

**Minnesota  
State Legislature**

# **LEGISLATIVE AUDIT COMMISSION**

**Program Evaluation Division**

**DEPARTMENT  
OF PERSONNEL  
MAY 19, 1978**



STATE OF MINNESOTA

LEGISLATIVE AUDIT COMMISSION  
VETERANS SERVICE BUILDING  
SAINT PAUL, MINNESOTA 55155

SENATORS

WILLIAM W. McCUTCHEON, CHAIRMAN  
ROBERT O. ASHBACH  
JOHN C. CHENOWETH  
NICHOLAS D. COLEMAN  
EDWARD J. GEARTY  
ROGER D. MOE  
HARMON T. OGDahl  
GEORGE S. PILLSBURY

ELDON STOEHR  
LEGISLATIVE AUDITOR

REPRESENTATIVES

HARRY A. SIEBEN, JR., VICE CHAIRMAN  
WENDALL O. ERICKSON  
WILLIAM N. KELLY  
FRED C. NORTON  
MARTIN O. SABO  
DONALD B. SAMUELSON  
RODNEY N. SEARLE  
WILLIAM D. DEAN, SECRETARY

BRUCE SPITZ  
DEPUTY LEGISLATIVE AUDITOR  
FOR PROGRAM EVALUATION



**Minnesota**

**State Legislature**

**LEGISLATIVE AUDIT  
COMMISSION**

**Program Evaluation Division**

**DEPARTMENT  
OF PERSONNEL**

**MAY 19, 1978**



# FOREWORD

The Program Evaluation Division of the Legislative Audit Commission was established by Chapter 204, Section 91 of the Laws of Minnesota for 1975. The Division is authorized to "determine the degree to which activities and programs entered into or funded by the state are accomplishing their goals and objectives, including an evaluation of goals and objectives, measurement of program results and effectiveness, alternative means of achieving the same results, and efficiency in the allocation of resources." This evaluation, *The Minnesota Department of Personnel*, is the sixth undertaken by this Division.

The Legislative Audit Commission directed the Division to address four basic issues in this evaluation: hiring, managerial and professional employment, affirmative action and functional performance of the Department of Personnel.

For each report, a uniform review procedure is followed. After a preliminary draft is completed, it is submitted to the agency evaluated for its verbal and written comments. The written responses of the Department of Personnel are included in the Appendix. In addition, the report is reviewed by an advisory subcommittee of the Legislative Audit Commission prior to its release. We are most grateful for this subcommittee's advice and direction and for Senator John C. Chenoweth's able and helpful chairmanship.

We thank Clarence E. Harris, Commissioner of the Department of Personnel, his Assistant Commissioners, Donn H. Escher, James W. Fritze, and Jefferson H. Ware, Assistant to the Commissioner, Merry Elg and the staff of the Department for their valuable time and assistance on this project.

Martha R. Burt was the project director and chief author of the report. Elliot Long directed the functional performance analysis. Sharon Studer was responsible for the managerial and professional employment study. Assisting them were James Cleary, Jo Vos, Daniel Aronson and Debra Froberg.

May 15, 1978

Bruce Spitz  
Deputy Legislative Auditor  
for Program Evaluation

## ADVISORY SUBCOMMITTEE EVALUATION OF THE DEPARTMENT OF PERSONNEL

### SENATORS

John C. Chenoweth, Chairman  
William McCutcheon  
Emily Staples  
James Ulland  
Conrad Vega

### REPRESENTATIVES

David Beauchamp  
Linda Berglin  
William Dean  
Leo Reding  
Gordon Voss  
Kenneth Zubay





# TABLE OF CONTENTS

	Page
FOREWORD . . . . .	iii
GLOSSARY OF TERMS . . . . .	vii
SUMMARY OF FINDINGS AND RECOMMENDATIONS . . . . .	ix
CHAPTER 1: INTRODUCTION . . . . .	1
CHAPTER 2: HIRING . . . . .	5
Focus — Time and Quality . . . . .	5
Time Delays: The Appointment Time Study . . . . .	6
Total Appointment Time . . . . .	6
Recruitment Time . . . . .	7
Eligible List Development Time . . . . .	7
Certification Time . . . . .	9
Selection Time . . . . .	9
Summary of Appointment Time Findings . . . . .	10
Quality and Availability of Applicants . . . . .	11
Consistency . . . . .	11
Reliability . . . . .	12
Availability . . . . .	14
Provisional Appointments . . . . .	15
Conclusion . . . . .	17
CHAPTER 3: ISSUES IN MANAGERIAL AND PROFESSIONAL EMPLOYMENT . . . . .	19
Recruiting and Appointing Managerial and Professional Applicants . . . . .	19
Difficulties . . . . .	20
Retaining and Developing Quality Managerial and Professional Employees . . . . .	21
Salary . . . . .	22
Mobility . . . . .	23
Training . . . . .	23
Dismissing State Employees . . . . .	24
Dealing with Low-Performing Staff . . . . .	25
Conclusion . . . . .	25
CHAPTER 4: AFFIRMATIVE ACTION . . . . .	27
Descriptive Data . . . . .	27
Representation of Protected Group Members . . . . .	27
Supervising Authority . . . . .	28
Changes in Employment . . . . .	28
Salary . . . . .	32
What is Being Done? . . . . .	35
Perceptions of State Employees . . . . .	35
Reported Efforts of Managers and Supervisors . . . . .	36
The Equal Opportunity Division of DOP . . . . .	39
Conclusion . . . . .	40

## TABLE OF CONTENTS (Continued)

	Page
<b>CHAPTER 5: FUNCTIONAL PERFORMANCE</b>	<b>41</b>
General Issues	43
Division of Labor	43
Recruiting and Selecting Division	44
Activities and Goals	44
Recruiting	44
Selection	44
Organization of the Division	44
Performance Evaluation	45
Findings and Conclusions	46
Classification and Compensation Division	47
Activities and Goals	47
Organization of the Division	47
Performance Relating to Division Goals and Priorities	47
Findings and Conclusions	48
Equal Opportunity Division	49
Activities and Goals	50
Findings and Conclusions	50
Conclusion	51
<b>APPENDIX A</b>	<b>53</b>
<b>APPENDIX B</b>	<b>59</b>
<b>LIST OF STAFF PAPERS</b>	<b>63</b>
<b>AGENCY RESPONSE</b>	
<b>REPORTS OF THE LEGISLATIVE AUDIT COMMISSION</b>	

# GLOSSARY OF TERMS

**APPLICANT** — A person who files an application for a state job.

**APPOINTING AUTHORITY** — Any manager in state government with the authority to hire or promote. Appointing authorities request lists of candidates from DOP when they have job openings, interview candidates, and make final hiring decisions.

**APPOINTMENT TIME** — As used in our study, the time elapsing from the date an appointing authority sends DOP a request for a list of candidates to the date an appointment is made.

**CANDIDATE** — A person who has passed the test or requirements for a state job. Also referred to as an "eligible."

**CERTIFICATION LIST** — A list of candidates which DOP sends to appointing authorities when a job vacancy occurs. The term comes from the fact that DOP officially must "certify" a candidate as "eligible" for a position. The certification list is limited to the ten top-scoring individuals for open-competitive exams, and the three top-scoring individuals plus all people within three points of the top-scoring individual for promotional exams.

**CERTIFICATION TIME** — As used in our study, the time elapsing from the date an appointing authority sends DOP a request for a list of candidates to the date on which the final certification list (the one on which the appointee's name appears) is sent to the appointing authority.

**DOP DATA** — Refers to data compiled by DOP as part of their routine statistical analyses of the state work force, or data which DOP compiled for special reports issued by them.

**ELIGIBLE** — A person whom DOP has certified as qualified to perform a particular job. When a person has been certified as eligible, his or her name is placed on an eligible list.

**ELIGIBLE LIST** — A list of all applicants who have passed the examination for a particular job, arranged in order of examination score. A certification list is taken from the top names on an eligible list.

**EXPERIENCE AND TRAINING RATING** — Some classifications, particularly those in the managerial and professional series, cannot reasonably use written or performance tests to judge the qualifications of applicants. Rather, someone must evaluate an applicant's resume for the experience, training and education in the person's background, and judge whether the person's qualifications fit the job requirements. The process of making this rating or evaluation is called an experience and training rating.

**LAC SURVEY** — This designation is used when data come from our survey of the state work force. These data were collected on a sample of respondents, but can be generalized to the state work force as a whole. A detailed description of sampling and methodology in collecting this survey can be found in Appendices A and B.

**LINE MANAGER** — As used in this study, particularly in Chapter 3, "line manager" refers to individuals at the division director level of management.

**LIST DEVELOPMENT** — The process of testing and examining applicants to determine their qualifications for a job and their ranking relative to other candidates.

**LIST DEVELOPMENT TIME** — As used in this study, the time elapsing between the date a job announcement is closed and DOP stops accepting applications and the date a certification list is first sent out to an appointing authority. During this time, DOP rates applications and administers tests and examinations.

**OPEN-COMPETITIVE EXAMINATION** — A job opening for which anyone may apply (i.e., it is not restricted to current state employees).

**PROMOTIONAL EXAMINATION** — A job opening which is restricted to current state employees.

**PROVISIONAL APPOINTMENT** — When no eligible list exists, or when there are fewer than the required number of names on an eligible list, an appointing authority may request the Commissioner of Personnel to authorize an appointment of someone who has not gone through the usual procedures of application, testing, and certification. This is a provisional appointment. The law requires that provisional appointees be qualified for the job to which they are appointed, even if they do not follow the usual application procedures.

**RECRUITING TIME** — As used in this study, the time elapsing between the date a job announcement declares that DOP is accepting applications for a particular classification and the date when DOP stops accepting applications.

**RELIABILITY** — How consistently raters evaluate applications; high reliability means that a given application is likely to receive the same score no matter who rates it or when it is rated, low reliability means that a given application is likely to receive quite different scores if it is rated by two different people or by the same person at two different times.

**SELECTION TIME** — As used in this study, the time elapsing from the date that DOP sends an appointing authority the first certification list to the date on which an applicant is appointed to fill a position.

**TOP MANAGER** — As used in this study, particularly in Chapter 3, this refers to individuals at the assistant commissioner level.

# SUMMARY OF FINDINGS AND RECOMMENDATIONS

This evaluation has focused on four basic issues:

## 1. Hiring

Are there serious delays in getting people hired? Is there dissatisfaction with the quality of applicants available for appointment to state jobs?

## 2. Issues in Managerial and Professional Employment

How successfully can managers in state agencies: a) find high quality people; b) get these people hired; c) keep these people satisfied and productive; d) dismiss employees whose performance is unacceptable?

## 3. Affirmative Action

How successfully is the state pursuing affirmative action goals of hiring and promoting women and minority group members?

## 4. Functional Performance of the Department of Personnel

Are divisions within the Department of Personnel performing their functions as efficiently and effectively as possible?

Investigation of a fifth issue, the adequacy of the state's classification and compensation plans, is being carried out by Hay Associates, a consulting firm. A final report of this study is due by October 1, 1978.

## HIRING

### FINDING: APPOINTMENT TIME DELAYS

- The time elapsing between requesting a list of candidates from DOP and filling a vacant position was more than 4 weeks for 47 percent of the appointments examined for 1977. Of the total appointments sampled, 28.6 percent took place more than 8 weeks after a requisition. The lengthiest parts of the appointment process are the period during which DOP tests, scores and ranks applications; and the period between an appointing authority's request for a list of candidates and receiving that list. Jobs in continuously tested classes, and jobs for which the testing and certifying authority is decentralized, are filled most quickly.

### RECOMMENDATIONS:\*

- DOP should adopt a continuous testing policy to replace its current system of fixed date scheduling.
- The legislature should budget additional computer support for DOP, enabling it to completely computerize its recruiting and selection operations.

---

*\*Laws of Minnesota, 1978 Ch. 734 enacts these recommendations into law and provides funds to accomplish them. DOP is proceeding with implementation.*

## FINDINGS: QUALITY AND AVAILABILITY OF APPLICANTS

- In 40 percent of job announcements compared to Experience and Training (E&T) ratings, the E&T does not give credit for a qualification announced as important; in 40 percent the opposite occurs — the E&T credits a qualification not mentioned in the announcement; 28 percent of the announcements imply equal weighting of various qualifications, but these qualifications actually receive quite different weighting on the E&T; 24 percent of the announcements do not tell applicants that education is not a requirement. In all, each job announcement contained an average of two problems of the kind described above.
- Out of a total of 98 applications used in our test for inter-rater reliability:
  - a. 41 percent of the cases resulted in discrepancies among raters of at least 10 points
  - b. 17 percent of the cases resulted in discrepancies among raters of at least 30 points
- The probability of an applicant getting a score 10 points or more different from what another rater would have given it is 12.8 percent.
- Nonavailability of candidates contributes to time delays in hiring individuals certified by DOP; between 36 and 46 percent were not available for employment, according to the hiring departments.

## RECOMMENDATIONS:\*

- DOP should write job announcements which clearly and specifically list the training and experience qualifications for the job, and the allocation of points for relevant experience and training.
- DOP should distribute its job announcements more widely, so that more potentially qualified people learn about state jobs in a timely fashion.
- DOP should establish a telephone "help-line" to assist applicants in applying for state jobs.
- DOP should adopt reliability-based band width certification procedures, which adjust the number of candidates permitted on certification lists according to how well the tests can tell good candidates from bad ones, as an experimental alternative to the procedures specified in M.S. 43.18, subd. 3.
- DOP should improve reliability among raters by:
  - a. improving the job application form;
  - b. writing more precise and informative job announcements;
  - c. improving rater training and quality control procedures;
  - d. develop more precise tests and application inserts, including self-administered, computer-assisted E&T's to be developed experimentally using funds from an Intergovernmental Personnel Act grant.
- DOP should adopt, and the legislature should fund, procedures for determining candidate availability before a list is sent to an appointing authority.

---

*\*Laws of Minnesota, 1978 Ch. 734 enacts these recommendations into law and provides funds to accomplish them. DOP is proceeding with implementation.*

## FINDINGS: PROVISIONAL APPOINTMENTS

- Minnesota uses provisional appointments quite sparingly. In 1976, provisional appointments represented 3.7 percent of the state's total appointments, and less than 1 percent of the state workforce at any given time. The chances were greater than 8 to 10 that a person who received a provisional appointment between March and October, 1976 was still working for the state after their provisional appointment expired.
- DOP exercised poor control over the provisional appointment process. Applications could not be found for 32 percent of the provisional appointments sampled. Of 31 appointments sampled, only two took a qualifying test before being appointed, while 20 took an exam after being appointed. The remaining nine show no record of ever taking an exam.

## RECOMMENDATION:\*

- DOP should tighten its control over the provisional appointment process, and should withhold approval of provisional appointments until a candidate has demonstrated his or her qualifications for the job.

## ISSUES IN MANAGERIAL AND PROFESSIONAL EMPLOYMENT

### FINDINGS: RECRUITING AND APPOINTING

- Managers cite the same difficulties with recruiting managerial and professional staff which we encountered in our studies focused on hiring — delays, and the quality of candidates on lists.
- The most often mentioned problem with certification lists involves DOP's inability to tell qualified candidates from unqualified ones.
- Managers say the present relatively low level of recruiting effort fails to get the best candidates to apply for state jobs.
- 90% of the managers interviewed felt that decentralization of recruitment and selection functions would help to solve the problems they face in recruiting and appointing qualified people.

### RECOMMENDATION:

- DOP should seriously study ways to increase delegation of responsibility for recruiting and selection for professional and managerial classes and should report the results of their investigation back to the legislature for possible action.

---

*\*Laws of Minnesota, 1978, Chapter 734 places into statute the requirement that a provisional appointee qualify for a job before appointment, and details various other aspects of the provisional appointment process. Upon taking office, Commissioner Harris instituted tighter controls and qualification requirements for provisional appointments even before the legislature enacted Chapter 734. DOP continues to exercise these controls.*

## **FINDING: EVALUATING MANAGERIAL ABILITY**

- Managers report that tests presently used for candidates for managerial positions do not predict how well a manager will do on the job.

## **RECOMMENDATION:**

- Minnesota should explore the use of Management Assessment Centers and other, more accurate assessment techniques for identifying managerial talent.

## **FINDINGS: RETENTION**

- For managers, the opportunity to make a significant impact, the quality of supervisory and managerial staff, and fringe benefits are the most attractive aspects of their jobs. Being subject to changing political directives; red tape, and job opportunities outside of state government are most likely to make them leave state government.
- For professionals, autonomy and independence, job security and geographic location are the most attractive aspects of state jobs. Red tape, bureaucratic hassles and delays; being subject to changing political priorities; and lack of opportunities for advancement are the things they dislike most about their jobs.

## **FINDING: SALARY COMPETITIVENESS OF STATE JOBS**

- On the whole, salaries for state jobs are competitive with similar private sector jobs and similar jobs in other neighboring state governments. However, specifically in the Twin Cities metropolitan area, Minneapolis and St. Paul city salaries and Hennepin and Ramsey County salaries are somewhat higher for comparable jobs.
- Alternative mechanisms for rewarding managers for good performance (Career Executive Service, Management Plan), received mixed reviews. CES is used for salary flexibility, but the opportunity to create a flexible pool of management talent in the state has not been realized. Managers give the Management Plan very low ratings, and a majority of managers interviewed by the Council of State Governments recommends that it be substantially revised or terminated.

## **RECOMMENDATION:**

- Fully utilize or substantially revise the Career Executive Service (CES) and the Management Plan to accomplish the goals of adequately rewarding outstanding performance, achieving career mobility, and creating a flexible pool of managerial talent to serve the needs of state government.

## **FINDINGS: MOBILITY**

- Data from a study comparing Minnesota state and private sector employees\* show that state employees expect and receive fewer and less promotions and lateral transfers. They also receive fewer demotions.

---

\*Study conducted by Professor George Milkovich of the University of Minnesota's Industrial Relations Center.



- Managers estimate that about 20 percent of their professional and managerial staff are frustrated by lack of promotional opportunities, and more than half of the managers say that promotional prospects for professionals are poor. About one-fourth of the professional and managerial respondents on our survey indicate that no promotional opportunities are available to them in the foreseeable future.

#### RECOMMENDATION:

- DOP should study alternative ways to foster more career mobility within state service, including the possible use of skills inventories, increased lateral transfers, and career counseling.

#### FINDING: TRAINING

- Users of DOP's management training generally feel it is good, but insufficient. They would like training in management in governmental settings, with specific assistance in learning DOP rules, procedures and practices to help them use the system effectively and efficiently.

#### RECOMMENDATION:

- DOP's supervisory and managerial training needs to be augmented to focus on handling problems and procedures unique to state government.

#### FINDINGS: DISMISSAL

- Line, and especially top managers complain about system inflexibility and red tape that keeps them from dismissing someone when they need to.
- While most supervisors responding to our survey say they don't have employees who warrant dismissal, top managers in our special interview sample express most dissatisfaction with the performance of the managers they supervise.

#### RECOMMENDATION:

- Managerial and supervisory staff should receive explicit and detailed training and information to help them: a) use management tools to identify low-performing employees; b) develop strategies for improving their performance or documenting their non-performance; and c) use current regulations to dismiss incompetent or non-performing workers.

