

CIVIL SERVICE: HISTORY AND CONTEMPORARY PRACTICES

General Assembly of the Commonwealth of Pennsylvania

JOINT STATE GOVERNMENT COMMISSION

Harrisburg, Pennsylvania

April 1961

The Joint State Government Commission was created by Act of 1937, July 1, P. L. 2460, as last amended 1959, December 8, P. L. 1740, as a continuing agency for the development of facts and recommendations on all phases of government for the use of the General Assembly.

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By Messrs. ANDREWS, McCANN, HELM and LIPPINCOTT.

JOINT STATE GOVERNMENT COMMISSION TO EXAMINE
CIVIL SERVICE PRACTICES IN THIS COMMONWEALTH
AND DEVELOP A UNIFIED SYSTEM

In the House of Representatives, February 7, 1961.

Two decades ago, the General Assembly repealed miscellaneous civil service statutes applicable to specific departments, and established uniform requirements and conditions for all employes of the Liquor Control Board, Bureau of Employment Security, Department of Public Assistance and the Civil Service Commission.

Since the passage of the Civil Service Act in 1941, separate and distinct statutes have provided civil service for employes of the Board of Parole and the Department of Health. In addition, civil service has been established by departmental action in the Office of Children and Youth, the Office of Mental Health, the Office for the Blind, the Office for the Aged, the Office of General and Special Hospitals, and the Bureau of Rehabilitation. Furthermore, the Executive Board of the Commonwealth, by resolutions, established civil service for selected professional and technical employes for all departments.

The uncoordinated actions of the legislature, the departments and the Executive Board have well-nigh destroyed the uniformity of employment conditions established by the Civil Service Act in 1941.

Today, qualifications, performance standards, and employe rights differ markedly among Commonwealth departments and offices within departments. Arbitrary differences affect an employe's morale adversely, restrict the transfer of employes among agencies and departments, impair employe advancement and impose excessive costs upon the Commonwealth. Again, though the Act of 1941 explicitly provides that ". . . no applicant shall be required to be possessed of any scholastic education in order to be permitted to take any competitive examination . . ." it has become a practice in departments in which civil service was administratively established to require applicants "to be possessed of scholastic education" before they are permitted to take a competitive examination.

The present heterogeneous conglomeration of civil service practices is in need of searching inquiry; therefore be it

Resolved, That the Joint State Government Commission be directed to examine present Commonwealth civil service practices and develop a unified, simplified and equitable system of civil service for Commonwealth departments, agencies and offices; and be it further

Resolved, That the Joint State Government Commission make a preliminary report of its findings to the 1961 Session of the General Assembly and report to the Session of 1963 its conclusions and recommendations, together with drafts of legislation necessary to carry the recommendations into effect.

Referred to the Committee on Rules, February 7.
Reported as committed, February 13.
Adopted, March 7.

LETTER OF TRANSMITTAL

To the Honorable, the Speaker of the House of Representatives
of the General Assembly of the Commonwealth of Pennsylvania:

Pursuant to House Resolution No. 25, Session of 1961,
and your letter to me under date of March 23, there is
presented herewith a preliminary report entitled Civil Service:
History and Contemporary Practices.

HARRIS G. BRETH, Chairman

Joint State Government Commission
Capitol Building
Harrisburg, Pennsylvania
April 1961

