,356         |
| TOTAL                      | 440  | 3,104,915                     | 203,804                | 191,399                | 52                                 | 795,973                           | 3,900,888      |

The Surveyor has requested \$600 additional to bring the salary of his office secretary to \$575.00 per month, which he claims is the salary of other department heads' secretaries. Other requests on similar grounds are sprinkled through the written requests of officials to the Legislature.

Overall 1965-66 personnel and pay increase requests of the elected officials to the Legislature, and their projected increased costs for these departments, are set out in Exhibit VIII. The general pattern of increases has been similar to those granted in 1963 when (Exhibit IX) 5% pay increases across the board for all employees were granted, with a \$25 minimum and a \$35 maximum (\$20 and \$30 the second year). The effect of this method of "legislative wage and salary administration" on the wage structure has been discussed elsewhere in this report.

Another factor in the overall picture is the close contact which has built up over the years between some of the longtime legislators and county elected officials and their employees and representatives.

One speaker before our committee characterized the personnel situation as related to the independent elected officials as "one of the last vestiges of old-time patronage remaining in any large county in the United States." Whether this is true or not, our committee does not know. We are convinced, however, that the current lack of sound personnel practices in some areas of county government and the necessity for the Legislature to pass on salary appropriations for many separate groups of county employees results in inequity and unfairness to employees, in administrative chaos in county government, in improper safeguards against corrupt practices, in inefficiency, in a downgrading of the public service, and in excessive costs to the taxpayer.

That any established unit of government as large and significant and performing such important functions as the county does, has been allowed to go along all these years with no unified personnel administration is a poor reflection on us all, the elected and the voters alike.

#### Advantages of a Uniform Merit Plan

The justifications for changing to a uniform overall merit plan are that such a plan will:

1. Prevent, or at least reduce, use of public funds for the payment of political or personal debts through the awarding of jobs.
2. Guarantee that personnel employed will have the necessary skills to perform the duties for which they are paid.
3. Give every citizen equal opportunity, according to his ability, for consideration for public employment.
4. Prevent the loss of trained and experienced personnel as the result of shifts in political fortunes.
5. Give the County Board control of overall wage policy and tighten their control of the expenditures of public funds for personnel.
6. Assure each employee equal treatment in all areas of personnel policy, regardless of department in which employed or the influence which may or may not be exerted in their behalf.

7. In county government it produces a unifying effect. Present organization of county government makes most departments autonomous. A merit plan helps in making employees think of themselves as employees of the people of the county rather than of the auditor, sheriff, treasurer, etc.
8. Encourage employees to think of county employment in terms of a career. Increase their willingness to develop themselves for future promotional opportunities.

These are essentially the arguments which have historically prompted changeover to merit or civil service plans from the traditional "spoils systems" of former days. These are the arguments which caused St. Paul and Duluth in the early forties to urge county civil service and then to overwhelmingly endorse such plans by public referenda. They are the arguments which have held sway in almost all urban counties of the nation besides Hennepin when they shifted years ago to merit or civil service personnel systems. Our committee finds these arguments equally valid for Hennepin County today as they have been for most of the rest of the country in the past.

#### Alleged Disadvantages to Strict Civil Service

But there has now been long experience with civil service at all levels of government, and certain drawbacks to some civil service plans have become apparent. For example, it can be argued that certain rigidly prescribed civil service plans, when inflexibly administered, can produce the following:

- . Restrictions on operating officials or department heads as to flexible use of personnel.
- . Divorce of operating heads from the personnel selection process when rigid "rules of one," seniority, veterans preference, etc. in effect gives the operating head no choice on hiring and promotion.
- . Difficulty in rewarding outstanding employees or firing or demoting incompetents.
- . Employees who are too "rights conscious."