### AFFIRMATIVE ACTION

#### FINDINGS: DESCRIPTIVE DATA

- There have been some changes in state employment for protected group members between 1974 and 1978.
  - a. There are 50 percent more minorities in managerial, supervisory, and professional classes in 1978 than there were in 1974;
  - b. There are 37 percent more minorities in all classes of state employment in 1978 than there were in 1974;

- c. There are 21 percent more women in managerial, supervisory, and professional classes in 1978 than there were in 1974;
- d. Taking state employees as a whole, the numerical representation of women and minorities is equal to or greater than their numbers in the Minnesota labor force.
- There are about 12-15 percent more men and women in sex-integrated job classifications than there were in 1976. Men have moved somewhat out of "men's work," and women have moved somewhat out of "women's work."
- However, women and minorities are still selectively underrepresented in particular occupational groups and in positions with supervisory and hiring authority.

## **FINDINGS: SALARY**

- Each year in state service and each educational degree or experience still translates into proportionately less additional salary for a woman than the same qualification does for a man.

## **FINDINGS: WHAT IS BEING DONE?**

- Women and minority survey respondents, in comparison to non-minority males, consistently believe their own departments are doing less to further affirmative action goals for women and minorities.
- Managers in departments below-standard for minority employment report receiving additional pressure from DOP's Equal Opportunity Division, but no extra pressure was reported by managers in departments which are below standards for women. Pressure from other sources for both women and minority hiring goals is fairly uniform throughout, regardless of past departmental performance.
- Most managers say they have made some effort to meet affirmative action goals. The most frequently cited problems they have encountered are the lack of protected group members on certification lists and the high turnover due to better job opportunities elsewhere for minority employees.
- The lack of an adequate and enforceable statewide affirmative action plan is the biggest organizational difficulty of DOP's Equal Opportunity Division.

## **RECOMMENDATION:**

- DOP should develop and implement an affirmative action plan which targets improvement in the representation and employment status of particular minority groups, and of women in particular classes and occupational groups.

## **FUNCTIONAL PERFORMANCE**

### **FINDINGS: RECRUITING AND SELECTION DIVISION**

- A substantial proportion of the division's workload consists of clerical work performed manually. Computerization could produce some effective time savings.
- Division priorities needs to be more clearly focused. The division cannot simultaneously accomplish all valuable objectives at the same time. Serving the needs of operating department management should be the first priority.

- The division staff lacks personnel experience in operating departments, and needs to be more sensitive to the needs and problems encountered by line managers and supervisors.
- In the past, the division has shown imagination in developing techniques to improve its procedures, yet it seems certain that further and more extensive changes will be necessary to achieve and maintain a high standard of performance.

#### RECOMMENDATION:

- DOP should give serious consideration to which recruiting and selection functions can be effectively delegated or decentralized to operating departments, and what augmented training or staff operating departments might need to maximize the quality of their personnel activities.

#### FINDINGS: CLASSIFICATION AND COMPENSATION DIVISION

- The division's turnaround time (from receipt of a classification request to division action) and its appeals record for classification decisions are good, indicating that the long time delays for classification decisions reported by managers probably arise within the operating departments, not at DOP.
- The division's level of control over consistency in the classification system currently stems from daily activities. The state has not had a full-scale classification study since 1965. Experience in the personnel field indicates that such a study should occur every 5 or 6 years to maintain good control over the system.
- The division has not used computer technology extensively.
- The division is involved in planning and documenting the state's collective bargaining positions, and thus far seems to have done a reasonably good job.

#### RECOMMENDATION:

- A full-scale classification and compensation study is now under way, being conducted by a consulting firm under contract with the Department of Finance, and coordinated with the Department of Personnel and the Legislative Audit Commission. The division should use the results of this study, and the skills acquired while conducting it, to maintain a sound and consistent classification system and to arrive at well-founded collective bargaining decisions.

#### FINDINGS: EQUAL OPPORTUNITY DIVISION

- EOD'S efforts devoted to increasing the numbers of protected group members have yielded beneficial results. Overall, the percentage of state employees who are protected group members is now roughly proportionate to their representation in the labor force.
- EOD has not defined specifically focused goals that can be effectively used either as measures of progress or as standards to which individual departments can be held accountable.
- EOD staff lack experience or training in skills relating to data collection and analysis necessary to establish meaningful and enforceable affirmative action goals.

## RECOMMENDATION:

- In addition to developing and enforcing a specifically focused state affirmative action plan, as recommended above, EOD should acquire and use data analysis skills.\*

---

*\*Commissioner Harris has already facilitated this recommendation by providing EOD with ongoing assistance in data collection and analysis from the Planning and Data Services Division.*

## **CHAPTER 1**

### **INTRODUCTION**

The Legislative Audit Commission requested the Program Evaluation Division of the Legislative Auditor's Office (LAC) to conduct an evaluation of the Minnesota Department of Personnel (DOP). After surveying legislators for their specific concerns and interviewing department heads and personnel officers, we designed a study focusing on the five most often mentioned problems. These are:

**1. Hiring**

Are there serious delays in hiring people? Is there dissatisfaction with the quality of applicants referred to appointing authorities?

**2. Issues in Managerial and Professional Employment**

How successfully can managers in state agencies: a) find high quality people to work for the state; b) get these people hired; c) keep these people satisfied and productive; d) dismiss employees whose performance is unacceptable?

**3. Affirmative Action**

How successfully is the state pursuing affirmative action goals of hiring and promoting women and minorities?

**4. Functional Performance of the Department of Personnel**

Are important divisions within the Department of Personnel performing their functions as efficiently and effectively as possible?

**5. Classification and Compensation**

Is the system of job classification used by the state as efficient and effective as it should be? Is the state compensation plan internally equitable and externally comparable to pay scales in private and other public sector employment?

## **DATA SOURCES**

### **HIRING**

Data for our hiring analysis come from a variety of sources. We conducted an extensive survey of state employees; collected information from Department of Personnel agency files on job announcements, experience and training ratings, appointment requisitions, candidate availability, and provisional appointment forms; and involved DOP personnel in a test of the reliability of their application rating procedure. Because this study required an elaborate data collection effort, we document all data sources, sampling procedures and rationales in Appendix A, and sample weighting procedures in Appendix B. The reader should refer to these Appendices for a complete description of our procedures.

### **ISSUES IN MANAGERIAL AND PROFESSIONAL EMPLOYMENT**

Data for this section rely most heavily on two primary sources: 1) our survey of a random sample of almost 1700 current state employees in all occupational categories (see Appendix A, p. 57); 2) interviews with 36 line and top managers in a sample of operating departments. Managers to be interviewed were selected from departments with complements of 25 or more employees, of whom at least one-fourth were in professional or managerial classes.

Other sources of data include: 1) compensation and pay plans and studies supplied by DOP's Classification and Compensation Division; 2) operating department staff training records supplied by DOP's Training and Development Division; 3) information on Minnesota's Management Plan supplied by the Council of State Governments, and 4) a study conducted by Professor George Milkovich of the University of Minnesota Industrial Relations Center which compared the career satisfaction and mobility of public sector employees to the same characteristics of private sector employees.

### **AFFIRMATIVE ACTION**

This section of the report summarizes all the information related to affirmative action developed in our studies. It uses all the data sources (employee survey, interviews with line and top managers, agency records) mentioned above, plus payroll and other information from the Central Employee Information File. It analyzes these data by sex and race, giving a picture of the present state of affirmative action accomplishments.

### **FUNCTIONAL PERFORMANCE**

This section presents data from interviews with key managerial staff at the Department of Personnel, DOP records and documents, and our employee survey. It combines these data sources to create a picture of DOP operations in the following divisions: Recruitment and Selection, Classification and Compensation, Equal Opportunity, Planning and Data Services, and Training and Development.

### **CLASSIFICATION AND COMPENSATION**

A study is currently being conducted by a personnel consulting firm, Hay Associates, on contract with the Department of Finance and in cooperation with the Department of Personnel and the Program Evaluation Division. The study will apply the Hay system of job evaluation to the state's classification structure, and will assess the internal equity and external comparability of the state's salary and non-cash benefits plan. Major components of this study reflect our understanding of legislative concerns in the classification and compensation area. Hay Associates will publish the results of this study in October, 1978.

The remainder of this report describes our major findings and recommendations in each area of our investigation. Where legislative and administrative changes have already occurred, we also describe the present state of personnel operations.





## CHAPTER 2

### HIRING

Before we developed a comprehensive design for the Department of Personnel study, we asked many key people what they saw as the personnel system's biggest problems. Problems in the area of hiring emerged as the predominant personnel system complaint. Legislators, department heads, departmental personnel officers, and DOP managers ranked delays in hiring as either their first or second complaint; legislators expressed serious concern about the validity of testing procedures; and department heads and departmental personnel officers felt that the lack of qualified candidates on lists was their number one problem. People also questioned the adequacy of other procedures related to hiring, including lack of aggressive recruiting or internal development of professional and managerial talent, retention of high quality staff and dismissal of poor performers, and recruiting, selecting and promoting for affirmative action purposes. These latter issues will be discussed in Chapters 3 and 4 of this report.

#### FOCUS — TIME AND QUALITY

The two overriding concerns in the hiring area are:

1. time delays in getting people hired;
2. the quality and/or availability of candidates on certification lists.

The results of our survey of randomly selected state employees with hiring responsibilities corroborate the difficulties described by legislators and department heads. Of 240 managers with the authority to hire, promote and transfer employees, three-quarters report having experienced problems with eligible lists. Of these, 40 percent complain that lists are old and candidates cannot be located; nearly half indicate that many people are not available for work, 62 percent report that people on the lists are not qualified for the job, regardless of their test scores; one third cite other complaints about lists.

These managers also report problems involving time delays in hiring new people. Fifty-five percent indicate that they often have "A" schedule positions in their unit which have been vacant for one month or more; the corresponding percentages for "B" and "C" schedules are 37 percent and 42 percent.<sup>1</sup> In addition, 42 percent of these managers feel that the testing schedule for "A" level positions is not adequate; the corresponding figures for "B" and "C" schedules are 22 percent and 28 percent.

---

<sup>1</sup> "A" Schedule = most professional and technical classes.

"B" Schedule = most trade classes.

"C" Schedule = most clerical and service classes.

Finally, the survey asked managers to describe in their own words their two biggest problem areas relating to personnel matters. Nearly half give the quality of candidates, problems of delay, and difficulties with examinations and testing procedures as their biggest problem. Forty-one percent give these same items as their second biggest problem. The strength and unanimity of these responses dwarf any other particular complaints. Issues relating to hiring cause managers the biggest headaches.

### Provisional Appointments

A third issue of concern to the legislature involves potential abuse of the provisional appointment process. This process is available to the state's managers when normal procedures have failed to provide appropriate job candidates, but is not supposed to be used when candidates are available who have successfully completed normal application and testing procedures. Some legislators feared that provisional appointments were being used to circumvent the regular process, and asked us to look at the quality of control exercised by DOP over the provisional appointment process.

Given the breadth and depth of concern over hiring issues, we designed the first phase of our evaluation of the Department of Personnel to address these issues. We undertook several specifically focused studies:

appointment time, to investigate the issue of delay;

consistency between job announcement information and experience and training rating requirements, to investigate the issue of quality of candidates;

reliability of experience and training rating procedures, to investigate the issue of quality of candidates;

availability of candidates on eligible lists, to investigate the issue of other list problems besides quality;

provisional appointment process, to investigate the issue of possible abuse or misuse of this process.

We also developed and administered a questionnaire filled out by a random sample of the state work force, to assess the opinions and perceptions of state employees on many issues relating to hiring, promotion, job satisfaction, and other personnel matters. We now discuss each issue in turn.

## **TIME DELAYS: THE APPOINTMENT TIME STUDY<sup>2</sup>**

### **TOTAL APPOINTMENT TIME**

We sampled appointments made through DOP in FY77. (See Appendix A for a thorough explanation of sampling procedures.) Total appointment time, calculated as the elapsed time between the date an appointing authority requests a list of job candidates and the date an appointment occurs, can often be lengthy, especially in professional, technical and craft-related skill areas toward which our sample is weighted. More than half (53 percent) the positions in our sample classes were filled in less than one month, but nearly one third took over eight weeks to complete, and 10 percent were still not filled more than 16 weeks after requisition.

---

<sup>2</sup>For a more detailed discussion of data presented in this section see staff paper entitled: "Evaluation of Appointment Time."

To investigate time lags and delays in the appointment process, we first separated the entire process into discrete segments, illustrated by Figure 2-1. Looking separately at these segments — recruitment, list development, certification time and selection time — allows us to pinpoint the specific stage(s) in the appointment process where delays and difficulties arise.

## RECRUITMENT TIME

We found that the average length of time positions remained open for application was 21 calendar days, with a range of 7 to 44 days. Formal recruitment time does not vary much because contract language and personnel rules require that job postings remain open for specified periods of time. If anything, the time a job remains open for application may be too short, since 22 percent of the state employees in our questionnaire survey indicate they have received notice of jobs for which they wanted to apply after the deadline for applications has passed. Direct mailing of job announcements to posting locations around the state might alleviate much of this problem from the point of view of state employees and other job applicants.<sup>3</sup> Because the job posting process is an important route through which potential new employees enter the system, managers, state agencies, and state government functioning in general would benefit from more extensive advertising of state job openings. Recruiting is not the place to try to cut the process.

## ELIGIBLE LIST DEVELOPMENT TIME

After a job announcement has been closed, DOP begins to process applications and exams. In this phase, DOP administers written and oral exams, performs experience and training ratings, and ranks passing applicants on eligible lists.

Table 2-1 reveals that the time required to develop eligible lists, measured from job announcement closing date to date of eligible list ranking, is substantial. Including lists developed both before and after receipt of a requisition from a hiring department, the average time required to develop an eligible list is 13 weeks, with a range from less than one week up to 32 weeks. The data from our sampled classes are slightly skewed toward the more managerial, professional and technical classes, which tend to require longer amounts of time to process. Other data made available from DOP indicate a mean development time of about 9.5 weeks for all lists for all classes established from January 1 to July 31, 1977. Using either estimate, list development takes well over two months, on the average.

List development time is greater for examinations of greater complexity. Promotional lists require more time than open competitive lists to develop, because promotional ratings must be collected from supervisors in addition to the usual DOP procedures. Not unexpectedly, any time more than one procedure must occur (e.g., a written and oral exam), list development time lengthens.

The time it takes to develop eligible lists causes delay whenever lists are not available upon requisition. This occurs in nearly one-third of our sample cases for which we have the relevant data. Available eligible lists could decrease appointment time for almost one-third of our sample.

Eligible list development time must also be seen from the applicant's viewpoint. Using this perspective, it takes an average of 13-16 weeks from the date of submitting an application to the date on which the applicant's name is sent to the appointing authority for potential employment. By this time, many qualified applicants have long since found other jobs.

---

<sup>3</sup>DOP plans to implement direct mailing of job announcements. They have not done so in the past due to insufficient funds.

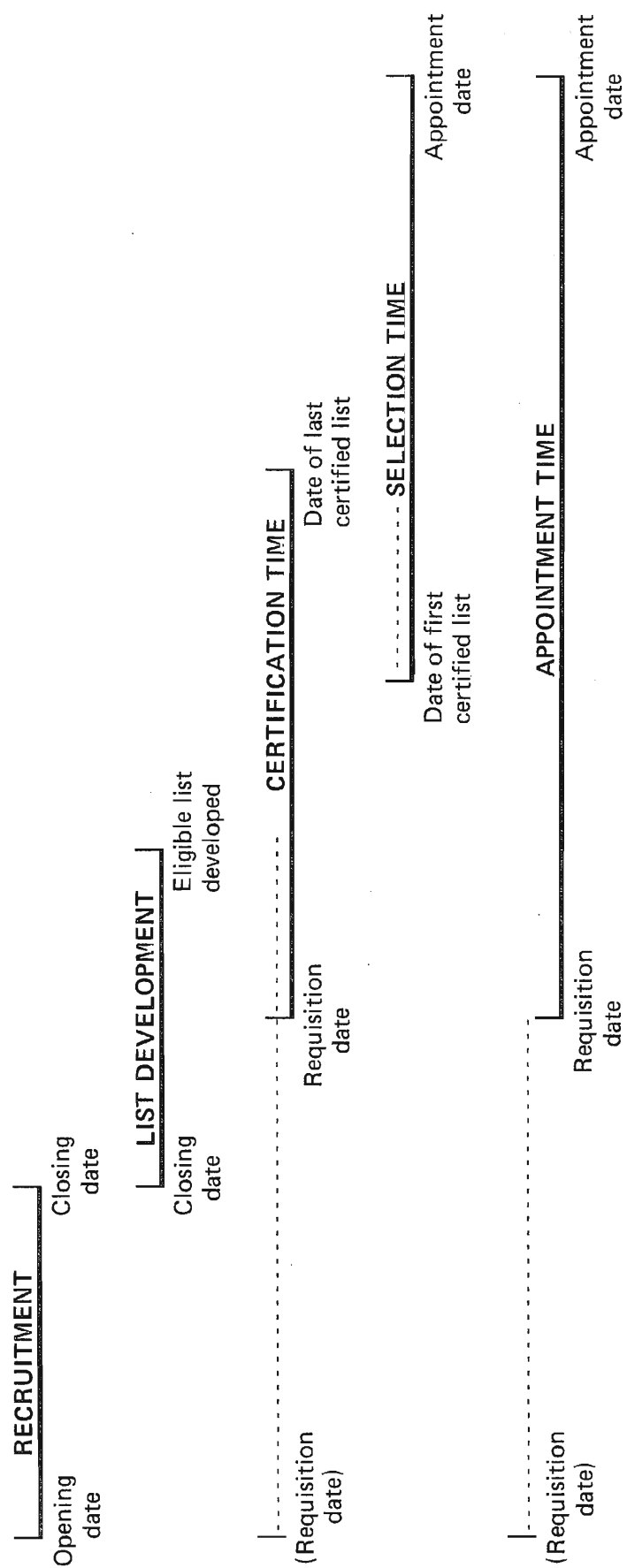


FIGURE 2-1  
COMPONENTS OF THE HIRING PROCESS

**TABLE 2-1**  
**TIME TO DEVELOP AN ELIGIBLE LIST, FROM EXAM CLOSING**  
**TO LIST DEVELOPMENT DATE, BY OCCUPATIONAL CATEGORY**  
**N=65\***

Occupational Category	List Development Time					Total (N)
	0-4 Weeks (%)	4-8 Weeks (%)	8-12 Weeks (%)	12-16 Weeks (%)	16* Weeks (%)	
Managerial	33	—	—	—	67	3
Professional	8	17	25	33	17	12
Technical	13	—	—	—	88	8
Office	6	7	56	6	17	18
Craft	—	—	—	50	50	4
Operative	—	13	75	13	—	8
Labor	—	—	100	—	—	4
Service	—	25	25	38	13	8
Percent of Sample	6%	12%	38%	17%	26%	99%

Percents do not always total 100 due to rounding.

*\*Data were not available for 8 cases; in addition, 42 cases are open continuously and thus development time as measured here was not ascertainable.*

## CERTIFICATION TIME

Certification time is measured from the date of requisition to the date of issue of the certified list on which the actual appointee's name appears. Table 2-2 indicates that lists were certified within one month for 68 percent of the appointments we sampled, while it took over two months for list certification in 17 percent of our cases. Many of the appointments sampled in the office/clerical, operative and service classifications received certified lists in four weeks or less. This probably results from the continuous testing practices used for these classifications, and the fact that most are decentralized. Decentralization means that operating departments (e.g., state hospitals, correctional facilities) take significant responsibility for testing and certification. DOP's activity in regard to these appointments is minimal. Indeed, other LAC data show that 89 percent of sampled appointments made in departments with decentralized responsibility to test and certify had certification times of less than four weeks, compared to 66 percent of the appointments to classes for which centralized responsibility rests with DOP.