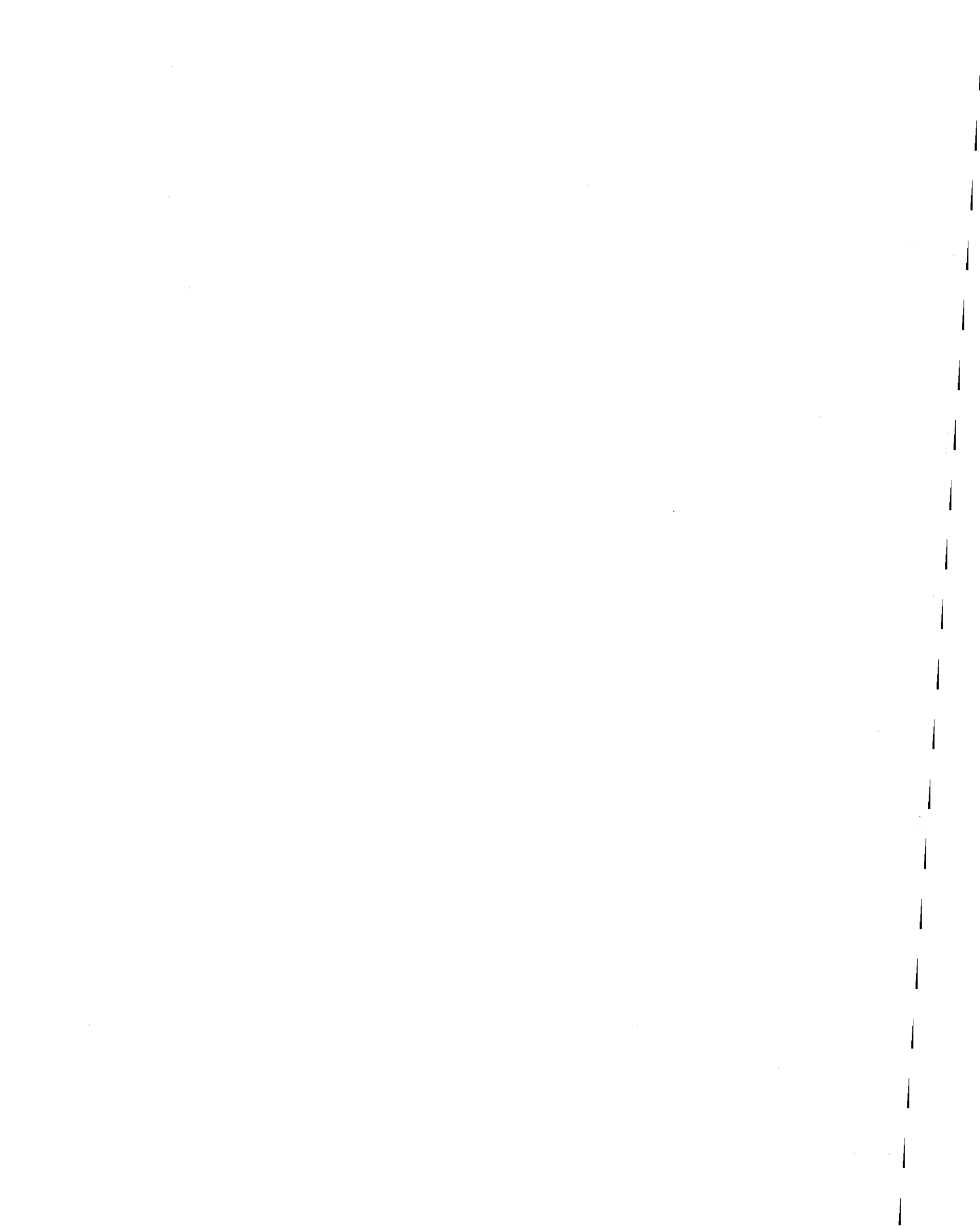