As a result of these possibilities, our committee has very carefully measured the proposed plan against these possible drawbacks, has listened to experts in public administration and has studied certain model "flexible" plans which have been developed by national experts. It is our considered opinion that the proposed plan will avoid these drawbacks and, in fact, if passed, will provide for a greater degree of flexibility and sound administration than now exists, especially with the enactment of the modified veterans preference, mandatory retirement, and other provisions of the proposal.

We have also measured the proposed plan against the eight above-listed arguments put forward on behalf of a sound merit concept, and have found that the proposed plan will, in our opinion, produce all eight of the desired results and materially upgrade the public service in Hennepin County.

Likewise, we have studied the particular sections of the bill, particularly those applying to the proposed Personnel Board and Personnel Director and their duties, classification, and the provisions for rules to be established for the classified service. In all regards, we find the proposal measures up well against what we understand to be sound concepts for personnel administration in public employment.

### Arguments Against the Proposed Bill

The committee afforded ample opportunity for all interested parties, proponents, opponents, and those without a public position to give us their views on the bill and to respond to a set of questions (Exhibit X at the back of this report) sent to elected and appointed officials, judges, business agents and others. We held a public hearing April 12, and also listened to a number of interested parties at committee meetings, all open to anyone who wished to attend. Copious minutes of all meetings and hearings were kept, and mailed to all parties who spoke at a particular meeting or hearing.

We wish here to analyze and give our reactions to the arguments against the proposal. First, though, we should note that the main argument repeated time and again by opponents has to do not directly with the merits or demerits of the proposed plan itself, but has to do with "power in the courthouse." The opponents maintain that the proposal is, in reality, a move on the part of the County Board and its staff to "take over" operations of the departments of the objecting elected officials. Thus, we heard that "the men who control the computers will end up controlling us all," etc. Coupled with these arguments were recitations on the part of some of the opponents of their difficulties in "getting along with" the County Board, which provides the operating wherewithal to the officials over and above the salary appropriations granted to them biennially by the Legislature.

While we do not find most of these arguments germane to the issue of the adequacy or inadequacy of the proposed plan, we do wish to make the following observations.

The "they want to take us over" argument shows a complete lack of understanding of the concept of a uniform merit plan. Centralized personnel administration does take away the personnel function from officials and department heads, but does not mean that the personnel board or director can direct the operations of any department. Working closely with department heads and officials, they will classify jobs and they will set wage scales and tie them to the classifications. But they will not under the plan have the power to reduce the number of positions in any department. They will set up position audits and job studies and criteria to aid department heads and officials in evaluating employee performance, but they will not do the evaluating. The department heads will. Similarly, in the area of salary setting, under the merit plan, it is the department heads and officials who recommend wage increases for employees based on performance and within the wage structures established by the Personnel Board, which will take into account such other factors as longevity.

On the crucial matter of hiring to fill vacancies, with the flexibility provided for in the plan, there is every reason to believe that the officials, who will do the actual hiring, will have an adequate number of qualified persons from which to make a selection. If the list of persons (normally three) certified to them does not in their estimation include a qualified person, and they convince the Personnel Board and Director, they can reject the names and have a new list certified to them. There is every reason to believe, however, that with an organized policy of recruitment and with standards for screening, testing, etc., job applicants for positions in county employment will improve in quality. It should also be noted that officials and department heads under a merit plan work with the Personnel Director and Personnel Board on employee recruitment plans, and should encourage potential qualified job applicants to make application for employment in their departments.

The Ramsey County experience, it was reported to us, was that, despite some initial friction at the startup of their civil service plan in 1942, there is now very close cooperation between officials and department heads and civil service as to all aspects of personnel administration, including recruitment, hiring, job classification, rule making, etc., and, in fact, that it is the Civil Service Board's informal policy in Ramsey now that all job classification and salary matters be agreed to by the administrator and the department head before the Civil Service Board adopts changes in these areas.