Decentralized classes, and classes using continuous testing, show the speediest certification time; appointments to classes for which no list existed at the time of requisition cause the longest certification time. Clearly, better advance notice and preparation of lists in a timely manner would improve performance on certification time. The process should start before the lists are actually needed.

## SELECTION TIME

Selection time is measured from the date of the first certification list sent to an appointing authority until the date an appointment is actually made. This time is largely out of DOP's hands and completely under the control of the appointing authority, except insofar as the first certification list proves

**TABLE 2-2**  
**CERTIFICATION TIME, FROM REQUISITION DATE TO**  
**LIST CERTIFICATION DATE, BY OCCUPATIONAL CATEGORY**  
**N=105\***

<b>Occupational Category</b>	<b>Certification Time</b>					<b>Total (N)</b>
	<b>0-4 Weeks (%)</b>	<b>5-8 Weeks (%)</b>	<b>9-12 Weeks (%)</b>	<b>13-16 Weeks (%)</b>	<b>16+ Weeks (%)</b>	
Managerial	67	33	—	—	—	3
Professional	50	21	21	14	—	14
Technical	56	22	22	—	—	9
Office	81	7	7	—	3	27
Craft	25	25	13	—	38	8
Operative	82	18	—	—	—	11
Labor	67	17	17	—	—	6
Service	74	15	—	—	11	27
<b>Percent of Sample</b>	<b>68%</b>	<b>16%</b>	<b>9%</b>	<b>1%</b>	<b>7%</b>	<b>101%</b>

Percents do not always total 100 due to rounding.

*\*Data were not available for 12 cases.*

inadequate, and the appointing authority has to request another one from DOP (which sometimes means opening up the exam and starting the whole process from the beginning). In 90 percent of our sampled cases, an appointment was made from the first certification list; in the remaining 10 percent of our sampled cases, one or more additional certification lists were required.

We found that over two-thirds of the appointments sampled occurred within four weeks after the appointing authority received the first certification list from DOP. Thirteen percent took place from 8 to 16 weeks after the first list was certified, but the average selection time was only slightly over four weeks.

## **SUMMARY OF APPOINTMENT TIME FINDINGS**

The appointment time delays found in this study are least for continuously tested classes where appointing authorities have decentralized testing and certifying responsibilities. They are worst for infrequently filled classes in the professional, technical and crafts groups, where the problems seem to arise from outdated, inadequate or nonexistent lists. Working toward a system in which all testing approximates as closely as possible the continuous testing situation appears to be the obvious direction to move.

Additional reduction in delays would result if the entire list certification process could be handled by computer. Presently this is the last important component of the recruiting and selection process still performed by hand. DOP has long desired to computerize this final link, but has lacked funds to do so.

## RECOMMENDATION 2-1:<sup>4</sup>

DOP should adopt a continuous testing policy to replace its current system of fixed date scheduling.

## RECOMMENDATION 2-2:<sup>4</sup>

The legislature should budget additional computer support for DOP to completely computerize its recruiting and selection operations.

### QUALITY AND AVAILABILITY OF APPLICANTS

After delays, the second major complaint registered by state supervisors and managers who have hiring responsibilities relates to the quality and availability of applicants on certification lists. We address three aspects of this issue. These are:

- Is there a problem with the information supplied to potential applicants through published job announcements which causes the wrong people to apply for state jobs? (Consistency)
- Is there a problem with the way in which applications are scored, so that good applicants don't consistently get significantly better scores than bad applicants? (Reliability)
- Is there a problem with applicant availability, so that good applicants are gone by the time the paperwork has cleared and the agency with a vacancy receives a list of candidates? (Availability)

### CONSISTENCY<sup>5</sup>

We selected 25 job announcements for classifications which used Experience and Training ratings (E&T ratings) and analyzed the differences between what the job announcement said an applicant needed to qualify for a job and what the Experience and Training rating gave credit for. (See Appendix A for an explanation of how these job announcements were selected.)

We found numerous problems in the sampled announcements and E&T ratings. In all, we detected 54 occurrences of nine different types of problems. None of our 25 cases appeared to be problem free. In all cases, information about the qualifications given in the job announcement was inconsistent with the E&T rating scale in either major or minor ways.

---

<sup>4</sup>Laws of Minnesota, 1978, Chapter 734 enacts these two recommendations into law and provides funds to accomplish them. DOP is proceeding with implementation.

<sup>5</sup>For a more detailed discussion of data presented in this section see staff paper entitled: "Evaluation of the Consistency between Job Announcements and Experience and Training Ratings."

In 40 percent of our cases, the E&T rating does not give credit for a qualification announced as important. In 40 percent of our cases the opposite occurs; the E&T credits a qualification not mentioned in the announcement. Twenty-eight percent of the announcements imply equal weighting of various qualifications, but the E&T rating scale actually weighs these qualifications quite differently. Twenty-four percent of the announcements fail to tell applicants that education is not a requirement for the job. Other problems include confusing use of language or punctuation, and failure to indicate how recent experience must be to gain credit. In all, we found an average of two problems per job announcement. To answer the question posed above, there appears to be a substantial problem with the information supplied to potential applicants. Presumably, faulty information affects the quality of candidates who eventually appear on eligible lists.

#### **RECOMMENDATION 2-3:<sup>6</sup>**

DOP should write job announcements which clearly and specifically list the training and experience qualifications for the job, and the allocation of points for relevant experience and training.

#### **RECOMMENDATION 2-4:<sup>6</sup>**

DOP should distribute its job announcements more widely, so that more potentially qualified people learn about state jobs.

#### **RECOMMENDATION 2-5:<sup>6</sup>**

DOP should establish a telephone "help-line" to assist applicants in applying for state jobs.

#### **RELIABILITY<sup>7</sup>**

When DOP receives an application from a potential employee, it follows one of several procedures to determine the applicant's qualifications. DOP uses written, performance, or oral examinations for many classes, but uses Experience and Training ratings (E&T) for most classes in the managerial and professional occupational groups. Since legislators and department heads express most concern about hiring difficulties among these classes, our study takes a close look at the quality of DOP's performance in rating applications using E&T ratings. On an E&T rating, a DOP staff person compares the experience and training described on an application to a set of criteria which tells the rater how many points to assign for particular levels and types of education and for particular amounts and types of experience. Since job requirements differ, the E&T rating scale is unique for each classification.

---

<sup>6</sup>Laws of Minnesota, 1978, Chapter 734 provides funds for these three recommendations, which are already within DOP's statutory authority. DOP is proceeding with implementation.

<sup>7</sup>For a more detailed discussion of data presented in this section see staff paper entitled: "Examining Reliability and Potential Sex Bias among Raters in the Department of Personnel."



One problem often cited by applicants and appointing authorities alike is that DOP raters sometimes give credit on E&T ratings for something which did not deserve credit, or fail to give credit for something which should have earned it. One way to assess how often this happens is to perform a reliability check on the people who do the ratings. Technically, this means that two different raters receive the same application, each rates the application independently, and their final ratings are compared to see if the ratings are identical (which they should be). If one makes this type of comparison enough times, with enough different raters on applications in enough different classes, one gets a good sense of the consistency or reliability of rating procedures. In practice, high reliability means that an applicant is just as well off no matter who rates his or her application, and no matter when that application is submitted. Low reliability means that an applicant could receive a substantially different (either higher or lower) score, with obvious consequences for getting the job, depending on who rated the application. Low reliability does not necessarily mean that some raters give consistently high ratings while others give consistently low ones. Rather, it may mean there is very little consistency anywhere, either within a single person's ratings or for ratings done by different people.

To check the reliability of E&T ratings, we took a sample of applications for classes which used E&T's, duplicated the applications, and gave them to experienced raters in DOP. Each application was independently rated by at least two people who had experience with rating for that classification, and the results of these ratings were compared. (See Appendix A for a description of sampling procedures, and the staff paper cited in footnote 7 of this chapter for an elaborate explanation of testing procedures.)

## Results

Out of a total of 98 applications rated by two or more raters:

41 percent of the cases resulted in discrepancies among raters of at least ten (10) points;

17 percent of the cases resulted in discrepancies among raters of at least thirty (30) points.

Since the range of passing scores on E&T ratings is 70-100, it is clear that a possible discrepancy of 10 points could have serious consequences for an applicant's likelihood of getting a job; a discrepancy of 30 points would make the difference between passing and failing the test.

While important, these data somewhat overstate DOP's unreliability in scoring applications, because many applications in our testing procedure were rated by more than two raters. For example, if six raters produce scores of 70/80/88/90/93/100, there are 15 pairs of ratings from which to estimate reliability. Five pairs show less than 10 points discrepancy, six pairs show discrepancies between 10 and 19 points, and four pairs show discrepancies of 20 points or more. Because these pairs are not independent, using them all produces an overstated and generally low estimate of reliability. We therefore took the number of raters into account to arrive at the probability of receiving a discrepant score of 10 or more points, which is given in Table 2-3.

Table 2-3 provides an estimate of how often an individual applicant would be affected by discrepancies of 10 points or more. The data indicate that almost one in 10 applications (9%) for managerial and professional classifications would receive a substantially different score if submitted to a different rater. In most other occupational categories, the chances of an unreliable score are even higher, although in these categories fewer classifications rely on E&T ratings, so fewer applicants would be affected by unreliability. However, between 75 percent and 100 percent of professional and managerial classifications use E&T ratings, so the problem is more severe for these occupational groups. The probability of getting a discrepant result of 10 or more points for applicants in almost all occupational groups seems unacceptably high.

**TABLE 2-3**  
**PROBABILITY OF APPLICANT GETTING**  
**DISCREPANT SCORE OF 10 OR MORE POINTS**

Professional	9%
Managerial	9
Crafts	11
Service	17
Office	14
Technical II	15
Technical III	17
Operatives	5

**RECOMMENDATION 2-6:<sup>8</sup>**

Adopt reliability-based band width certification procedures as an experimental alternative to the procedures specified in M.S. 43.18, subd. 3.

**RECOMMENDATION 2-7:<sup>8</sup>**

Improve inter-rater reliability by:

- a. improving the job application form;
- b. writing more precise and informative job announcements;
- c. improving rater training and quality control procedures;
- d. develop more precise "tests" and application inserts, including self-administered, computer-assisted E&T's to be developed experimentally using funds from an Intergovernmental Personnel Act grant.

**AVAILABILITY**

As the number of eligible candidates on certification lists available for employment decreases, one expects appointment time to increase. Considerable unavailability could result in requests for additional certification lists and/or re-opening the examination for the class desired. Both requests entail delay.

Appointing authorities are responsible for determining unavailability, either through a statement to that effect by the applicant or non-response to notification by certified mail.

<sup>8</sup>Laws of Minnesota, 1978, Chapter 734 enacts Recommendation 2-6 into law and provides funds for all provisions of the two recommendations, except 2-7(d) which is supported by an IPA grant. DOP is proceeding with implementation. "Reliability based band width certification procedures" means that the number of applicant names sent to an appointing authority depends on how accurate the test is. Very accurate tests result in lists with fewer (but at least ten) names, while inaccurate tests produce lists with more names.

We examined certification lists returned by appointing authorities for the number of eligibles contacted and the number of eligibles declared unavailable by the appointing authority. We measured unavailability by dividing the number unavailable by the total number contacted. Our data indicate that, overall, 46 percent of those certified and contacted by departments were unavailable for employment. This problem was greater (in our data) for open-competitive lists than for promotional lists — 48 percent were unavailable on open-competitive lists while 35 percent were unavailable for promotion.

DOP undertook its own examination of unavailability, using the total number of certification lists in a given period, rather than a sample as we used. DOP data indicate an overall figure of 36 percent unavailable, with 33 percent unavailable for promotion. While these figures differ somewhat from those we obtained, either set of figures clearly indicates a very high level of unavailability. When anywhere from one-third to one-half of the candidates on lists are unavailable at any given time, the list is worth a great deal less than a full list to an appointing authority, and creates almost universal delays in obtaining new lists or re-opening tests.

#### RECOMMENDATION 2-8:<sup>9</sup>

DOP should adopt, and the legislature should fund, innovative procedures for determining availability before a list is sent to an appointing authority.

#### PROVISIONAL APPOINTMENTS<sup>10</sup>

Provisional appointments constitute less than one percent of all state employees at any given time, and less than four percent of all appointments made in any given year. Minnesota uses provisional appointments as little as possible, and significantly less than several neighboring states. However, though their numbers are small, some questions have been raised about how these appointments are made.

Three issues in the provisional appointment process deserve attention. First, we looked at the career history of provisional appointees, to see whether they usually went on to become permanent state employees or not. Second, we took a sample of provisional appointments and determined whether they had been made even though certified eligibles were available on lists. Finally, we examined the case records of provisional appointees to determine whether they were qualified for the jobs they received. (See Appendix A for a description of sampling procedures.)

Table 2-4 presents data on the employment status in May, 1977, of provisional appointments made six months or more before that date (March through October, 1976). Basically, these data show that the chances are eight in ten that a provisional appointee will still be working for the state after the provisional appointment expires. Of the 379 persons who received provisional appointments during these eight months, all but 22.4 percent were still employed in May, 1977. Of the 22.4 percent who were not still employed, at least one-half of the jobs they had been appointed provisionally to fill were temporary jobs. Job and employee alike terminated at the same time. Since the chances are high that a provisional appointee will join the permanent state work force, any relaxation of procedures required to authorize such appointments or screen provisional appointees to assure that they meet minimum job requirements may indeed work to compromise the quality of the state work force.

---

<sup>9</sup>Laws of Minnesota, 1978, Chapter 734, funds this recommendation, and DOP is proceeding with implementation.

<sup>10</sup>For a more detailed discussion of data presented in this section see staff paper entitled: "Provisional Appointments."

**TABLE 2-4**  
**EMPLOYMENT STATUS OF PERSONS RECEIVING PROVISIONAL APPOINTMENTS**  
**BETWEEN MARCH AND OCTOBER 1976 AND MAY 1977**

Month of Appointment	Provisional Appointment Extended	Provisional Appointment Terminated	Permanent Appointment Same Class	Permanent Appointment Different Class	Promotional Appointment Different Class	Percent	Number
March	2.6%	30.8	61.5	—	5.1	100	39
April	4.2%	20.8	41.7	4.2	29.2	100	24
May	4.0%	36.0	40.0	8.0	12.0	100	25
June	2.0%	22.4	65.3	8.2	2.0	100	49
July	7.9%	18.8	62.4	5.0	5.9	100	101
August	13.8%	20.7	34.5	10.3	20.7	100	29
September	21.9%	25.0	39.1	6.3	7.8	100	64
October	20.8%	14.6	52.1	12.5	—	100	48
<b>Total</b>	<b>10.5</b>	<b>22.4</b>	<b>52.5</b>	<b>6.6</b>	<b>7.9</b>	<b>100</b>	<b>379</b>

These data raise the question of whether the process of provisional appointments may be functioning as a means to circumvent normal hiring procedures. To look at this issue, we investigated each of 31 sampled cases to learn what procedures DOP had followed in authorizing each appointment.

We found numerous examples of inappropriate procedures in the case histories of these 31 appointments. Various sign-offs and checks were found missing in numerous instances. Despite the explicit expectation that DOP's Recruiting and Selection Division will screen provisional requests to see if usable certified lists exist, the space for this check on DOP's provisional approval form was blank in 12 out of 31 cases. The items to be filled out by the Equal Opportunity Division assuring consideration of protected group members were left blank in 22 out of 31 cases. In addition, the form has no space for recording date of approval for the various checks required. Not surprisingly, dates are seldom provided, and it is therefore impossible to track the forms through the system.

On the question of whether certified eligibles are being overlooked in favor of provisional appointees, our analysis shows that in 13 of 31 cases provisional appointments were authorized when one or more eligible candidates appeared on existing certified lists. However, in only two of these cases was there anything approximating a full certification list (these two cases had 6-9 eligibles). Half of the 13 cases had only one or two eligibles on the list. While appointing authorities do have a right to a full certification list (i.e., ten names), some consideration should be given to those eligibles on a short list who have qualified through normal procedures before the provisional route is taken.

Our final area of inquiry concerned the qualifications of provisional appointees, and whether DOP determined these qualifications before approving a provisional appointment. Of the 31 records examined, we found that only one person had passed an advisory test indicating qualifications for the job before being appointed. Twenty provisional appointees passed the test for the job after being appointed provisionally, nine showed no record of ever having taken a test, and one failed the advisory test before being appointed provisionally. These data indicate that DOP was not enforcing the spirit of the law that provisional appointees meet the qualifications for the job to be appointed.

## RECOMMENDATION 2-9:<sup>11</sup>

DOP should tighten its control over the provisional appointment process, and should withhold approval of provisional appointments until a potential appointee has demonstrated his or her qualifications for the job.

## CONCLUSION

Our reports on the Hiring phase of the Evaluation of the Department of Personnel were issued in mid-September, 1977. These reports revealed some serious problems with DOP performance in the hiring area, which we have briefly described above. Since that time, DOP has taken steps to implement all recommendations under their control and within their statutory authority and budgetary ability. The legislature has enacted into law all recommendations which required statutory change or authorization, and has provided budgetary support for all recommendations already within DOP's authority but monetarily beyond its grasp.

---

<sup>11</sup>Laws of Minnesota, 1978, Chapter 734 places into statute the requirement that a provisional qualify for a job before appointment, and details various other aspects of the provisional appointment process. Upon taking office, Commissioner Harris instituted tighter controls and qualification requirements for provisionals even before the legislature enacted Chapter 734. DOP continues to exercise these controls.



## CHAPTER 3

# ISSUES IN MANAGERIAL AND PROFESSIONAL EMPLOYMENT<sup>1</sup>

This chapter extends the analysis of hiring concerns begun in Chapter 2, looking especially at the classes in the managerial and professional occupational groups. It also addresses the important question of the state's ability to keep current high-performing employees happy, including a look at the traditional incentives of salary, mobility and promotions, and training. Finally, it explores supervisors' ability to dismiss individuals who have proved unable to do their work assignments adequately. As explained in Chapter 1, data bearing on these questions were collected from two primary sources — questionnaire responses from our random sample of state employees, and extensive interviews with 36 assistant commissioners (top managers) and division directors (line managers) in a sample of operating departments.

### RECRUITING AND APPOINTING MANAGERIAL AND PROFESSIONAL APPLICANTS

Approximately two-thirds of the managers we interviewed feel that state jobs at the managerial and professional levels were quite attractive. That is, they can compete relatively well with the private and public sectors, even though salaries for some positions are lower in state employment. Salaries appear to present most difficulty for top managerial positions.

However, while the jobs themselves are attractive, several aspects of personnel procedures make it more difficult than necessary for managers when they want to fill vacancies. More than two-thirds of the managers feel that the state should be recruiting more actively for professional and managerial positions. Over half of the managers interviewed have themselves actively recruited people for vacancies in their own divisions. Both the managers who do recruit themselves and those who do not cite the same problems associated with active recruiting — once you find good people, personnel procedures make it very difficult to actually get them on the payroll. Experience with these problems has been enough to discourage at least one-fourth of the managers interviewed from making their own recruiting efforts.