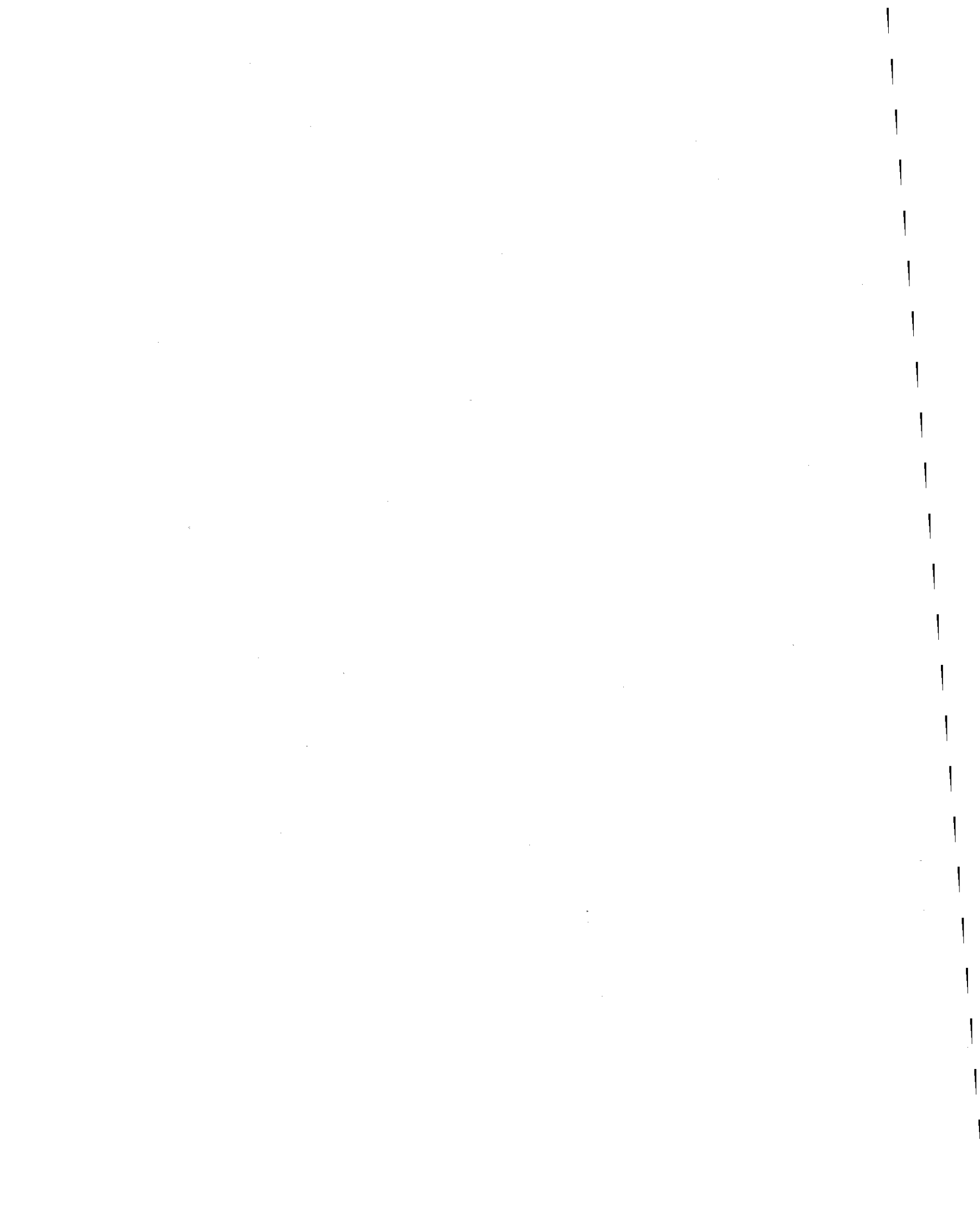