As to the suggestions which have been made that the independent elected officials should have a major voice in the appointment of a Personnel Board and Director, in passing on classification or salary plans and in approving all personnel rules, this runs completely counter to the merit system concept and would be completely unworkable. No such involvement of independent elected or appointed officials or judges exists under any merit or civil service personnel plan in the country, so far as we know. The whole idea of a merit plan is to take public personnel administration, to the extent possible, out of politics and place it in the hands of professionally trained personnel experts under a personnel or civil service board appointed by the legislative authority for the unit of government involved, in this case the elected Board of County Commissioners.

Another group of arguments which have been used by opponents of the proposed bill center around the idea that there has not been enough time to consider this proposed major change in county personnel procedures and that, therefore, there should be at least a two-year study before any legislation is enacted in this area. Coupled with this argument is the universal belief on the part of the opponents of this bill that personnel administration within their own departments is currently being well handled by them, and that they do not see any reason for change. For example, in responding to a previously sent questionnaire from our committee (Exhibit X) all announced opponents of the proposed bill stated that, as far as their departments are concerned, they believe that their existing methods of classifying jobs, filling vacancies and establishing salaries are adequate. They also answered that they did not believe that legislation in the personnel area is needed, at least with respect to personnel administration within their own departments.

As late as April 30, some of the elected officials were complaining at the Legislature that they had not had time to study the proposed bill in detail. While it is true that moving to a uniform merit system for Hennepin County would be a major change, it is also true that the proposal has been before the various affected people for three months. It is also true that the proposed bill follows nationally accepted standards for merit or civil service personnel plans which have evolved over a period of more than 30 years, during which time all or nearly all urban counties outside of the South have adopted uniform countywide personnel plans on a merit or civil service basis. It can hardly be said therefore that what is being talked about here is a new, revolutionary or untried concept; on the contrary, it is a tried and tested concept which has come to be regarded as one of the minimum prerequisites for sound operation and administration of government at any level.

As to the argument that there should be interim study, the committee does not believe that any closer agreement could be reached in the course of two years than now exists with regard to this matter, and that interim study would merely mean putting off for two more years tackling a pressing problem in county government that should have been faced up to many years ago. What does have to be worked out with

sufficient time for a frank exchange of ideas and a chance for maximum cooperation is the actual implementation of the plan, once legislation is passed. This means that a Personnel Board should be appointed and the board should select a Personnel Director. Rules should be worked out in consultation with all parties in interest, and the classification and later the wage and salary plans should be carefully determined. The current proposal, calling for an effective date for the plan as of January 2, 1967, provides ample time for these very important preliminary procedures to take place. As far as the bill itself is concerned, the committee is convinced that it is a sound proposal and well meets all of the generally accepted standards for a good merit system, including the necessary protection for all county employees who go in under the classified system as of commencement of the operation of the plan.

This necessary protection of all existing job rights for employees has been confirmed to our committee by the County Attorney and by other operating department heads and by personnel experts from Ramsey County civil service, who have carefully studied the bill and enthusiastically supported it before our committee.

As noted elsewhere in this report, we believe that the plan as now proposed provides for ample flexibility in meeting the personnel needs of the various departments wherein especially educated, trained and qualified persons are needed for particular jobs, such as in the areas of probation, domestic relations, law enforcement, hospital, Boys' Home, the offices of Clerks of Court, County Treasurer, County Auditor, etc. In this connection, we should refer to the very fine experience in Ramsey County under their civil service plan and the complete acceptability on the part of all elected officials and other county department heads. It is also worth noting that the civil service administrators in Ramsey County have carefully studied the proposed bill and are of the considered opinion that it provides an even better plan than they have in operation there, particularly with regard to the matter of flexibility. Our committee was, however, specifically warned against any possible amendments which might make the plan less flexible to operate. We believe that maintaining a flexible "rule of three" is absolutely essential to meeting the personnel needs in Hennepin County, and will work to the advantage of all officials and department heads so far as providing for the best and most qualified persons taking employment with the county.