---

<sup>1</sup>For a more thorough discussion of the material presented in this chapter, see memoranda entitled: "Issues in Managerial and Professional Employment."

## DIFFICULTIES

Managers cite the same difficulties attendant on recruiting managerial and professional staff which we encountered in the Hiring phase of our evaluation reported in Chapter 2 — delays, and quality of candidates on lists. We will not reiterate the problem of delays, but the problem of quality of candidates has some special aspects when looking at managerial and professional positions.

We saw in Chapter 2 that one big problem with lists was the unavailability of candidates. While this is still somewhat a problem for professional lists (27 percent were unavailable, compared to 46 percent overall), it was not a problem for managerial lists. These lists tend to be constructed specifically for a single job, at the time the job is available. In our sample, all candidates on managerial lists were available for work.

For professional and managerial positions, the most extensively mentioned problem with lists involves DOP's ability to tell good candidates from bad. Even though DOP tries to involve managers in developing test criteria, managers report that DOP staff cannot look at an applicant's resume and accurately evaluate that applicant's credentials in comparison to the test criteria. The reason usually given for this failure is that DOP staff are not close enough to the job and its requirements, nor to the range and meaning of various possible credentials and work experiences, to be able to discriminate between a good set of credentials and a bad set.

Managers cite failure to recruit top talent as a difficulty which runs a close second to testing problems. They assert that even if the test could tell good candidates from bad, the present practice of minimal active recruiting efforts fails to get the best people to apply for state jobs. Top managers complain that an entire set of eligibles may not contain the most appropriate people for the job. They believe this may happen because people on lists tend to be the people who have themselves sought out state employment rather than people who have been aggressively recruited through widespread publicity and contacts.

Over 90 percent of the managers interviewed feel that decentralization of recruitment and selection functions for professional and managerial classes (so that the managers themselves are more involved in the process of finding and evaluating applicants) would alleviate the problems they face in recruiting and appointing qualified people.

### RECOMMENDATION 3-1:

DOP should seriously study ways to increase decentralization of recruiting and selection functions for professional and managerial classes and report the results of their investigation back to the legislature for possible action.

The special problems of evaluating managerial ability were addressed in a question about Management Assessment Centers. Such centers put prospective managers through a series of performance tests which assess abilities such as problem-solving, creativity, flexibility, behavior under stress, and relationships with co-workers. The assessments provided by these centers have been shown to do a better job of predicting managerial job performance than more traditional methods.<sup>2</sup> Although Management Assessment Centers cost as much as \$750 to \$1000 per participant, 75 percent of the top managers familiar with this concept believe that Minnesota should move in this direction to identify potential managers.

---

<sup>2</sup>See, for example, William C. Byham, "The Assessment Center as an Aid in Management Development," *Training and Development Journal*, December, 1971, pp. 10-22. Wollowich, H.B. and McNamara, W.J., "Relationship of the Components of an Assessment Center to Management Success," *Journal of Applied Psychology*, 1969, 53, pp. 348-352. Hinrichs, J.R., "Comparison of 'Real Life' Assessments of Management Potential with Situational Exercises, Paper-and-Pencil Ability Tests and Personality Inventories," *Journal of Applied Psychology*, 1969, 53, pp. 425-433. Bentz, V.J., "Validity of Sears Assessment Center Procedures," Paper presented as part of the symposium, "Validity of Assessment Centers," at the 79th Annual Convention of the American Psychological Association, 1971.



### RECOMMENDATION 3-2:

Minnesota should explore the use of Management Assessment Centers and other innovative assessment techniques for identifying potential managerial talent.

#### **RETAINING AND DEVELOPING QUALITY MANAGERIAL AND PROFESSIONAL EMPLOYEES**

In this section we describe the effects of salary, mobility/promotion, and training incentives on retaining and developing quality staff — i.e., keeping good employees happy. We begin with a picture of sources and levels of satisfaction and dissatisfaction.

Data from a recently completed study<sup>3</sup> show that, relative to their counterparts in the private sector, state professionals and managers are less satisfied with their jobs and careers — 25 percent (state) versus 6 percent (private) are dissatisfied. State employees report more dissatisfaction with mobility and promotion, and our survey shows that 20 percent of them feel that their career goals cannot be met very well within state government. However, 79 percent of managers, 56 percent of female professionals, and 67 percent of male professionals on our survey say their long-range career plans involve remaining in state service.

In rating variables which are most likely to keep them in state government, managers list as their top three priorities:

- Opportunity to make a significant impact on the state (49%);
- Quality of supervisory and managerial staff (41%);
- Health insurance and other benefits (38%).

Professionals, however, rate the following three variables at the top:

- Autonomy and independence to “do my job the best way I know how” (42%);
- Job security (41%);
- Geographic location (39%).

In rating variables which are most likely to make them leave state government, managers list as the three most disliked aspects of their job:

- Being subject to changing political priorities and directives (38%);
- Red tape, bureaucratic hassles and delays (33%);
- Job opportunities out of state government (20%).

---

<sup>3</sup>Data comparing public and private sector employees come from a study recently done by Professor George Milkovich of the University of Minnesota's Industrial Relations Center.

Professionals list two of these same variables among the most disliked aspects of their job:

- Red tape, bureaucratic hassles and delays (29%);
- Being subject to changing political priorities and directives (22%);
- (Lack of) opportunities for advancement (16%).

Unfortunately, these data indicate that the dimensions which are most likely to drive people out of state service are ones which are very difficult to change. The two most negative factors — changing political priorities and red tape — are endemic to a large political system. In addition, 75 percent of supervisors in professional and managerial classes responding to our survey report that while a number of incentives are legally available to them (e.g., merit salary increases, giving more responsibility or autonomy, promoting), the constraints on actual opportunities to use them are great. Therefore, efforts to attract and retain managers and professionals should focus on strengthening those factors which make state employment attractive, and on reducing the constraints which generate the lower level reasons for leaving (such as salary restrictions, mobility and career development opportunities).

## **SALARY**

Managers indicate that salary is not that much of a deterrent to recruiting and salary surveys support this position. Salaries at the managerial and professional levels within Minnesota state government appear to be competitive with those in other nearby state governments, in private industry in Minnesota, and in public agencies serving the metropolitan area. State professional and managerial salaries are at some disadvantage when compared to Minneapolis, St. Paul, Hennepin County and Ramsey County salaries.

Only 19 percent of managers, 10 percent of female professionals and 33 percent of male professionals responding to our survey say that state salaries were likely to make them leave state government. Fully 67 percent of managers and 76 percent of female professionals indicate that salary would make them stay with the state. Male professionals are somewhat more dissatisfied with salary — only 34 percent report that salary is an incentive for remaining in state service.

Finally, salary and performance incentive plans within state government don't always work as they should. CES (Career Executive Service) works to give more salary flexibility for high performance but has not resulted in a flexible pool of managerial talent. The Management Plan has never been implemented, so it is hard to say whether it works or not. Managers generally feel it would be good if it were used, but in its present state they feel it should be substantially revised or terminated. The Council of State Governments supports this suggestion after completing a review of the Management Plan.

Viewed together, these data suggest that the state salary structure is effective in competing for managerial and professional talent. However, the current incentive plans used by the state in attracting and retaining such personnel receive mixed reviews. While CES and merit pay increases are seen as giving managers salary flexibility, CES has not worked to create more career mobility or a flexible pool of managerial talent, and the Management Plan has not worked at all.

## **RECOMMENDATION 3-3:**

Fully utilize or substantially revise the Career Executive Service (CES) and the Management Plan to accomplish the goals of adequately rewarding outstanding performance, achieving career mobility, and creating a flexible pool of managerial talent to serve the needs of state government.

## MOBILITY

Mobility, or lack of it, is a major source of frustration to managerial and professional employees. The majority of line managers interviewed estimate that the promotional prospects for professionals within their departments are either somewhat problematic or very poor. They also estimate that approximately 20 percent of their staff are frustrated at the lack of promotional opportunities available to them. About one quarter of the professional and managerial personnel responding to our survey indicate that there are no promotional opportunities open to them.

In comparison to the private sector, state employees expect and receive fewer promotions and fewer lateral transfers. (They also receive fewer demotions.)<sup>4</sup> Although line managers indicate that lateral transfers, which the private sector uses much more frequently than state government, are one way of dealing with restrictions on promotional possibilities, they do not use them very often. Managers feel that lateral transfers only occur when other managers want to "unload" nonproductive employees. In addition, managers don't want to lose their best people to other divisions or departments.

Increased mobility options for professionals and managers could occur through a skills inventory process which catalogues the abilities of present employees. Managers needing staff with particular skills could use this inventory to provide their agencies with needed expertise which exists somewhere else in state government, while employees would have the chance to develop their skills in a variety of situations. This option might initially be tested on a limited scale with CES and managerial schedule employees, after some preliminary work with line managers to increase their acceptance of benefits they might receive from lateral transfers.

Career counseling to more systematically provide staff with information about promotional opportunities that do exist would also help. Rather than simply posting job announcements on a bulletin board, managers could make employees aware that more extensive information on career opportunities is available.

### RECOMMENDATION 3-4:

DOP should study alternative ways to foster more career mobility within state service, including the possible use of skills inventories,<sup>5</sup> increased lateral transfers, and career counseling.

## TRAINING

Training parallels salary and promotions, in that when you ask people whether they would like more, the answer is usually "yes". However, one possible outcome of promising more training, or using it as an incentive or reward for good performance, is that it may come to be seen as an employee benefit, and thus a bargainable item. The purpose of state-provided training should continue to be improvement in the quality of work performed in pursuit of state goals. To the extent that increased training serves this end, increases are desirable. But increased training may also increase expectations for future advancement which the state may not be able to meet, and thus ultimately decrease rather than increase employee satisfaction. Careful attention should be paid to the direction and extent of increased training, and the focus should remain on the benefits of such training to the state.

---

<sup>4</sup>Data comparing public and private sector employees come from a study recently done by Professor George Milkovich of the University of Minnesota's Industrial Relations Center.

<sup>5</sup>DOP is presently exploring possible uses of skills inventories.

Reports are favorable with regard to particular types of training currently provided by DOP or by operating departments. Most managers and professionals responding to our survey indicate that they have used the training experiences they have had. In particular, they report that the supervisory training and management skills development courses they have taken through DOP have helped them somewhat or very much on their jobs. However, in response to our interviews with 36 line and top managers about DOP training, about a third of these managers say that DOP managerial training is not sufficient. Basically, they feel that what they have received was okay, but that it does not go far enough. They feel they need more managerial training, and specifically more training relating to managing in a state government setting, rather than general theoretical information. They would also like to receive focused training on DOP rules, procedures and practices to help them use the system efficiently and effectively.

Managers differ greatly in their perceptions of the quality of departmental training programs, where most of the training of professionals occurs. Some managers indicate that these programs are very high quality, and meet their needs, while others feel the programs are totally inadequate. DOP's Training and Development Division could emphasize its role as consultant to departmental training coordinators, helping them to assess the strengths and weaknesses of the training they now offer.

#### **RECOMMENDATION 3-5:**

DOP's supervisory and managerial training needs to be augmented to focus on handling problems and procedures unique to state government.

### **DISMISSING STATE EMPLOYEES**

Very few classified professional or managerial staff are formally dismissed from state employment (10 professionals and no managers were dismissed in 1977). This circumstance arouses a concern common to civil service systems — that the state service harbors a lot of low-performing people who should have been dismissed long ago, but whom the tenure system inappropriately protects.

When we look at the evidence of professionals and managers with supervisory responsibilities, the problem of low-performing employees does not seem so severe, although some supervisors do report some people who should be dismissed. Eighty-five percent of professionals with supervisory responsibility and 63 percent of managers responding to our survey say they do not have any employees who should be dismissed, but who are still on the payroll. The small number of professionals with dismissable employees report an average of 1.4 employees who should be severed; the most frequently cited reasons are lack of productivity (85%) and incompetence (38%). A higher percentage of managers (37%) are dissatisfied with at least one employee. Managers report an average of 1.9 dismissable employees, and again cite lack of productivity (66%) and incompetence (53%) as their biggest problems.

Using these data plus data from interviews with managers to calculate the proportion of managerial and professional employees who warrant dismissal in their supervisor's eyes, we find that only about five percent, or one in 20, should be terminated. Some perspective on this figure can be gained from interview answers to the question of whether this percentage of poor employees differs from that found in the private sector. All managers agree that it does not; the grass is not greener on the other side of the fence.

## DEALING WITH LOW-PERFORMING STAFF

Forty-eight percent of the line and 90 percent of the top managers responding indicate that they do not have enough flexibility to dismiss low-performing professionals and managers. The major problems cited in dismissing low-performing staff are the time and documentation necessary to prove incompetence.

Retraining and lateral transfers are used by 80 percent of the line and 73 percent of the top managers in dealing with low-performing staff. In addition, 54 percent of the line managers indicate that their low-performing professionals are counseled and given opportunities to change.

Very few managers feel that the state's performance appraisal system is an effective management tool. Only 18 percent of the line managers interviewed report that it effectively identifies low-performing professionals. Furthermore, only 11 percent of the line and none of the top managers familiar with the system indicate that it helps professional and managerial staff improve.

Line managers are much more successful than top managers in dealing with low-performing staff. Fifty percent of the line managers responding indicate that the coping mechanisms they use to deal with incompetent staff are successful in eliminating performance problems, while only 25 percent of the top managers indicate that they are successful in eliminating managerial performance problems.

### RECOMMENDATION 3-6:

Managerial and supervisory staff should receive explicit and detailed training and information to help them: a) use management tools to identify low-performing employees; b) develop strategies for improving their performance or documenting their non-performance; and c) use current regulations to dismiss incompetent or non-performing workers.

Managers report that it is difficult to dismiss non-performing employees, but also register their feeling that it should be hard. They feel that managers should have to build a case against an employee, and that the employee should receive sufficient opportunity to improve his or her performance before being dismissed. Managers generally oppose one possible solution to the difficulties of dismissal — increasing the range of employees in the unclassified service. They believe that the potential recurrence of a spoils system more than outweighs the benefits to be gained from greater managerial flexibility obtained through this mechanism.

However while they believe that managers should have to build a case to dismiss an employee, they would welcome training from DOP in exactly how to do it. They are willing to accept the management responsibility of actions based on performance appraisal, but feel they need help in the concrete processes required by personnel rules and procedures. DOP-provided training in this area would have high payoffs for the whole state system.

## CONCLUSION

In response to the question: "Is the state capable of attracting 'the best and the brightest' to government service?", our data answer a qualified yes. Managers' responses indicate that an aggressive recruiting program, coupled with the use of both tangible (salary and mobility) and intangible (opportunity to serve the public) incentive systems operate to attract a highly qualified and dedicated work force. Our data also suggest, however, that to retain these employees the available incentives at the upper level (CES, Management Plan) must exist in reality as well as on paper, and that steps should be taken to insure that the state uses them for their intended purpose.



## **CHAPTER 4**

### **AFFIRMATIVE ACTION**

In this chapter, we pull together the information we have collected relating to several aspects of affirmative action in Minnesota state employment.<sup>1</sup> We present basic data describing where protected group members are concentrated in the state work force, and how things have changed since 1974.

After the current employment status of protected group members has been described, we turn to an assessment of forces for continued change. We look first at perceptions of affirmative action effort and effectiveness reported in our survey of current state employees. Next, we explore the efforts being made by state managers and supervisors who have hiring authority and consequently the power to take some positive action. Finally, we briefly summarize material presented in Chapter 5 which details the level of assistance and oversight exerted by the state's official affirmative action unit, DOP's Equal Opportunity Division.

#### **DESCRIPTIVE DATA**

##### **REPRESENTATION OF PROTECTED GROUP MEMBERS**

Overall, women and minorities are represented in state employment in proportion to their representation in the labor force. Table 4-1 presents these data for 1976, 1977 and 1978. However, Table 4-1 also shows that women's participation in different occupational groups varies quite widely. They are concentrated in Office/Clerical classes, and underrepresented elsewhere. Minority group members, on the other hand, are proportionally represented in the state work force as a whole, and in most categories. Significantly, minority representation is close to proportional in managerial classes, and concentrated in professional classes. Only in crafts are minority group members significantly underrepresented, although this is almost certainly a reflection of historic barriers to entry into these occupations rather than a sign of discrimination in state hiring practices.

---

<sup>1</sup>For a more detailed presentation, see staff paper entitled: "Affirmative Action Data."

**TABLE 4-1**  
**PERCENT OF WOMEN AND MINORITIES IN MINNESOTA'S**  
**CLASSIFIED STATE WORK FORCE\***

	January 1976		January 1977		January 1978	
	Percent Women	Percent Minorities	Percent Women	Percent Minorities	Percent Women	Percent Minorities
Managerial	4.0	0.5	5.0	1.1	5.4	1.7
Professional	25.4	3.1	25.5	3.4	26.0	3.8
Technical	31.2	1.4	35.8	1.3	37.3	1.4
Office/Clerical	87.1	3.0	89.4	3.5	87.4	3.5
Crafts	0.5	0.9	0.4	1.0	0.1	1.0
Operative	8.3	1.8	8.6	2.0	8.8	2.3
Laborer	3.6	1.7	2.0	2.0	2.0	3.2
Service	45.4	2.2	42.4	2.6	41.9	2.3
<b>Total</b>	<b>43.0%</b>	<b>2.4%</b>	<b>42.8%</b>	<b>2.8%</b>	<b>42.9%</b>	<b>3.0%</b>

*Source: Minority Group Summary — Personnel Planning and Data Services, DOP. These percentages are based on the entire state work force for the year and month cited.*

*\*Percent of females (aged 20-64) participating in the Minnesota labor force is 43 percent of all participants, based on an estimate for 1975 taken from "Minnesota Labor Force Projections, 1970-1990" published by the Minnesota State Planning Agency in July, 1976. The percentage of minorities participating in the Minnesota labor force is two percent of all participants, based on "A Socioeconomic Profile of Minnesota Minorities" by Dr. D.D. Braun, Department of Sociology, Mankato State University, 1976.*

## **SUPERVISING AUTHORITY**

Besides the question of occupational distribution, considerable interest has been expressed in the amount of supervisory and managerial authority given to protected group members. Table 4-2 shows the ratio of respondents to our survey who have supervisory and hiring authority compared to the total number of respondents in each occupational group. Overall, the state labor force contains 44 percent women, but women make up 28 percent of all employees with supervisory responsibilities, and only 25 percent of all employees with hiring authority. This pattern is particularly apparent in the office/clerical and service occupational groups, which contain many women but in which a far larger percentage of men than women have supervisory and hiring responsibilities. For example, in service classes women make up about half the workers, but only 14 percent of the supervisors and only five percent of the people with hiring authority. Our survey data on minorities yield similar disproportions: 19 percent of all minority respondents but 30 percent of our non-minority sample have supervisory responsibilities. Finally, seven percent of the minority sample but 14 percent of the non-minority sample have hiring authority.