Other suggestions which have been made by some of the elected officials include setting up a separate personnel system for the employees of the elected officials, or writing a special set of quite detailed rules and job classification standards for the employees of the elected officials right into any overall law. In response to the first suggestion, we believe that the elected officials have, in effect, had their own separate system all of these years, and we have found that personnel operations, particularly in these departments, are less than satisfactory at present. As far as writing special detailed provisions into the bill for particular groups of employees, we believe that this would run counter to the whole purpose of this proposal, which is to finally bring about a uniform personnel administration in county government. We are also convinced that the proposal provides for ample flexibility so as to meet the peculiar needs of the various departments. While we would agree that there are unique and particular needs in almost any department of county government, we are not impressed with the argument that the needs might be more unique in, say, the Sheriff's or Probate Court's area than they are in the County General Hospital or County Highway Department.

As to the argument that there is a danger of politics getting mixed up with county employment if the proposed plan is put into effect, we merely note that

we have found that there is absolutely no protection now against employment, promotion or the exercise of favored treatment to relatives, friends or political allies or supporters of elected officials under existing personnel operations in many parts of county government.

A number of the elected officials, including several who are themselves over 65 years of age, or in whose departments many of the employees range in age up into the 70's, objected to the provision in the proposed law calling for a mandatory age 65 retirement with a plan to achieve this requirement within four years after the plan goes into effect. Several of these persons noted that retirement benefits for some individuals who took county employment relatively late in life are insufficient to provide a decent retirement at age 65. In this connection, the committee believes that it is likely that a person who took a county job at, say, age 50 is likely to have some other means of retirement beyond his county pension. In any event, the bill provides for existing employees serving beyond age 65 until they achieve minimum retirement benefits. In general, the committee believes that providing for mandatory retirement at age 65 in county employment is a desirable reform which should be enacted.

Another objection which has been raised to the plan is that it would be costly to operate. In this connection, we note that there are already seven persons in overall county government exclusively concerned with personnel matters, and that it would not take many more persons to efficiently operate a uniform countywide personnel plan. Contrary to the critics of the plan, we believe that implementation of a uniform county merit system will result in no net overall cost increase to the county, but that the benefits of the plan in terms of upgrading the county service, providing for orderly personnel procedures, sound recruitment practices, etc., will mean that great benefits will result to county government from implementation of the plan. It is not inconceivable that, when the plan is in operation, it could help result in overall cost savings in county government. In short, our committee believes that the "it will cost too much" argument is a real red herring.

#### Specific Recommendations Further Discussed

Most of our specific recommendations for changes or additions to the law have been discussed elsewhere or are self-explanatory. A word, however, is in order on one matter, the size and makeup of the Personnel Board and on five other matters.

The committee spent considerable time considering the desirable size of the Personnel Board. A three-man board has been almost standard under most merit or civil service plans, but we are unaware of any plan in which "management or labor" representation has been written right into the law. We consider this language poor, unneeded and possibly the cause for future wrangling. What is a "management representative" or a "labor representative"? What management, what labor? If it means that there must be a businessman and a union business agent on the board, we feel this is much too restrictive. Beyond these problems, however, is the implication that there will be two board members, one of whom will always vote for the employer, in this case the county, and one of whom will always vote for a union position or for any employee who may have a grievance before the board. This is also undesirable, because, carried to its logical conclusion, it implies that the third man, a "neutral party," is going to decide all issues of substance before the board.

This is just not the way a merit system or civil service board should work. The board should be broadly representative, of course, and, as a board, whether there

are three or five men, it should be broadly acceptable. If a three-man board is appointed with all three members from the Edina GOP or from the Minneapolis Third Ward DFL Club, there will not be broad acceptance and, certainly, everyone, including the County Board, understands this.

There is much to be said for a five-man board which can be more diversified and more broadly representative than a three-man board. Certainly, if the legislation is going to provide for "labor and management representatives," then the Legislature should consider increasing the size of the board to five, so that the desirable goal of having an impartial, well-accepted and broadly respected body can be achieved. Sound and impartial administration of the personnel plan is essential to its effectiveness and to its ultimate acceptance by county employees, officers and the public.