## **CHANGES IN EMPLOYMENT**

In 1977, the Council on the Economic Status of Women presented a report describing the extent of job segregation by sex in state employment using data from 1976. Proportionally, the number of "male," "female," and integrated classifications has remained the same (70 percent, 14 percent, and 16 percent, respectively) between 1976 and 1978. The proportion of men engaged in "men's work," (defined as job classifications with 80 percent or more male occupants) has been considerably reduced, as has the proportion of women working in "women's work" classifications (defined as job classifications



**TABLE 4-2**  
**EMPLOYEES WITH SUPERVISORY AND HIRING RESPONSIBILITIES,**  
**BY SEX AND RACE**

	(A) N=	Percent Female <sup>1</sup>	Percent of (A) with Supervisory Experience	Percent of (A) with Hiring Authority	Percent of Supervisors Who are Female	Percent With Hiring Authority Who are Female
Female Managers	0	—	—	—		
Male Managers	22	0%	100%	86%	0%	0%
Female Professionals	62	14%	38%	23%		
Male Professionals	364		43%	32%	10%	11%
Female Technical	99	50%	27%	7%		
Male Technical	98		23%	5%	54%	58%
Female Office/ Clerical	363	93%	21%	10%		
Male Office/Clerical	26		52%	19%	86%	88%
Female Crafts	1	2%	*	*	*	*
Male Crafts	60		25%	12%		
Female Operative	17	14%	54%	0%		
Male Operative	111		32%	5%	20%	0%
Female Laborer	4	8%	*	*	*	*
Male Laborer	48		9%	8%		
Female Service	189	48%	3%	0.1%		
Male Service	207		18%	9%	14%	5%
Minority Sample	167		19%	7%		
Total Non-Minority Sample	1,686		30%	14%		

Source: Program Evaluation Division survey data.

\*Too few respondents in this category to obtain reliable estimates.

<sup>1</sup>For each occupational group, this column gives the percent of that group in our sample who are female (e.g., there are 62 female and 364 male professionals in our sample;  $62/426 = .14$ , so this column indicates that 14 percent of professionals in our sample are female). For various sampling reasons, the percentage of men and women in our survey are not exactly equivalent to their representation in the entire state work force.

with 70 percent or more female occupants).<sup>2</sup> Both sexes are engaged in more sex-integrated work categories. Table 4-3 presents these data from 1976, and comparable data from 1978, two years later.

**TABLE 4-3**  
**DISTRIBUTION OF EMPLOYEES AMONG "MEN'S JOBS,"**  
**"WOMEN'S JOBS" AND SEX-INTEGRATED JOBS**

<u>Men</u>	<u>January 1976</u>	<u>January 1978</u>
Men's work	73.1%	63.4%
Women's work	7.4%	5.2%
Sex-integrated work	19.5%	31.4%
<u>Women</u>		
Men's work	3.0%	4.6%
Women's work	77.7%	61.5%
Sex-integrated work	18.4%	33.9%

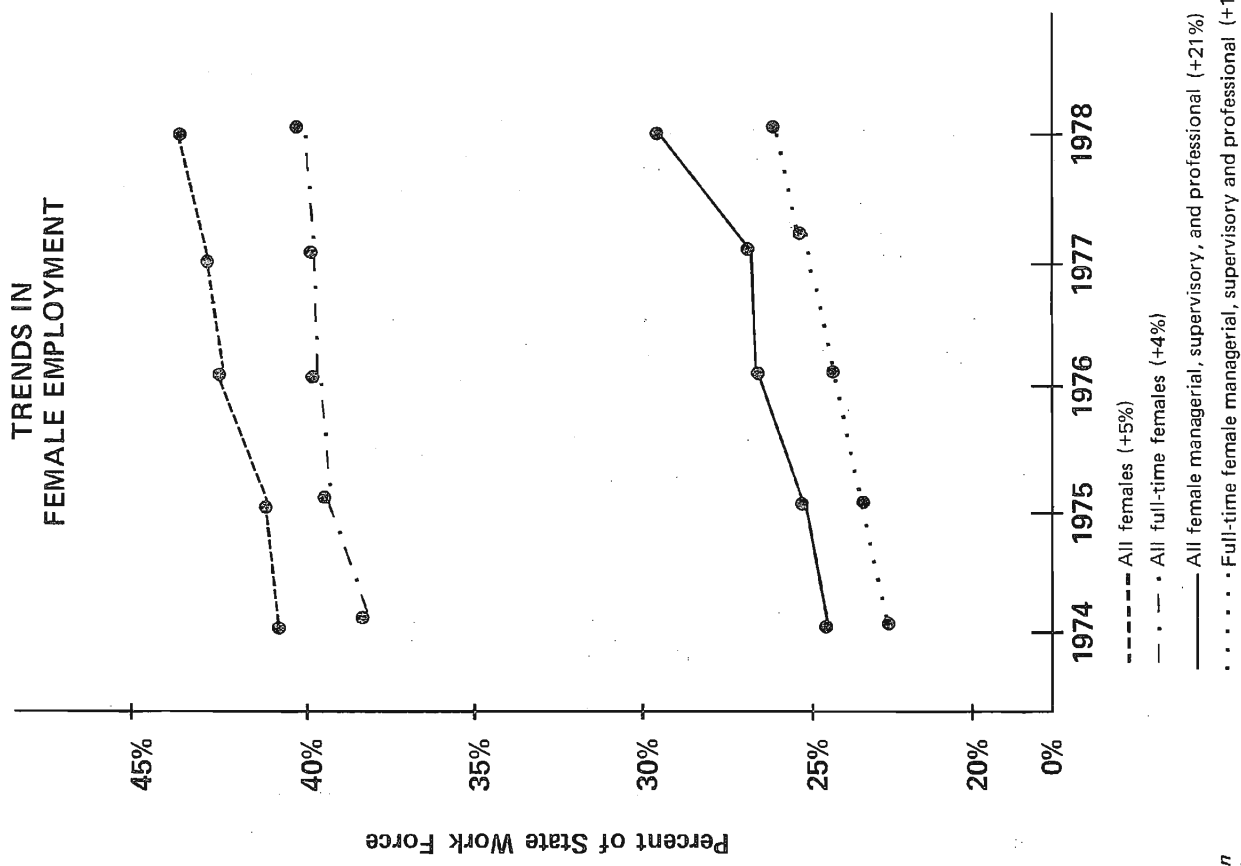
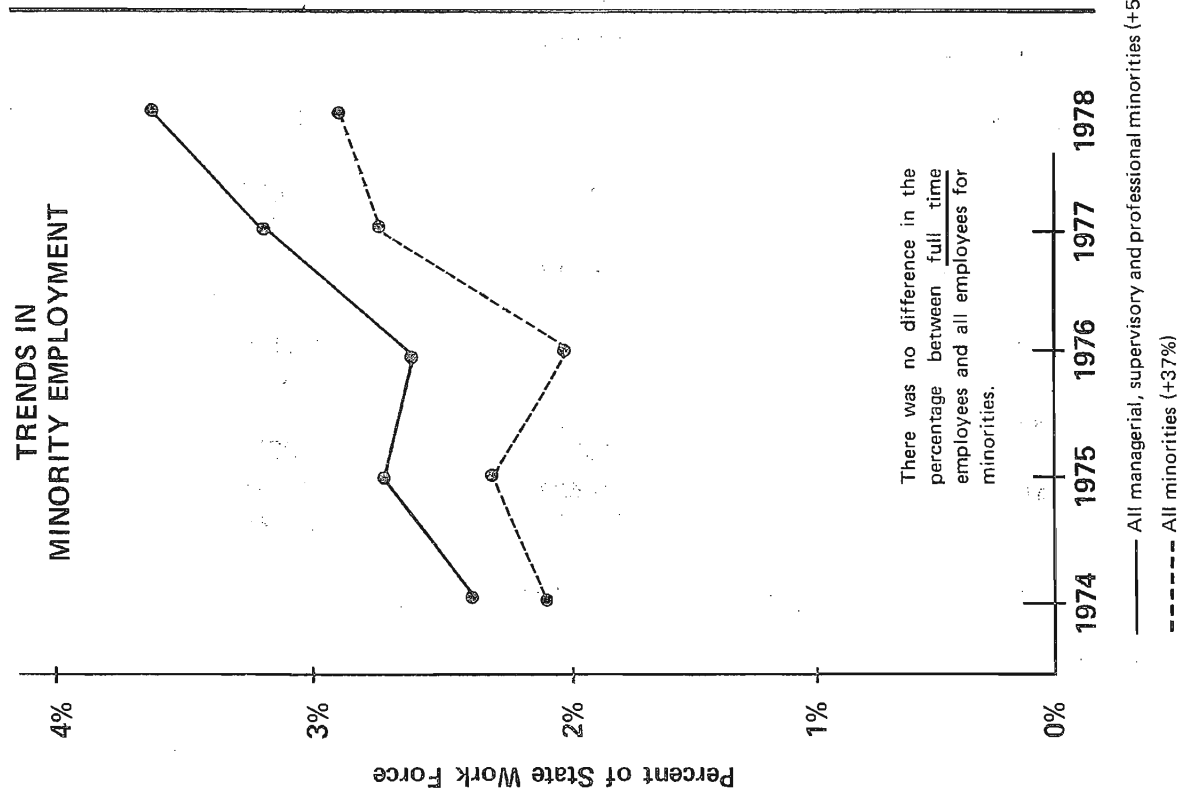
*Data sources: Council on the Economic Status of Women, DOP data.*

Finally, Figure 4-1 shows the increase in minority and female employment in the state service from 1974 to 1978, for all women and minorities, and separately for women and minorities in managerial, supervisory and professional classes. Figure 4-1 reveals that the minorities in the managerial, supervisory and professional classes have scored the greatest gains, increasing their numbers by 50 percent over the four years considered. Gains in employment for minorities in all occupational groups show only slightly less strength — a 37 percent increase over four years.

Minorities are more heavily represented in state employment than they are in the state labor force as a whole, and this is especially true in the managerial, supervisory and professional job classifications. However, not all minority groups have benefited equally from this dramatic increase. American Indians and Hispanics are still significantly underrepresented in state government in proportion to their numbers in the Minnesota population.

The data in Figure 4-1 pertaining to women indicate less dramatic progress than that experienced by minorities. Women in managerial, supervisory and professional classes have increased between 16 percent (full-time) and 21 percent (full- and part-time) over the four year period from 1974 to 1978. During the same period, women's employment in the state workforce as a whole has increased by about five percent. In contrast to minority group members, women are not found disproportionately in professional and managerial classifications. Figure 4-1 graphically restates the findings of Table 4-2 and adds the dimension of change over time.

<sup>2</sup>These definitions are taken from the Council's 1977 report.



Source: DOP data.  
 \*Based on all state employees for the years investigated. Read these graphs as follows: In 1974, all minorities constituted 2.11 percent of the state work force. In 1976, they made up 2.02 percent and in 1978 they were 2.82 percent.

**FIGURE 4-1\***  
**TRENDS IN PROTECTED GROUP EMPLOYMENT**

## SALARY

"Equal pay for equal work" has been a basic rallying cry for affirmative action efforts, and much data have been collected which show that men and women receive unequal compensation for their labor.<sup>3</sup> Raw salary data from our survey respondents indicates that the state work force follows this pattern, as data in Table 4-4 indicate. On the average, and in each specific occupational group, women in state government earn less money than men.

After viewing data such as those in Table 4-4, most presentations try to explain what causes the obvious salary differences. For instance, one line of reasoning goes that salary differences occur because men and women are in different occupations. If one compared the salaries of women and men doing the same jobs, those differences would disappear. However, the data in Table 4-4 (and the data published by the Bureau of Labor Statistics for the U.S. as a whole<sup>3</sup>) show that even when one compares people to each other within each occupational group, one still finds salary differences by sex.<sup>4</sup>

**TABLE 4-4**  
**AVERAGE ANNUAL SALARY OF STATE WORKERS,**  
**BY SEX AND OCCUPATIONAL GROUP**  
**October, 1978**

<u>Occupational Group</u>	<u>Females</u>	<u>Males</u>
Manager	*	\$26,278 (49)
Professional	\$15,833 (69)	18,842 (480)
Technical	10,418 (164)	13,253 (124)
Office/Clerical	9,967 (291)	11,199 (29)
Crafts	*	14,602 (72)
Operative	9,213 (52)	13,449 (104)
Laborer	*	12,116 (42)
Service	8,434 (100)	11,319 (102)
All	10,403 (679)	16,381 (1002)

Source: LAC survey data. The number of cases in each category appear in parentheses.

\*Not enough cases to calculate reliable figures.

<sup>3</sup>See, for example, "Year-Round Full-Time Earnings in 1975," Special Labor Force Report 203 from the Bureau of Labor Statistics, U.S. Department of Labor, which shows that women's salaries averaged 60 percent of men's in 1975.

<sup>4</sup>A finer breakdown by job classification for state jobs also reveals salary differences by sex. Interested persons may obtain these data from the LAC.

Other lines of reasoning suggest that salary depends on educational attainment or years spent in one's job. The education hypothesis implies that if one compares people with the same educational attainment, salary differences will disappear. Comparing people with equal years on the job is predicted to yield the same results. We examined these two hypotheses using data from our survey of state employees. We find that salary inequality persists between men and women even when they have equivalent levels of education or years in state service.

The next step in analyzing salary data is to try to take account of all these factors at once, to arrive at comparison figures which most people would accept as true comparisons. That is, we want answers to the questions:

- 1) Taking account of differences in occupational group and educational attainment, what is each additional year in state service worth in salary to men and to women?
- 2) Taking account of differences in occupational group and years in state service, what is an educational degree or experience worth in salary to men and to women?

Using statistical techniques on our survey data from state employees, we estimated the simultaneous effects of occupational group, education, and years in state service on salary. Table 4-5 presents these data.

The data in Table 4-5 indicate a consistent difference in the value of education and the value of additional years of state service to men and to women, even after taking account of differences in occupational group.

#### Years of Service

To answer Question 1 above, look at the column in Table 4-5 entitled "Each year of state service is worth:". The figures in this column show how much each additional year in state service is worth to an employee, on the average. Thus, each year is worth an additional \$336 to a male professional, and \$274 to a female professional, on the average. Similarly, for each additional year a male technical worker is employed by the state, his salary increases \$130, on the average, while the salary of a female technical worker increases \$83 for every additional year of state service. The column can be read the same way for the remaining occupational groups. The salary figures in this column give the increase in salary per year which is due solely to years of service; educational level was taken into account and equalized before calculating the relationship between salary and years of service.

The data in Table 4-5 show that the largest discrepancy occurs in the service occupational group. There, each year is worth an additional \$240 to male service workers, but only \$104 to female service workers. Since the numbers of males and females in the service occupational group are about equal, and since they hold many of the same job titles, one would not expect to find this level of salary difference among this group of workers. However, the salary data on service workers parallel the data we saw in Table 4-2 relating to supervisory positions, which show that relative to their numbers and availability within the service occupational group, women hold far fewer supervisory positions than men. As we shall see, the data on the value of educational attainment for male and female service workers also follows this pattern. Clearly the service occupational area, where many women are employed, should be a prime target for reducing the discrepancy between the positions held by women and men and the compensation they receive for their work.

**TABLE 4-5**  
**SALARY ATTAINMENT BY SEX FOR CLASSIFIED STATE EMPLOYEES**

(A) If You Are:	N=	Each Year of State Service is Worth: <sup>1</sup>	Each Educational Degree or Experience is Worth: <sup>2</sup>
MALE (all occupational groups combined)	1,002	\$223	\$1,574
FEMALE (all occupational groups combined)	679	\$103	\$ 770
<hr/>			
Female Manager <sup>3</sup>	—	—	—
Male Manager	49	\$ 16	\$ 943
Female Professional	69	\$274	\$1,841
Male Professional	480	\$336	\$2,339
Female Technical	164	\$ 83	\$ 270
Male Technical	124	\$130	\$ 860
Female Office/Clerical	291	\$ 95	\$ -25
Male Office/Clerical	29	\$102	\$ -23
Female Crafts <sup>4</sup>	—	—	—
Male Crafts	72	\$ 84	\$ 210
Female Operative	52	\$133	\$ 25
Male Operative	104	\$166	\$ 88
Female Laborer <sup>4</sup>	—	—	—
Male Laborer	42	\$ 62	\$ 206
Female Service	100	\$104	\$ 424
Male Service	102	\$240	\$1,229

<sup>1</sup>Read the figures in this column as: "Taking account of differences in education and occupational group, each year in state service is worth an additional \_\_\_\_\_ to a person described in column (A)."

<sup>2</sup>Read the figures in this column as: "Taking account of differences in years in state service and occupational group, each educational group, each educational degree or experience is worth an additional \_\_\_\_\_ to a person described in column (A)." Education is coded as (1) less than high school, (2) high school diploma, (3) high school plus vocational or technical school, (4) some college, (5) B.A. or B.S., (6) Master's degree, (7) more than Master's degree.

<sup>3</sup>There were no female managers in our survey sample.

<sup>4</sup>Too few cases to calculate reliable figures.

## Education

To answer Question 2, "What is an educational degree worth in salary to men and women?", look at the column in Table 4-5 entitled "Each educational degree or experience is worth:". The figures in this column show how much each additional educational degree (e.g., a high school diploma, a technical school degree, a bachelor's degree) will add to the salary of workers in each occupational group. With respect to education, the outstanding discrepancies occur in the professional, technical and service occupational groups. Each degree is worth an additional \$1,141 to female professionals, but an additional \$2,339 to male professionals. Similarly, each degree earns female technical workers an additional \$270, but earns male workers an extra \$860. Finally, each degree is worth \$424 to female service workers, but \$1,229 to male service workers. The salary figures in this column give the increase in salary which is due solely to educational level; years of service were taken into account and equalized before calculating the relationship between salary and educational attainment.

In summary, these data indicate that salary differences still exist between men and women after analysis has taken account of a number of obviously relevant variables. They help to pinpoint specific occupational groups where these discrepancies are largest. Affirmative action efforts should focus on correcting these areas where discrepancies are so large that there can be no question that some action is warranted.

## **WHAT IS BEING DONE?**

In this section we explore three aspects of the question: What is being done to further the goals of equal employment opportunity in state government? We will look first at the survey responses of state employees which give their perceptions of their own opportunities for advancement and fair treatment in state employment, and their perceptions of the level of effort their own departments or divisions have expended to promote affirmative action. We then explore responses of state managers and supervisors who have hiring authority, who were asked directly how much effort they have put into meeting affirmative action goals. Finally, we look at the activities of DOP's Equal Opportunity Division.

## **PERCEPTIONS OF STATE EMPLOYEES**

On the whole state workers support either the present level of affirmative action effort or an increased level. Nine out of ten women and minorities support the same or increased effort, as do two-thirds of male respondents. Looking at support for increased effort specifically, 22 percent of the men, 30 percent of the women, and 64 percent of minority group members indicate a desire for increased effort.

State employees give mixed answers to other affirmative action issues. When asked about their own opportunities, they report general satisfaction and a perception of being treated fairly. But protected group members perceive less effort being made in the divisions where they work than non-minority males.

## Own Opportunities

When asked whether they felt they had equal opportunities to compete for promotions in their own departments and within the state system, and whether they believed promotions were open equally to qualified men and women, over half of our survey respondents said they did, while about one quarter said they did not. However, there are no important differences between women and men, or between non-minority and minority respondents in these perceptions — all groups view the situation in a similar fashion. In addition, no race or sex differences exist in reports of encouragement by supervisors to think about promotions; 40 percent of each group report such encouragement.

One exception to the pattern of no differences occurs in response to the statement, "Promotional opportunities are open equally to qualified applicants regardless of race or color." Minority respondents disagreed more often with this statement than non-minorities, although even among minority respondents almost half agreed with the statement.

### **Department Affirmative Action Efforts**

Respondents were asked whether the division where they work has made any special efforts to recruit, hire, promote, or upgrade qualified women and minorities from within the division, the department, the state workforce, or the general public, and whether their division has resisted or refused hiring or promotion to qualified women or minorities. In response to these questions, both women and minorities were consistently more negative than non-minority males. Between one-third and one-half of all respondents who had an opinion said that no efforts had been made for either protected group. More women and minorities than white males reported no efforts for either group, by 10 to 20 percentage points. Sensitivity to potential discrimination against one's own group seems to foster sensitivity to discrimination against other groups as well. While some minor differences exist, both women and minority respondents perceive about the same affirmative action efforts directed toward both women and minorities.

With respect to divisions or departments resisting or refusing to hire or promote protected group members, nearly all respondents say this does not happen. Over 90 percent of non-minority males deny resistance or refusal. About 90 percent of women respondents also deny it, while about 90 percent of minorities deny resistance, and 80 percent deny refusal.

A final point of interest is the low visibility of affirmative action efforts. The percentages reported above are for those respondents who felt they knew enough about their division's efforts to say something about them. Respondents could also check "don't know" if they had no information about affirmative action. On the average, about half the survey respondents checked "don't know" to questions about affirmative action efforts. Only about one-third reported lack of knowledge about their division's promotion-from-within efforts or about refusal to hire or promote, but these represent the lowest proportion of "don't know's" in the whole set of questions.

### **REPORTED EFFORTS OF MANAGERS AND SUPERVISORS**

Data bearing on affirmative action efforts made by managers and supervisors, and problems encountered by them, come from our survey of state employees and from extensive interviews with 36 line and top managers in operating departments with high percentages of professional and managerial staff. We asked about how much pressure they feel to pursue affirmative action goals, and where that pressure comes from; the extent of their own efforts to further affirmative action; and the problems they encounter when they try to take positive steps.

#### **Pressures**

Affirmative action pressures may come to managers from several sources — directly from DOP, from department heads, from affirmative action officers, from unions and employee organizations, and from citizens groups. In our interviews with line and top managers, we asked how much pressure these managers felt to hire more women and minorities into professional and managerial positions, and who was applying this pressure. We were interested in whether departments with good affirmative action records received more or less pressure than departments with poor records. Some departments have met original state goals for minorities (2 percent outstate, 4 percent Metro) and for women (5.6 percent managerial, 22 percent supervisory, 29 percent professional), but some have not. We refer to the



departments which have met these goals as being "at-or-above standard," and those which have not as being "below standard." If DOP is focusing its own affirmative action efforts effectively, we would expect to see more pressure being directed at "below standard" departments. Managers report that this does not happen. Pressures from sources other than DOP are greater toward departments which are below standard for women, but pressures with respect to minorities are uniform, regardless of whether departments are above or below standard.

#### Affirmative Action Efforts by Managers and Supervisors

Only seven percent of the managers with hiring authority responding to our survey said that they had engaged in recruiting efforts for affirmative action purposes (only 23 percent had engaged in such efforts for any purposes). In interviews, we asked managers to tell us what specific actions they had taken to increase employment for women and minorities in professional and managerial positions. The data in Table 4-6 indicate that most managers feel they have made some efforts to meet affirmative action goals. The actions they report taking most often are doing one's own recruiting and using pre-service trainee, unclassified, and other positions. Less than one-quarter of these managers said they had contacted DOP or the Equal Opportunity Division directly to help them with their search, and most of those who had, reported that they did not receive significant assistance. (These managers may have received help from DOP indirectly, through their own department's personnel office.)

**TABLE 4-6**  
**SPECIFIC MANAGERIAL ACTIONS TO INCREASE WOMEN AND**  
**MINORITY EMPLOYMENT IN PROFESSIONAL AND MANAGERIAL POSITIONS**

	MANAGERS			
	N=36			
	For Women		For Minorities	
	N	Percent	N	Percent
Do own recruiting	8	22	12	33
Use trainee, unclassified, etc., positions	8	22	8	22
Formal encouragement to managers	7	19	7	19
Talk informally to people	0	0	5	14
Contact EEO, DOP, AAO	5	14	7	19
Advertise	0	0	5	14
Keep track of professional and minority publications	0	0	2	6
Emphasize internal movement	4	11	1	3
Do nothing	3	8	4	11
Other	5	14	4	11

*Percentages do not total 100 due to multiple responses.*

*Source: LAC interviews.*

## Problems Encountered

Over half of all managers interviewed report that the absence of protected group members on certification lists is the biggest roadblock to affirmative action. To a much lesser extent, line managers report that high turnover and better job opportunities elsewhere is a problem with regard to minority employees.

Table 4-7 reports the problems of line and top managers. We checked out the complaint about lists by selecting a sample of lists used in recent appointments to professional and managerial classes. These lists were certified during a period when DOP was identifying the number of protected group members contained on each list, so it was possible to compare the number of protected group members actually hired to those available for hiring through regular civil service procedures. This check provided substantial verification of managers' complaints — very few lists contained any protected group members, and where such people appeared, they were hired at least in proportion to their presence on lists.

Of the 94 candidates certified to appointing authorities for managerial vacancies, four were women and two were minorities. Of 14 appointments made from these candidates, one was a woman and the rest were white men. All protected group members appeared in greater frequency on lists for professional openings — 23 percent of certified eligibles were women and six percent were minorities. Of the 47 appointments made, 30 percent were women and two percent were minority group members. Essentially the same proportions result when comparing applications to hires.

These data suggest that the affirmative action picture would be helped substantially by: 1) better recruiting efforts to get more protected group members on lists; and 2) more hiring flexibility so that individual managers could recruit actively and bring people on board easily (see Recommendation 3-1, p. 20). Furthermore, commitment to affirmative action must be fostered from the top down, and reflected in the internal-departmental pressures brought to bear on non-compliant departments or divisions within departments. Finally, when departmental managers don't seem to be able to raise their department above minimum goals, DOP's Equal Opportunity Division should exercise its oversight responsibilities to correct this situation. This brings us to the last aspect of the state's affirmative action picture — the Equal Opportunity Division itself.

**TABLE 4-7**  
**PROBLEMS IN APPOINTING PROTECTED GROUP MEMBERS**  
**TO PROFESSIONAL AND MANAGERIAL POSITIONS**

	MANAGER'S RESPONSES			
	N=36			
	For Women		For Minorities	
	N	Percent*	N	Percent*
Not on lists/unreachable	17	47	23	64
Low turnover	4	11	0	0
High turnover/better job opportunities elsewhere	1	3	6	17
No managerial flexibility	2	6	1	3
Less willing to relocate	2	6	1	3
No commitment to AA goals	3	8	1	3
No problems	13	36	10	28
Other	2	6	0	0

*\*Percents do not total 100 due to multiple responses.*

*Source: LAC interviews.*

## THE EQUAL OPPORTUNITY DIVISION OF DOP

Chapter 5 of this report presents a functional analysis of the Equal Opportunity Division (EOD), and a staff paper goes into even greater detail.<sup>5</sup> We will therefore only highlight the major accomplishments and performance problems.

### Goals

The weakest aspect of EOD performance results from the fact that, until very recently, the division had not produced a statewide affirmative action plan that: (a) effectively set goals and standards for departments or provided guidance for setting goals; and b) could be used by EOD to evaluate whether departments are in compliance.<sup>6</sup> Because no clearly acceptable plan has existed against which to compare departmental performance, no department has ever been found in noncompliance with affirmative action goals.

EOD has set general statewide goals for women and minorities which are based on inappropriate assumptions. The minority population of Minnesota is two percent, of which most are in the Metro area (the proportion in the Metro area alone is about four percent). Yet DOP's state hiring goals are four percent in the Metro area and two percent outstate. As a result, outstate areas are held accountable for higher levels of minority hiring than there are minorities in the outstate population. For women, EOD took the current average utilization of women in three occupational groups, and set these as goals for each department — 5.6 percent for managerial, 22 percent for supervisory, and 29 percent for professional classes. Among the problems with this formulation is that departments vary widely in their present utilization of women (some are already over these goals, some greatly under them), and in their ability to recruit qualified women for these jobs, since women have historically been concentrated in certain career fields. The standards for the Health or Education departments clearly should differ from departments which recruit from applicant pools made up of male-dominated occupational fields. Departments whose tasks cover skill areas with large numbers of qualified women should meet higher goals than departments with job requirements which few women can currently meet. The present emphasis in EOD on identifying and hiring greater numbers of protected group members in general should change toward a focus on achieving progress in recruiting particular minority populations, and the handicapped, and on recruiting or promoting women to jobs in the supervisory or managerial ranks.

Evaluations of the extent to which individual departments are acting effectively and in good faith can be performed by asking departments to document their actions taken to reach affirmative action goals, including:

- utilization analyses along with goals and timetables for hiring protected group members who are under-utilized;
- certification lists used in the past year;
- lists of promotions, transfers, terminations.

These evaluations can be performed even without good data on the availability of protected group members for employment in occupational groups. This is especially true in departments where under-utilization of protected group members is so clear that debate over an exact target for hiring or proportionate representation is irrelevant.

---

<sup>5</sup>For a thorough presentation, see Chapter 4 of staff paper entitled: "DOP: Functional Performance."

<sup>6</sup>Laws of Minnesota, 1978, Chapter 708 now gives DOP the statutory authority to develop an affirmative action plan, and the statutory responsibility to produce a plan which will meet these requirements.

EOD lacks staff with the research and analytical capability to perform the analysis of the state labor force which properly formulated goals require. In recognition of this, staff from the Planning and Data Services Division has been assigned to work with EOD on developing department and occupational group-specific goals.

### **Recruitment**

Recruitment of protected group members is a major continuing objective of EOD. If there is a bottom line which EOD feels it ought to be judged on, it is the level and growth in employment of protected group members.

In order to facilitate recruitment of protected group members, EOD: 1) maintains a resume bank which is used to refer candidates for employment; 2) established and maintains contact with organizations representing women and minority groups; and 3) participates in job fairs and other activities designed to promote interest in state employment among protected group members.

Due to these efforts, the efforts of individual departments, and recent social changes, numerical representation of protected group members in state employment is approximately in proportion to their representation in the labor force.

Putting together the finding that EOD has maintained a low profile, and the finding that affirmative action goals are widely supported by state workers, we believe EOD has a good opportunity to step up its level of activity without prompting significant backlash.

### **RECOMMENDATION 4-1:**

DOP should develop and implement an affirmative action plan which targets improvement in the representation and employment status of particular minority groups, and of women in particular classes and occupational groups.

### **CONCLUSION**

We have reviewed several aspects of the affirmative action picture among state government employees, and conclude that good faith efforts are being made and some things have definitely changed for the better. However, achievement of the goal of equal employment opportunities for all people still remains some distance in the future. The state needs to set and enforce specific and realistic goals for all protected groups, and work in conjunction with interested parties to see that these are accomplished in the shortest possible time.

State government should be a leader in the employment of protected group members. Civil service systems have traditionally been a source of jobs for groups excluded from employment in the private sector. Thus, the fact that Minnesota employs particular groups in proportionate numbers should not be taken as a sign that affirmative action efforts can be slackened; rather, it is a sign that affirmative action efforts can be focused more clearly in the future than they have been in the past, to continue the record of accomplishments achieved thus far.

## CHAPTER 5

# FUNCTIONAL PERFORMANCE<sup>1</sup>

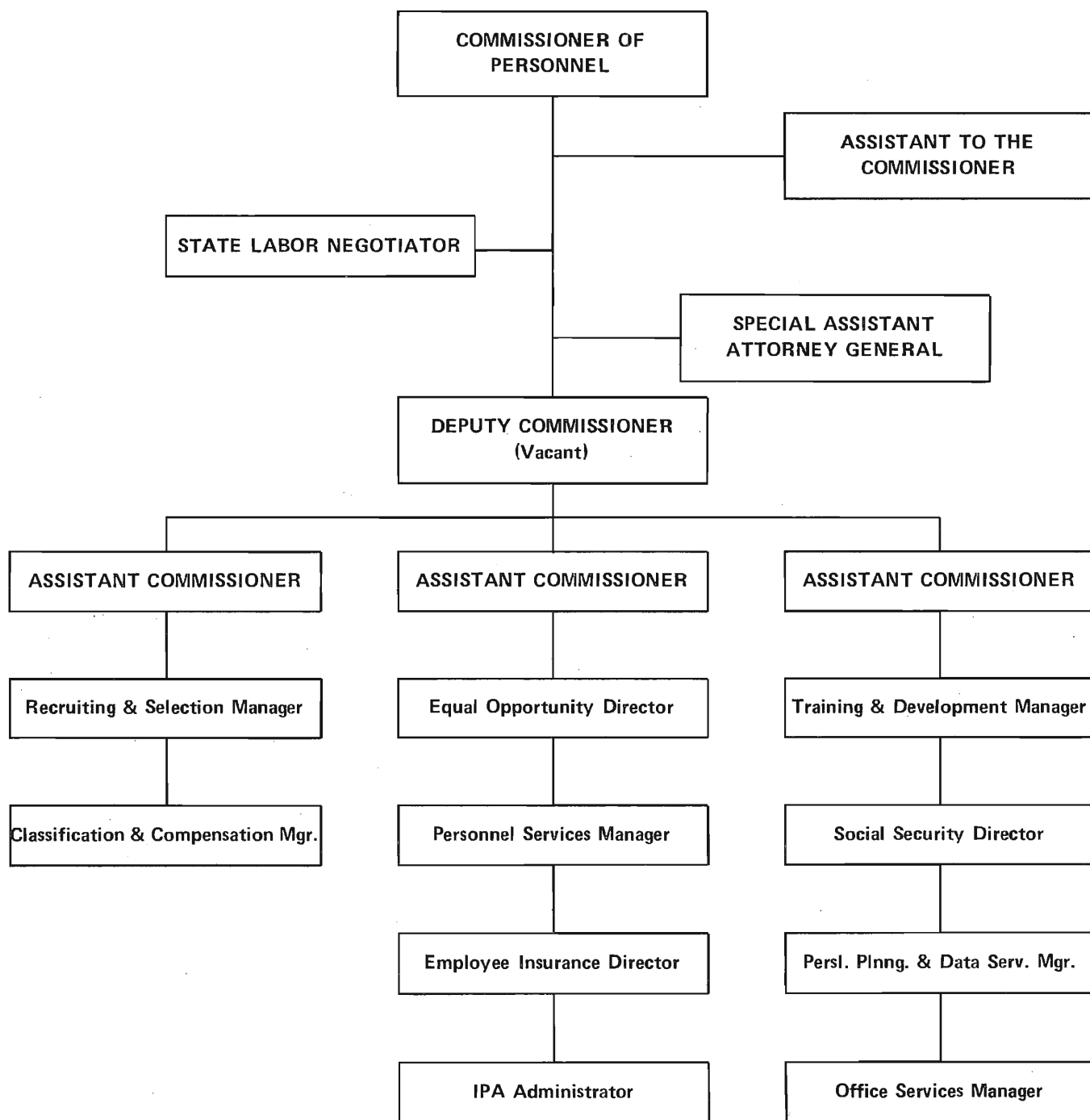
This chapter examines the structure, management, and operations of DOP to see if particular aspects of its organization contribute to or impede performance of department functions. Specifically, we determined the performance goals of particular DOP Divisions and then: 1) assessed the extent to which these goals have been achieved, and 2) identified the nature of difficulties which have inhibited performance. To accomplish this review we used many different data sources. Our primary data on goals come from department and division goal statements and other planning documents. Data on the extent of goal attainment come from our survey and from DOP files and records. Data on obstacles to successful performance come from interviews with top department managers and division directors for the particular divisions we looked at closely.

We examined five divisions of DOP in detail. These are: Recruiting and Selection, Classification and Compensation, Equal Opportunity, Planning and Data Services, and Training and Development (see Figure 5-1).<sup>2</sup> We report on the first three of these divisions in this chapter, as the bulk of information and specific recommendations pertain to them. Time limits prevented thorough treatment of all DOP operations. The divisions which were selected include the two which form the core of any centralized personnel agency (Recruiting and Selection, and Classification and Compensation), and three others which are of concern to the public, state employees, and operating department management.

---

<sup>1</sup>For a more detailed presentation, see staff paper entitled: "DOP: Functional Performance." Laws of Minnesota, 1978, Chapter 734, and decisions of the commissioner have produced some significant changes in DOP since data for this report were gathered. These changes are noted where pertinent throughout this chapter.

<sup>2</sup>This chart and accompanying discussion do not reflect organizational changes which have occurred recently.



**FIGURE 5-1**  
**DEPARTMENT OF PERSONNEL**  
**Organization Chart as of January 1978**

## GENERAL ISSUES

We conducted interviews with all Assistant Commissioners and with division managers and staff. Our interviews with senior department managers were conducted, for the most part, just as the recent change in commissioners was taking place. Perhaps for this reason, many DOP managers were especially concerned with instability in the Commissioner's office as a problem which has hurt DOP performance over the past several years. The department has operated under four different commissioners in as many years, and just prior to this period, underwent a major reorganization which took the Commissioner's office out of the classified civil service and changed the term of the Commissioner so that he now serves at the pleasure of the governor. Although some top managers in the department disagree, in our view the organizational structure of DOP and the source of the Commissioner's authority are not the source of instability in its leadership. Under the present system, it is reasonable for the governor to rely on DOP as the chief source of professional counsel on personnel policy and to coordinate any action taken by his office relating to personnel with DOP.

## DIVISION OF LABOR

The organization of DOP is not consistently drawn along functional lines. The segments headed by each assistant commissioner, as shown in Figure 5-1, do not consist of functionally grouped divisions. Rather, they reflect an effort to construct several more or less equal segments. Communication within segments headed by an assistant commissioner is bound to be stronger than lines of communication which cross the span of authority of assistant commissioners.

The present structure is not altogether illogical. Grouping the Recruiting and Selection Division with the Classification and Compensation Division is a logical arrangement, and other divisions are more or less free standing and could be located anywhere. We have no specific improvements to suggest, but can report that the existing structure has apparently caused some problems as discussed below.

Assistant commissioners seem to feel that the organization would be better off with one fewer position at the assistant commissioner level. At the time of the study, one assistant commissioner was, in fact, preparing to leave his job. He and others felt that there wasn't enough work to spread among three high-level managers.

At the time of our study, division managers reported a lack of interaction among division managers and the absence of a coordinated management team in the department. Some managers felt that the organizational structure resulted in less than an ideal division of labor, but none pointed to specific instances where the structure prevented necessary communication from being accomplished.

There are sound reasons for encouraging wider participation of division managers in policy decisions which have department-wide implications, and there is a need, in any case, to foster wide participation in solving the difficult problems faced by any centralized personnel agency. Some division managers view the current low level of interaction among division managers as a loss of the opportunity to apply the department's full resources to the work at hand.

## RECRUITING AND SELECTING DIVISION

### ACTIVITIES AND GOALS

The Recruiting and Selection Division<sup>3</sup> is responsible for producing certified lists of eligible candidates to fill job vacancies. Recruiting and Selection (R&S) responds to formal requests for candidates. It performs general recruiting activities to identify qualified candidates who can be tested promptly in response to requests from state agencies.<sup>4</sup>

### RECRUITING

Division recruiting activities include not only drafting and distributing job announcements, but designing an announcement schedule for approximately 1,200 job classes in which recruitment is conducted on a regular or occasional basis. Ideally, recruiting activities include not only prompt responses to requests for candidates from department managers, but forward-looking recruitment of candidates to fill anticipated vacancies.