In addition to the protections already afforded in the bill against solicitations of employees for political contributions, etc., there ought to be in the act specific provision for promulgation of a rule governing limitations on employee political activity. The original draft had a prohibition on employees serving in paid elective positions, but excluded employees so serving at the time of implementation of the act. It is only good sense for both employees and the public that an equitable rule be worked out in this area.

On the matter of veterans preference in county employment, not one public personnel administrator even tried to defend the existing pattern. On the contrary, they all believed that the proposal in the bill in this area would go far to upgrade the quality of public employment and improve employee morale. No opponent of the bill objected to it on the grounds of its veterans preference provisions.

As to the matter of competitive examinations and notice of same, there should be discretion in the Personnel Board to decide whether promotional exams in given situations should be opened to persons outside a given department in which a vacancy occurs, or not.

Protection of pension rights of persons in the classified service who accept appointment in the unclassified service and later wish to return to the classified service is important. The committee doubts, however, with regard to its recommendation 5(i), that the right to return to a given former classified position should be guaranteed.

As to the "rule of three," we understand employees' wishes for some guarantees in this area and believe that the County Board's recently adopted resolution covering this matter (See Page 9 of this report) is fair. While certification of three persons when available should suffice in the case of most positions, flexibility should be preserved for those special situations involving employment or promotion where professional and special technical positions are concerned.

In urging the Legislature to enact the proposed bill this session, we have in mind not only creating more orderly personnel practices in special areas of county government, but the need for legislation covering all county employment. As long as these matters now depend on a mere resolution of the County Board, as well as on long-standing practices of officials and the legislators, there can be no guarantees that such rudimentary, necessary practices as thorough investigation and screening of job applicants will take place, or even that such advances which have already been made in personnel administration in the county will be maintained. Legislative action on county personnel reform is needed, and it is needed now.

Exhibit IX

A BILL FOR AN ACT

RELATING TO A CLASSIFICATION, SALARY AND  
TENURE SYSTEM FOR COUNTY EMPLOYEES IN THE  
COUNTY OF HENNEPIN; FIXING SALARIES AND THE  
SUMS TO BE APPROPRIATED AND SPENT THEREFOR;  
AMENDING LAWS 1945, CHAPTER 607, SECTION 4,  
AS AMENDED; AND AMENDING LAWS 1957, CHAPTER  
945, SECTION 3, AS AMENDED.

BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF MINNESOTA:

Section 1. Laws 1945, Chapter 607, Section 4, as amended by Laws 1947, Chapter 455, Section 2, by Laws 1951, Chapter 636, Section 3, by Laws 1953, Chapter 703, Section 1, by Laws 1955, Chapter 544, Section 1, by Laws 1957, Chapter 945, Section 2, by Extra Session Laws 1959, Chapter 15, Section 4, by Extra Session Laws 1961, Chapter 47, Section 2, and by Laws 1963, Chapter 782, Section 1, is amended to read:

Sec. 4. There may be expended annually for salaries for help in each of the following departments of the county, excluding common laborers but including part-time, seasonal, or temporary employees, the sum set opposite the title of the department:

|  |               |                  |
|--|---------------|------------------|
| County Attorney  | \$203,439     | <u>\$238,760</u> |
| County Auditor   | 424,461       | <u>493,089</u>   |
| Clerk of District Court                                      | 367,226       | <u>455,205</u>   |
| <del>Clerk of</del> <u>County Medical</u><br><u>Examiner</u> | 89,248        | <u>101,580</u>   |
| Book-binder  | <u>15,941</u> | <u>17,790</u>    |

|  |           |           |
|--|-----------|-----------|
| Civil-legal                                  | \$-42,213 | \$ 45,889 |
| Torrens title examinations                   | 13,170    | 15,021    |
| Probate Court                                | 172,897   | 205,992   |
| Court Commissioner                           | 34,852    | 39,542    |
| Sheriff                                      | 859,392   | 1,273,606 |
| County Superintendent of<br>Schools          | 27,644    | 31,145    |
| County Surveyor                              | 132,055   | 151,630   |
| Register of Deeds and<br>Registrar of Titles | 449,782   | 522,434   |
| County Treasurer                             | 259,050   | 293,746   |
| County Board clerical                        | 13,545    | 15,356    |