### SELECTION

The Recruiting and Selection Division is responsible for developing examinations to rate candidates for employment or promotion. These include written or oral exams, performance tests, and experience and training ratings. Recruiting and Selection is responsible for validating the tests as well — that is, assessing the extent to which test items or criteria are in fact related to job performance requirements or predictive of good job performance. Recruiting and Selection also scores test results and, finally, certifies the top applicants as eligible for employment.

### ORGANIZATION OF THE DIVISION

Recruiting and Selection is the largest DOP division, employing approximately 32 staff members. It has three major sections. Two are headed by Assistant Division Managers who perform both common and specialized functions. The third section, the Selection Research Unit, is headed by a Psychologist II.

Each Assistant Division Manager supervises recruiting and selection activities for a set of state agencies. Each is responsible for drafting job announcements, supervising rating procedures, reviewing selection procedures in decentralized departments, reviewing provisional authorizations, temporary appointment authorizations, and selective certifications.

One Assistant Manager is responsible for recruiting activities and for the Certification section. The other, in addition to the shared duties just described, is responsible for supervising the "Test Checking" section, which schedules the administration and scoring of tests. This person also directs the personnel services DOP performs (on a contract basis) for local units of government.

---

<sup>3</sup>For a detailed presentation, see Chapter 2 of the staff paper entitled, "DOP: Functional Performance." Major changes are taking place within this division as a consequence of Laws of Minnesota, 1978, Chapter 734 and directives of the Commissioner.

<sup>4</sup>General recruiting activities have recently (May, 1978) been moved to another division, and Recruiting and Selection has been renamed Examining and Referral.



The Selection Research Unit, headed by a Psychologist II, validates tests for certain jobs (about 14 of 1,200 classes annually), develops and implements procedures for test validation in general, and develops new approaches to testing and evaluating individuals and revising promotional ratings procedures.

## PERFORMANCE EVALUATION

Our conclusions concerning the performance of the Recruiting and Selection Division are based on analysis of data from our survey of state managers and supervisors responsible for making hiring decisions, as well as lengthy interviews with the Division Manager, Assistant Managers, and the head of the Selection Research Unit.

### Survey Data<sup>5</sup>

The Recruiting and Selection Division is on the firing line because its functions bring it into frequent contact with the public, state employees, and operating department management. Not surprisingly, survey data show that it receives by far the greatest share of complaints relating to the state's personnel system. Three-fourths of the managers and supervisors surveyed report problems with eligible lists supplied by R&S. Problems involving the quality and timeliness of eligible lists are spontaneously cited more often by far than any other problem with DOP services. Some distress will probably continue, no matter what changes or innovations are made in the system, but the extent and depth of criticism aimed at hiring practices suggest clearly that changes need to be made.

### Performance Relating to Division Goals and Priorities

The Recruiting and Selection Division is well aware of the criticism of its services coming from job seekers, operating department management, state employees, the legislature, and other sources. In response, it has targeted improvement in the speed and quality of its recruiting and selection activities as a top priority objective. This objective affects many different kinds of activities performed by the division: drafting and distributing job announcements; designing, scheduling, and administering examinations; scoring examinations; rating candidates; and certifying the eligibility of candidates. Division planning materials also show a strong emphasis on improved public relations as an important activity area for the current year.

As seen by Recruiting and Selection management, there are two principal impediments to improved performance: 1) the division workload currently taxes the ability of the present staff to cope; and 2) the division is called upon to serve various and occasionally contradictory objectives.

Workload. The fact that the division has trouble coping with the current workload, that unacceptable delays and other problems characterize the services it provides, has created a reluctance to experiment with extensive changes which hold promise of improving or speeding up services. For example, there is a reluctance to increase or improve the effectiveness of recruitment because success would generate even more applications to process, exams to administer and so forth. This reluctance is rational in light of the fact that the division is trying to speed up its processing time for applications it already receives. However, it is difficult to justify in terms of the goals relating to recruitment of the best-qualified state workers.<sup>6</sup>

---

<sup>5</sup>See Chapter 2 of staff paper: "DOP: Functional Performance" for a full report of these data.

<sup>6</sup>Since this study was completed, general recruiting responsibilities have been moved to the Personnel Services Division, thus eliminating the possible conflict in objectives noted here.

**Contradictory Objectives.** This point illustrates a dilemma felt strongly by Recruiting and Selection management. Because of the nature of the division's work, they feel pressure from the public, state workers and operating department managers, in addition to an obligation to meet high standards of public personnel administration. Division management argues that it is difficult to simultaneously satisfy the demands placed on them from these sources. Put simply, a system which is highly efficient may not be fair; a system which is scrupulously fair may be laboriously slow; a system which serves the needs of management may not serve the interests of the public or state employees.

The Recruiting and Selection Division needs to focus its goals in certain areas in order to improve its performance. The division should make every effort to serve the needs of operating department managers as the highest priority.

### **Delegation and Decentralization**

Appointing authorities strongly support increased delegation of recruiting and testing functions to operating departments as a way to overcome the problems of delays and appropriate assessment of candidate qualifications. Increased delegation of responsibility for hiring and promotions makes sense in light of the functional problems noted, if a decision can be reached that possible abuses by departments represent less of a threat to effective performance by state agencies than the present ills of the system.

Decentralization would put pressure on operating departments to increase the size and skill of their personnel departments, spend more money than they do at present, and perform a number of functions which they currently receive from DOP. While department managers now express a preference for decentralized organization, it can be expected that DOP will encounter departmental resistance to decentralization when it comes time to actually implement such a system. In fact, DOP has encountered some resistance in the six departments which were decentralized in the last couple of years. We do not interpret such resistance as evidence that decentralization will not work well — only that successful decentralization will have to surmount this and other obstacles, partially through increasing and training operating department personnel staff and partially through increased coordination and support services offered by DOP.

## **FINDINGS AND CONCLUSIONS<sup>7</sup>**

- A substantial proportion of the division's workload consists of clerical work performed manually. Improved performance and productivity require improvements in performing routine clerical work, and the obvious way to accomplish this is through automation and computerization where cost-effective. We expect that DOP's current study of computer applications will focus on activities of the Recruiting and Selection Division.
- Division priorities need to be more clearly focused. The division cannot simultaneously accomplish all worthy objectives at the same time. We suggest the division concentrate on serving the needs of operating department management as a first priority. We understand that this, in fact, is consistent with the priorities of the Commissioner.
- Division staff need to be sensitive to the needs and problems of operating department management. The absence of operating department experience in top division staff may be a problem. In the past, a regular meeting was held of operating department personnel officers with DOP division management, and renewal of regular meetings might be a useful means of keeping in touch.

---

<sup>7</sup>For a more detailed presentation including supporting data, see Chapter 2 of staff paper entitled: "DOP: Functional Performance."

- In the past, the Recruiting and Selection Division has shown imagination in developing techniques to improve its procedures, yet it seems certain that further and more extensive changes will be necessary to achieve and maintain a high standard of performance. Top management of DOP should actively support necessary innovations including a serious consideration of which functions can be effectively delegated or decentralized to the operating departments.

## **CLASSIFICATION AND COMPENSATION DIVISION**

### **ACTIVITIES AND GOALS**

The Classification and Compensation Division (C&C) is responsible for approving the classification decisions of the decentralized departments; analyzing and approving classification requests from all other departments; maintaining the accuracy of class specifications; and establishing and maintaining internal equity and external comparability of compensation across classes within the state system. It is also responsible for assisting the Labor Relations Division with salary information during contract negotiations and responding to special classification or compensation problems of operating departments.

### **ORGANIZATION OF THE DIVISION**

Classification and Compensation (C&C) consists of eight staff members. Five people spend between 50 and 75 percent of their time on classification, and the rest on special classification or compensation problems of operating departments and smaller bargaining units. Two people, the Director and the Assistant Director, spend most of their time on supervision, special projects and labor issues and general management functions. The division has recently acquired four temporary (one-year) CETA employees who will help develop a system for assuring consistency in the use of job classifications across departments.

### **PERFORMANCE RELATING TO DIVISION GOALS AND PRIORITIES**

One part of the division's mission — classifying positions — is central to the idea of a civil service system. The division established and oversees the consistent use of position descriptions based on job requirements, duties and responsibilities. This objective assessment of position requirements forms the basis for all other personnel functions. It dictates the knowledge, skills and abilities to be required of job applicants, thereby affecting recruiting, testing and selection of employees. It also determines compensation, since it is one of the elements entering into the determination of what a job is worth, both intrinsically and relative to other jobs.

The second major division function is developing and maintaining an internally equitable and externally comparable compensation plan, according to statutory requirement.

We want to preface all of our remarks with the following overarching consideration. The Department of Finance, in consultation with the Department of Personnel and the Legislative Audit Commission, has just contracted for a full-scale study of the state's classification and compensation system. Therefore, our assessment of management performance must be viewed as a "state of the division before the comprehensive study, and without the benefit of insights and plans based on its results." We do not have much data on concrete performance indicators, since we recognize the scope of such an undertaking is exactly what the consultants have been hired to provide.

## Activity Rankings

Within the two broad missions mentioned above, we asked division staff to rank components of activity as either the most important or the most time-consuming work for division employees. The Division Director ranked the following activities in descending order of time commitment:

1. Classification analyses — processing requests submitted by operating departments.
2. Salary plan research — collecting and analyzing data to support the state's position in contract negotiations.
3. Unit studies and special projects — collecting and analyzing data on a whole class, groups of classes, or all the classes in a functional unit. The projects are sometimes relevant to classification and reclassification, sometimes to salary adjustment requests, sometimes to contract negotiation with smaller unions, sometimes externally motivated requests.

The Division Director ranked activities according to a second criterion — importance of particular activities to the division's mission — as follows: 1) salary plan research (#2 above), 2) unit studies and special projects (#3 above), and 3) developing a file system which would permit more consistent classification decisions as the three most important activities.

## **FINDINGS AND CONCLUSIONS<sup>8</sup>**

- Two of the division's most time-consuming activities, and one of its most important activities, do not appear on the Division Director's MBO statement for the division. Instead, the MBO statement contains a number of special projects which have had to be deferred because of routine work pile-up and pressures to perform unplanned special assignments. If MBO statements are to be useful planning documents, they should contain all the work a division expects to perform. Only then can reasonable allocations be made between routine and non-routine tasks.
- The division's turnaround time and appeals record for classification decisions are good, indicating that the long time delays for classification decisions which managers report probably arise within the operating departments, not at DOP.
- The division's level of control over consistency in the classification system currently stems from daily activities. The state has not had a full-scale classification study since 1965. Experience in the personnel field indicates that such a study should be conducted about every five or six years to maintain good information and control over the system. C&C does the best it can, but its resources have not been adequate to undertake a major study. That situation has just been remedied with the initiation of a full-scale study through the cooperation of the Department of Finance, Department of Personnel and the Legislative Audit Commission. This study should leave C&C with a sound grasp of the system as a whole, and with the technology to maintain consistency and quality control in the years ahead.
- C&C has not used computerized technology to any appreciable extent. In cooperation with the Planning and Data Services Division and the study team now developing plans for a DOP management information system, C&C should focus on how to use computers to ease the burden on its classification and monitoring activities. Computerization should also have the effect of routinizing the unit studies which C&C now performs on a "special" basis, and should make whole-department, and whole-class-across-departments studies feasible.

---

<sup>8</sup>For a more detailed presentation, including supporting data, see Chapter 3 of staff paper entitled: "DOP: Functional Performance."

- The division has gradually become absorbed in planning and documenting the state's collective bargaining positions. The full-scale compensation study now underway should provide a more adequate basis for consistent planning in this area than DOP has had before. This should strengthen the state's position vis-a-vis union claims. It should also leave DOP with the capacity to make systematic and comprehensive assessments of the validity of any requests for equity adjustments in the future.
- In brief, the Classification and Compensation Division appears to have done well with the resources available to it, but more resources, and particularly the full-scale study now under contract, will materially strengthen its ability to get its job done.

## EQUAL OPPORTUNITY DIVISION

Executive Order 76 mandated a statewide affirmative action program in 1972. This order created the Governor's Affirmative Action Office to implement and administer the program. In 1975, pursuant to Executive Order 76A, the statewide affirmative action program moved to the newly created Equal Opportunity Division (EOD) of the Department of Personnel.

The executive orders referred to above have been replaced and superseded by legislation passed during the legislative session just ended (Laws of Minnesota, 1978, Chapter 708) and by Executive Order 168, dated February 28, 1978. Chapter 708, which will take effect July 1, 1978, establishes a statewide Affirmative Action Program, places it in the Equal Opportunity Division of DOP, and specifies its scope and nature.

The law specifies that the Commissioner of DOP is responsible for implementing the statewide program and requires him to designate a state Director of Equal Employment Opportunity, who will serve in the unclassified service, and to whom authority may be delegated for preparation and implementation of the program. To this extent, the law is basically a statutory affirmation of authority established via executive order.

The new law also specifies the general scope of the statewide affirmative action program, and provides guidance to the Commissioner of DOP, the state Director of Equal Opportunity, and operating department management, concerning their affirmative action responsibilities. In this connection, the law does not change the mission or responsibilities of EOD, but certain departmental and divisional goals are now written into law and thus take on additional significance. Laws of Minnesota, 1978, Chapter 708 requires that the statewide affirmative action program include at least the following:

- a. a statement of general goals and policies to be followed in the state civil service, in respect to affirmative action;
- b. procedures, standards, and assumptions to be used by state agencies in the preparation of their agency affirmative action plans;
- c. the form and content of agency plans;
- d. goals and timetables which the state civil service as a whole and each individual agency will be expected to meet;
- e. periodic reporting requirements whereby the head of each agency will be required to report to the governor and the legislature on the implementation of agency plans.

The new law also provides an important new affirmative action tool by allowing some expansion of eligible lists so they include protected group members when it can be determined that there is a disparity between availability and utilization of protected group members employed in particular agencies.

Our evaluation of EOD is tied to current and past division goals and responsibilities. Conclusions concerning division performance are not based on objectives or responsibilities which have been newly defined by law or otherwise. Actually, the new law does not redefine the responsibilities of the division, but gives existing responsibilities renewed emphasis. Certain findings of this study suggest that the legislative action just taken is well-reasoned and timely.

## ACTIVITIES AND GOALS

The Equal Opportunity Division consists of its director, one clerical staff person, and four Equal Opportunity Specialist (EOS) positions. All report directly to the division director.

The activities of the EOD are varied. As drawn from our interviews and analysis of division MBO statements and plans, division activities are directed toward the following major goals:

1. providing direction and coordination to affirmative action efforts of state agencies;
2. monitoring state agencies for compliance with state and federal EEO laws and regulations;
3. conducting a variety of activities connected with active recruitment of protected group members.

## FINDINGS AND CONCLUSIONS<sup>9</sup>

Our study of EOD organizational structure and operations yields the following conclusions and recommendations:

- EOD has focused its efforts toward facilitating the recruitment of protected group members (particularly minority group members) by establishing friendly relations with state agencies and community groups and by creating a climate where good will and positive efforts are possible and encouraged. These efforts have yielded beneficial results. Overall, the percentage of state employees who are protected group members is roughly proportionate to representation in the labor force, and state employees generally support affirmative action goals.
- The EOD has not defined hiring goals or goals for proportional representation of protected group members that can be effectively used either as measures of progress or as standards to which individual departments can be held accountable. These need to be specified as a matter of high priority both for the state as a whole (by EOD) and by individual departments (under the guidance of EOD).
- EOD staff lack experience or training in certain key areas, with the result that certain necessary functions of the division cannot be performed effectively. Chief among these are skills relating to data collection and analysis necessary to establish meaningful and enforceable affirmative action goals.<sup>10</sup>
- Action has already been taken which, if successful, will work to correct the most serious deficiencies noted above. The key to success is the development and implementation of a comprehensive state-wide affirmative action plan which establishes affirmative action goals and provides clear guidance for operating departments.

---

<sup>9</sup>For a more detailed presentation, including supporting data see Chapter 4 of staff paper entitled: "DOP: Functional Performance."

<sup>10</sup>EOD will now be provided with ongoing assistance in data collection and analysis from the Planning and Data Services Division.

## **CONCLUSION**

This chapter has reviewed functional performance in three critical DOP divisions and in the overall management of DOP. It has pointed out several areas in which performance problems could be improved, and has suggested some alternative possibilities for addressing these issues.





## APPENDIX A

### SAMPLING METHODOLOGY

Each study presented in this report involved data collection and required selecting samples from the universe of interest. For example, in the appointment time study we had to select a small number of appointments from the total number of appointments made during FY 77. For the questionnaire we had to select a sample of state employees from the total number of state employees. This appendix describes the procedures we followed in selecting the following samples:

- job announcements, for the consistency study
- applications, for the reliability study
- appointments made, for the appointment time study
- provisional appointments made, for the provisional appointments study
- state employees, for the questionnaire survey

#### THE MASTER CLASS SAMPLE

We wanted each sample used in this study to have a common base. To do this, we developed a master sample of classes and selected all specific samples from within the classes represented in this master class sample. Thus, each job announcement selected for the consistency study and each appointment selected for the appointment time study comes from classes contained in the master class sample.

We chose the master class sample as follows. There were 1,040 active classes in the Minnesota classified personnel system when we chose our sample. Some of these classes contain over 1,000 employees; many others contain only one employee. A simple random sample of classes would result in selecting many more small classes than large ones, thus representing far fewer employees than desirable. Conversely, a simple random sample of employees would result in selecting many individuals from the few extremely large classes, thus representing far fewer classes than desirable. As a further complicating factor, most of the small classes are in the managerial and professional occupational groups, while the biggest classes occur in the office, service and operative occupational groups.

To assure that our sample was reasonably representative of employees, occupational groups, and classes, we selected a disproportionate random sample of classes, stratifying on class size and occupational group.

### **Stratifying the Population**

We divided the total number of classes into six class size groupings and eight occupational groups. The class size groups were: 1-4, 5-24, 25-99, 100-499, 500-599 and 1000+ employees. For the occupational group stratification we used the standard occupational group designations developed by DOP: managerial, professional, technical, office/clerical, crafts, operative, laborer, and service. Table A-1 presents the distribution of all active classes by class size and occupational group. The bottom number in each cell of Table A-1 gives the total number of classes of the corresponding class size and occupational group, while the top number indicates the number of those classes which we selected into the master class sample.

### **Sampling Classes**

When we chose our sample, there were nine classes with 500 or more employees. We decided to include all of these large classes in our stratified sample, because we wanted to be sure we would have information about the classes whose membership comprises at least one-sixth of the state work force. These classes are: Highway Technician Senior and Intermediate, Clerk Typist, Clerk Typist Intermediate, Clerk 2, Highway Maintenance Worker Senior, Janitor, Human Services Technician and Human Services Technician Senior.

For the remaining 1,031 classes, we used the following rule to select the classes for our sample:

Randomly select as close to 15 percent of the classes in each remaining cell as possible, but at least one class.

Table A-1 gives the results of this sampling procedure. As noted above, the top number in each cell of Table A-1 gives the number of classes from that cell included in our sample. One hundred and fifty-eight (158) classes were selected in this way. Our final stratified random sample of classes thus contains:

- a. 100 percent of the nine classes with 500 or more employees;
- b. 15 percent of the 1,031 classes with fewer than 500 or more employees, or 158 classes;
- c. 167 classes altogether, which is 16 percent of the total number of 1,040 classes.

All other samples for specific studies except that used to test reliability are based on this master class sample.

## **THE CONSISTENCY STUDY: SAMPLING JOB ANNOUNCEMENTS**

We selected 25 job announcements to compare with experience and training rating criteria. The purpose of this study was to determine how accurately job announcements informed potential applicants of the criteria upon which they would be judged. To be included in the job announcement sample, the following criteria had to be met:

- a. the announcement was for a class in the master class sample, and
- b. it was announced between 1-1-77 and 7-27-77, and
- c. it was for a class which used experience and training ratings to judge the qualification of applicants.

**TABLE A-1\***  
**MASTER CLASS SAMPLE**

Occupational Group	Class Size						Total
	1-4	5-24	25-99	100-499	500-999	1000+	
Managerial	$\frac{21}{143}$	$\frac{2}{15}$	$\frac{1}{1}$	$\frac{0}{0}$	$\frac{0}{0}$	$\frac{0}{0}$	$\frac{24}{159}$
Professional	$\frac{34}{228}$	$\frac{25}{164}$	$\frac{9}{64}$	$\frac{2}{11}$	$\frac{0}{0}$	$\frac{0}{0}$	$\frac{70}{467}$
Technical	$\frac{6}{40}$	$\frac{6}{40}$	$\frac{2}{12}$	$\frac{1}{6}$	$\frac{2}{2}$	$\frac{0}{0}$	$\frac{17}{100}$
Office/Clerical	$\frac{3}{18}$	$\frac{4}{25}$	$\frac{2}{10}$	$\frac{2}{12}$	$\frac{2}{2}$	$\frac{1}{1}$	$\frac{14}{68}$
Crafts	$\frac{4}{28}$	$\frac{3}{20}$	$\frac{1}{6}$	$\frac{1}{4}$	$\frac{0}{0}$	$\frac{0}{0}$	$\frac{9}{58}$
Operative	$\frac{3}{20}$	$\frac{3}{21}$	$\frac{1}{6}$	$\frac{1}{1}$	$\frac{0}{0}$	$\frac{1}{1}$	$\frac{9}{49}$
Laborer	$\frac{1}{5}$	$\frac{1}{5}$	$\frac{1}{4}$	$\frac{1}{3}$	$\frac{0}{0}$	$\frac{0}{0}$	$\frac{4}{17}$
Service	$\frac{6}{43}$	$\frac{6}{40}$	$\frac{3}{25}$	$\frac{2}{11}$	$\frac{2}{2}$	$\frac{1}{1}$	$\frac{20}{122}$
<b>Total</b>	$\frac{78}{525}$	$\frac{50}{330}$	$\frac{20}{128}$	$\frac{10}{48}$	$\frac{6}{6}$	$\frac{3}{3}$	$\frac{167}{1,040}$

*\*The bottom number of each cell indicates the total number of classes of the corresponding class size and occupational group, while the top number indicates the number of those classes which were selected into the master class sample.*

Use of these criteria resulted in selection of job announcements for 22 classes. We augmented this sample by three job announcements written after we began the study, to assess whether DOP had recently changed their format or specificity. We found no differences in format or specificity between the older and the most recent announcements and the data are thus reported for all 25 job announcements together.

#### THE RELIABILITY STUDY: SAMPLING JOB APPLICATIONS

We selected 98 job applications for the reliability study. The purpose of this study was to determine whether an application would receive the same score from two or more raters who rated the application independently of each other.

The sample for the reliability study is the only one of our samples which did not use the master class sample as a base. We began our sample selection with the master class sample, but DOP requested that we use actual, as-yet-unscored, applications, so that they did not have to redo work already done. This constraint meant that we had to use those classes which had numbers of applications on hand, rather than classes from the master class list.

After consultation and agreement with an Assistant Manager of DOP's Recruiting and Selection Division, we arrived at the following decision rules for choosing classes and applications for the reliability study:

- a. within each occupational group, use
- b. those classes which are currently open and thus have applications which need rating, and
- c. those classes for which it would be reasonable to expect that all raters who rated applications in that category would be able to rate without preparation of some type, and
- d. classes which had enough applications to provide a reasonable range of applicant qualifications.
- e. for occupational groups which could not satisfy criterion b, choose other classes which did satisfy criteria c and d.

Use of these criteria resulted in selection of 32 classes, from which applications were chosen to represent a range of qualifications, from very good to quite poor.

#### **THE APPOINTMENT TIME STUDY: SAMPLING APPOINTMENTS**

We selected 181 appointments for the appointment time study. The purposes of this study were: (1) to determine how long the appointment process takes, from recruitment through list development, certification and appointment by an operating department, and (2) to isolate particular reasons for delay.

We first determined the total number of appointments made to classes in our master class sample during FY 77 that were regular, permanent appointments. We excluded provisional promotions and provisional, temporary, unclassified, student and faculty appointments. There were approximately 4,900 regular, permanent appointments made during FY 77 in the classes in our master class sample. We categorized these appointments according to the cells in our master class sample.

To get the final sample of 181 appointments, we randomly sampled appointments from each cell, according to the following plan:

- a. ten randomly selected appointments from each of the three largest classes, and five randomly selected appointments from each of the next six largest classes;
- b. five randomly selected appointments from each remaining cell from which any appointments had been made in FY 77;
- c. if the within-cell variance on appointment time was very high for the original five sampled appointments in b, an additional five appointments were sampled to assure a more stable estimate. If the original five sampled appointments presented a stable and uniform picture, we did not sample any more appointments from that cell.

## PROVISIONAL APPOINTMENTS STUDY: SAMPLING PROVISIONAL APPOINTMENTS

Two different samples were drawn for the provisional appointments study. The first sample included all provisional appointments made between March and October, 1976 (a total of 379 provisional appointments), and was used to determine what happened to provisional appointees over time (i.e., how many became permanent state employees, how many were extended, how many were terminated, etc.).

The second sample of provisional appointments was chosen to assess the qualifications of provisional appointees, and to investigate the record keeping and supervisory procedures employed by DOP to control the provisional appointment process. It involved an intensive investigation of a small number of provisional appointment documents, including the applications of provisional appointees.

The second sample was designed to choose provisional appointees from classes in the master class sample in such a way that minority and non-minority men and women in three broad occupational groups would be included in equal numbers, if possible. Provisional appointees were selected from people who had such status in January, 1977. We used this date because we wanted to see what had become of provisional appointees after their six-month long provisional appointments expired.

Altogether, an initial sample of 33 appointees was drawn, following the above criteria. Further analysis showed 13 of these to have been terminated by the time our study began in July, 1977. Of these 13 cases, eight represented temporary appointments to temporary positions and five cases were true provisional appointments to permanent positions which were terminated by the study date. Because DOP did not have applications or information about qualifications on any of these 13 people, we excluded these cases from further analysis in keeping with the purpose of this sample, and drew a supplementary sample of 11 additional cases which did have applications on file, bringing the total number of cases studied to 31. The supplementary cases were also appointees to classes in the master class sample. As a final criterion for inclusion in the final sample, all of these 31 cases had either been appointed permanently to the position which they originally occupied provisionally, or had had their provisional appointment extended beyond the original six-month period. This became a criterion because we found that only under these circumstances did DOP have applications on file for provisional appointees.

## THE QUESTIONNAIRE SURVEY: SAMPLING STATE EMPLOYEES

Several important questions about the state's personnel practices could be answered only by means of a questionnaire survey of state employees. This technique allowed us to make systematic and reliable comparisons among employees in different departments, geographic areas and occupational groups, as well as between sexes and racial groups.

We selected employees for this sample according to the following criteria:

- a. randomly select 40 individuals from each of the nine largest classes;
- b. randomly select 20 percent of the individuals in each of the remaining cells of the master class sample.

These selection rules yielded a sample of 2,279 employees from the general employee population. 1,686 employees (74 percent) responded to the survey.

## **SAMPLE OF STATE EMPLOYEES WHO ARE MEMBERS OF MINORITY GROUPS**

In addition to the random sample of all state employees, we selected 260 minority state employees from the Equal Employment Opportunity Office's Minority Roster. The purpose of this additional sample was to determine whether those minority group members who are already state employees feel they have been fairly treated by the state's personnel system. We sampled additional minority group members because the number of minority group members who would be included in the larger random sample would be insufficient to give a clear idea of their experience at all levels of state government.

The minority roster available from the Equal Employment Opportunity Office of DOP, dated 6-13-77, contained 1,043 names. Using a random start, we included every fourth name in our sample. This resulted in a minority sample of 260 state employees, each of whom received the same questionnaire as the larger sample of state employees.

## APPENDIX B

### WEIGHTING THE QUESTIONNAIRE SURVEY RESPONSES

As described in Appendix A, a survey was sent to a large sample of classified state employees to measure their experiences and opinions relative to various state personnel practices. Since this survey was based on a disproportionate stratified random sample, it was necessary to systematically weight the survey responses before generalizing from the sample respondents to the population of state employees from which they were selected. The purpose of this appendix is to briefly document the weighting schema which was used.

#### STRATIFYING THE POPULATION

As described in Appendix A, we simultaneously stratified the population of classified state employees into six class size groupings and eight occupational groups, for a total of 48 sampling strata ( $6 \times 8 = 48$ ; see Table B-1. From within each stratum, we first sampled classes into a master class sample. (See Table A-1 in Appendix A.) For the survey itself, we had to select employees from the sampled classes.

The top number within each cell of Table B-1 indicates the number of classified state employees contained within the 1,040 classes of the corresponding class size and occupational group. The middle number within each cell is the number of employees from that cell who were actually selected into the sample and who responded to the questionnaire. As can be seen from this table, the proportions differ from cell to cell. This reflects the fact that disproportionate numbers of employees were randomly selected from classes of different sizes, as well as the fact that the rate of response also varied somewhat from stratum to stratum. This selection strategy is referred to as "disproportionate stratified random sampling".

**TABLE B-1\***  
**CLASSIFIED STATE EMPLOYEES, SURVEY RESPONDENTS AND**  
**SAMPLE STRATA WEIGHTS BY OCCUPATIONAL GROUP AND SIZE OF CAREER CLASS**

Occupational Group	Career Class Size						Total
	1-4	5-24	25-99	100-499	500-999	1000+	
Managerial	181	148	45	0	0	0	374
	19	13	18	0	0	0	50
	.5603	.6696	.1470	—	—	—	
Professional	438	1,810	3,166	1,894	0	0	7,308
	42	192	136	180	0	0	550
	.6134	.5545	1.3693	.6189	—	—	
Technical	83	403	575	1,244	1,097	0	3,402
	5	48	44	131	61	0	289
	.9764	.4938	.7687	.5586	1.0578	—	
Office/Clerical	36	274	615	3,016	1,516	1,226	6,683
	3	28	24	181	63	22	321
	.7058	.5756	1.5073	.9801	1.4154	3.2779	
Crafts	55	233	268	482	0	0	1,038
	7	12	9	45	0	0	73
	.4622	1.1421	1.7515	.6300	—	—	
Operative	34	247	330	126	0	1,450	2,187
	4	33	40	39	0	41	157
	.5000	.4403	.4853	.1900	—	2.0802	
Laborer	11	42	238	603	0	0	894
	1	5	29	10	0	0	45
	.6470	.4941	.4827	3.5468	—	—	
Service	93	449	1,097	1,888	1,888	1,363	6,778
	8	33	48	76	25	11	201
	.6838	.8003	1.3443	1.4612	4.4420	7.2883	
Total	931	3,606	6,334	9,253	4,501	4,039	28,664
	89	364	348	662	149	74	1,686

\*The top entry in each cell represents the number of classified state employees contained within the 1,040 occupational classes of the corresponding class size and occupational group. The middle entry indicates the number of employees from that cell who were actually chosen into the sample and who responded to the questionnaire. The bottom number in each cell is the weighting factor which was applied to responses from that cell.

The sampling information was taken from the Minnesota Department of Personnel's computer Slice File # 32, which was created from the computerized Central Employee Information File on January 2, 1977. These population data exclude faculty and student employees of the state's educational systems, as well as all elected and appointed officials. Furthermore, these data include only the employees within the classes contained in the master class sample (see Appendix A).

The sampling strata weights, when applied to corresponding respondent data, estimate the population parameters. Each stratum's weight was calculated as follows:  $w_{ij} = N (N_{ij}/N)/(n_{ij}/n)$ , where,  $i = 1,2,...,8$  (i.e., the row),  $j = 1,2,...,6$  (i.e., the column),  $N_{ij}$  = the population frequency in cell  $ij$ ,  $N = 28,664$  (the total population number),  $n_{ij}$  is the number of survey respondents in cell  $ij$ , and  $n = 1,686$  (the total number of respondents to the survey).



## WEIGHTING THE SAMPLE STRATA

This particular sampling strategy helped to assure us that we would include an adequate number of persons from cells containing few employees, while limiting to a manageable size the number of respondents from large classes. Accordingly, a respondent from one particular sampling stratum does not "represent" the same number of employees as does a respondent from a different stratum. Thus, it is necessary to differentially weight responses from the different strata when combining them to generalize to the entire population of state employees.

Responses from cells which were oversampled relative to the others were systematically assigned smaller weights than responses from cells which were relatively undersampled. Technically speaking, each stratum's weight was calculated as follows:

$$w_{ij} = (N_{ij}/N) / (n_{ij}/n)$$

where:

i = 1,2,...8 (i.e., the row category)

j = 1,2,...6 (i.e., the column category)

$N_{ij}$  = the population frequency in cell ij

N = total population frequency (i.e., 28,664)

$n_{ij}$  = the number of survey respondents in cell ij

n = total number of survey respondents (i.e., 1,686)

By creating weights from the ratio of the population proportion to the sampling proportion, the original sample size (1,686) is maintained. This method of weighting a disproportionately stratified random sample enables one to be conservative in using the weighted data for making significance tests and setting confidence intervals.\* The third number in each cell of Table B-1 is the weighting factor for responses in that cell.

## COMPARING MINORITY AND NON-MINORITY RESPONDENTS

As discussed in Appendix A, we drew a special supplemental sample of minority group employees who also received the questionnaire. This was done to ensure that statistical findings about minority group persons would be based on a sufficiently large sample size to be reliable.

In analyzing these data, however, we have been careful not to confuse them with data from the main sample of all state employees which included a small but proportionate number of minority group employees. In most analyses related to minorities, we either separately analyzed only the supplemental minority sample responses, or we compared them to the main sample responses. In no analyses have we combined the minority sample responses with the main sample responses.

---

\*Kent W. Smith, "Analyzing Disproportionately Stratified Samples with Computerized Statistical Packages." *Sociological Methods & Research*, Vol. 5, No. 2 (Nov., 1976): 207-230.



## LIST OF STAFF PAPERS

APPOINTMENT TIME . . . . .	Jo Vos
EXAMINING RELIABILITY AND POTENTIAL SEX BIAS AMONG RATERS IN THE DEPARTMENT OF PERSONNEL . . . . .	Sharon Studer
CONSISTENCY OF JOB ANNOUNCEMENTS AND EXPERIENCE AND TRAINING RATINGS . . . . .	Daniel Aronson James D. Cleary
PROVISIONAL APPOINTMENTS . . . . .	Debra Froberg Elliot Long
ISSUES IN MANAGERIAL AND PROFESSIONAL EMPLOYMENT . . . . .	Sharon Studer Jo Vos
FUNCTIONAL PERFORMANCE . . . . .	Elliot Long Martha R. Burt
UNCLASSIFIED EMPLOYEES IN MINNESOTA STATE GOVERNMENT: A DESCRIPTIVE SUMMARY REPORT . . . . .	James D. Cleary
AFFIRMATIVE ACTION DATA . . . . .	Jo Vos



# State of Minnesota



## DEPARTMENT OF PERSONNEL

3rd Floor Space Center

444 Lafayette Road

St. Paul, Minnesota 55101

(612) 296-2616

June 2, 1978

Mr. Bruce Spitz  
Deputy Legislative Auditor  
Veterans Service Building  
St. Paul, Minnesota 55155

Dear Mr. Spitz:

My staff and I have reviewed the draft of the LAC report on Minnesota's Department of Personnel and the final draft of the staff paper "DOP: Functional Performance". The DOP staff has raised many concerns regarding the accuracy, validity and objectivity of these reports. However, instead of responding to each of these areas of concern in detail, I would merely like to comment, in general terms, on these reports and ask that these comments be included in your final report to the Legislative Audit Commission.

1. As noted in your report, many of the recommendations mentioned are already being implemented and, therefore, are not problem areas any longer. With the change in DOP management, many changes were initiated with the express purpose of improving the level of service.
2. There are many conclusions in the reports, not supported by facts, which lead us to question the validity of the methods used to arrive at these conclusions. DOP staff also questions the statistical reliability of some of the sampling techniques used by LAC staff. There is some question regarding whether or not some of the samples were large enough to be statistically significant.
3. We think many of the questions were phrased in such a way that it would be extremely difficult for the respondent not to answer in a manner that was critical toward DOP.

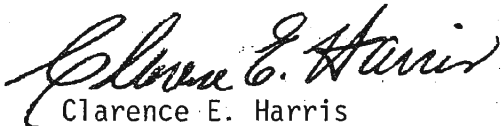
Mr. Bruce Spitz  
June 2, 1978  
Page Two

4. There are statements, unsupported by facts, that certain DOP managers are opposed to any changes and, therefore, no effective change can occur unless these managers are removed from their current positions. This is an unfair assessment of DOP management.

I raise these issues because I am concerned that someone reading the reports will assume that many of the practices referred to in the reports might still be problem areas. I think the DOP staff has made significant progress toward improving personnel services and will continue to do so as we uncover problem areas in dealing with the operating agencies.

I don't think it will serve any worthwhile purpose to be overly critical of the LAC report, so suffice it to say there are areas of disagreement and areas where objectivity seems to have been lost.

Sincerely,



Clarence E. Harris  
Commissioner

CEH:dag

cc: Eldon Stoehr  
Senator John Chenoweth

**REPORTS OF THE  
LEGISLATIVE AUDIT COMMISSION  
PROGRAM EVALUATION DIVISION**

1. *Regulation and Control of Human Service Facilities*, February 17, 1977.\*
2. *Minnesota Housing Finance Agency*, April 19, 1977.
3. *Federal Aids Coordination*, September 2, 1977.
4. *Unemployment Compensation*, February 24, 1978.
5. *State Board of Investment: Investment Performance*, February 24, 1978.
6. *Department of Personnel*, August 10, 1978.
7. *Department of Revenue: Assessment/Sales Ratio Studies*, in printing.
8. *Liquor Control*, August 9, 1978.

---

\*Out of print.





# PROGRAM EVALUATION DIVISION

## PROFESSIONAL STAFF

Daniel B. Aronson  
Edward Burek  
Martha R. Burt  
Gerald Cathcart  
James Cleary  
Debra Froberg  
Judith Inman  
Daniel J. Jacobson  
Peggy L. Jones  
Elliot Long  
Teresa Myers  
Thomas M. Sims  
Bruce Spitz  
Sharon Studer  
Jo Vos  
Robert Scheffel Wright  
John H. Yunker

## ADMINISTRATIVE STAFF

Jennifer Eisentrager  
Jody L. Johnson  
Peggy Lowell-Huberty  
Bev Marx