Sec. 2. Laws 1957, Chapter 945, Section 3, as amended by Extra Session Laws 1959, Chapter 15, Section 6, by Extra Session Laws 1961, Chapter 47, Section 4, and by Laws 1963, Chapter 782, Section 2, is amended to read:

Sec. 3. Subdivision 1. The increases in the sums authorized to be expended for salaries of employees in each county department listed in section 1 of this act, shall be applied and used first to increase the salary of each employee in each of said departments in a sum equal to ~~five~~ seven percent of his salary, with a minimum increase of \$25 \$30 per month and a maximum increase of \$35 \$40 per month, retroactive to January 1, 1963 1965; and on January 1, ~~1964~~ 1966, the salary of each employee in each of said county departments shall be increased in an additional sum equal to ~~five~~ seven percent of his then salary, with a minimum increase of \$20 \$25 per month and a maximum increase of \$30

\$35 per month; and each of said employees shall receive such increases in salary.

Subd. 2. The sum of \$15,000 of the authorized salary allowance for the sheriff's department shall be used for the sole purpose of providing extra and emergency help for said department to collect delinquent personal property taxes.

Sec. 3. This act shall become effective only after its approval by a majority of the governing body of the county of Hennepin and upon compliance with the provisions of Minnesota Statutes, Section 645.021.

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Copied by Citizens League of  
Minneapolis and Hennepin County  
545 Mobil Oil Building  
Minneapolis, Minnesota 55402  
FE 8-0791  
April 12, 1965

Citizens League  
545 Mobil Oil Building  
Minneapolis, Minnesota 55402  
FE 8-0791

Exhibit X

April 8, 1965

TO: Judges, County Officials, Union Officers and others invited to the Citizens League Merit System Review Committee's Hearing, 6:30 p.m., Monday evening, April 12, in Room 200, Flour Exchange Building, 310 Fourth Avenue South

FROM: John W. Pulver, Committee Chairman

Questions the Committee is Particularly Anxious to have Answered  
by Those Appearing at the Hearing  
or Submitting Their Views to us in Writing by Mail

1. Please answer with respect to your department or court or, in the case of union representatives, those parts of county government in which your members work:
  - a) What aspects, if any, of the existing personnel plans and procedures in or affecting your department or court or other agency do you think could be changed by legislation?
  - b) Do you believe your existing personnel classification plan, method of filling vacancies, and method of establishing salaries is adequate or inadequate? If inadequate, how should they be revised?
  - c) In setting salaries, does your department, court, agency or jurisdiction attempt to relate salary assignments to the community pattern and, if so, how?
2. The existing split personnel jurisdictions in county government have been criticized for resulting in different pay, fringes, hours, etc. for employees in different departments doing the same jobs. For example, keypunch operators or beginning stenos are paid quite differently in different areas of county government according to the 1965 County Budget. Please comment, particularly with regard to your own department or jurisdiction.
3. Do you feel that a uniform county merit personnel system is: a) desirable, or b) feasible for Hennepin County at this time? Please explain.
4. What is your position on the County Board Bill now before the Legislature? If you are in favor of it with changes, please list and explain the changes you recommend.
5. Please give your views on the following aspects of the proposed bill:
  - a) Compulsory retirement requirements and workback plan.
  - b) Political activity restrictions.
  - c) What positions in your department or jurisdiction, if any, should be in the "unclassified service," and why?

We do not mean to restrict your hearing testimony or written communications to our committee to the above questions, but we are anxious that these questions be covered in your presentations, if possible.