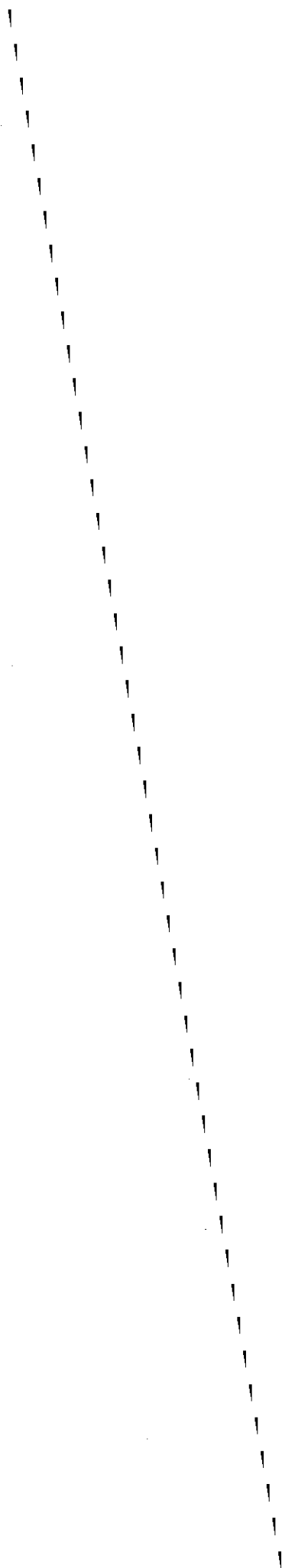
TABLE OF CONTENTS

	Page
RESOLUTION	iv
LETTER OF TRANSMITTAL	v
CIVIL SERVICE IN THE UNITED STATES: ECONOMIC DEVELOPMENT, POLITICAL VIEWS AND ENACTMENT OF NINETEENTH CENTURY CIVIL SERVICE LEGISLATION	1
CIVIL SERVICE IN THE STATES: TWENTIETH CENTURY PRACTICES AND MAJOR ISSUES	7
CIVIL SERVICE IN PENNSYLVANIA	17
The Law	17
Contemporary Practices	20
APPENDIX	38



LIST OF TABLES

	Page
Table 1. Occupational Distribution of all Provisional Employees, as of February 2, 1961, in Pay Range 32 and Above	35
Table 2. Provisional Employees With a Certification List Issued Against Them and the Time Lapse in Days Between Certification Date and February 2, 1961, by Department	37
Appendix Table 1. Number of Commonwealth Civil Service Employees by Agency of Employment 1945-1960	39
Appendix Table 2. Number of Commonwealth Civil Service Employees by Pay Ranges and Type of Appointment as of February 2, 1961	40
Appendix Table 3. Commonwealth Compensation Plan Effective as of December 15, 1960	41
Appendix Table 4. Commonwealth Provisional Employees: Number and Percentage Distribution by Length of Employment as of November 20, 1957; December 4, 1958; February 2, 1961	42
Appendix Table 5. Distribution of All Competitive Written Examinations Held for 211 Randomly Selected Job Classifications by Number of Days from Date of Announcement to Establishment of the Employment Register and to the First Probationary Appointment, Fiscal Years 1958, 1959, 1960, Pennsylvania State Civil Service Commission	43



LIST OF CHARTS

	Page
Chart I. Comparisons of 1960 Annual Salaries of Engineers Employed in State Highway Departments and Private Construction Firms by Year of Entry Into Profession . . .	14
Chart II. Number of Commonwealth Civil Service Employes by Major Departments--1945-1960 . .	21
Chart III. Number of Commonwealth Civil Service Employes by Pay Ranges and Type of Appointment as of February 3, 1961	23
Chart IV. Commonwealth Provisional Employes: By Length of Employment as of Specified Dates	31
Chart V. Provisional Employes as Percentages of Total Commonwealth Civil Service Employes in Each Pay Range Group as of February 2, 1961	33
Appendix Chart I. Time Elapsing in the Pennsylvania Civil Service Employment Process as Based on a Sample Survey	44

CIVIL SERVICE IN THE UNITED STATES:
ECONOMIC DEVELOPMENT, POLITICAL VIEWS
AND ENACTMENT OF NINETEENTH CENTURY
CIVIL SERVICE LEGISLATION

Civil service--the selection of public employes through statutorily formalized competitive procedures designed to evaluate performance on the job--made its first appearance in the United States during the second half of the nineteenth century.

Commenting on the selection, employment, and tenure of public employes, President Jackson, in his first annual message to the Congress in December 1829, observed:

" . . . The duties of all public officers are, or at least admit of being made, so plain and simple that men of intelligence may readily qualify themselves for their performance; and I can not but believe that more is lost by the long continuance of men in office than is generally to be gained by their experience. . . .

"In a country where offices are created solely for the benefit of the people no one man has any more intrinsic right to official station than another. Offices were not established to give support to particular men at the public expense. No individual wrong is, therefore, done by removal, since neither appointment to nor continuance in office is matter of right. The incumbent became an officer with a view to public benefits, and when these require his removal they are not to be sacrificed to private interests. It is the people, and they alone, who have a right to complain when a bad officer is substituted for a good one. He who is removed has the same means of obtaining a living that are enjoyed by the millions who never held office. . . . and although individual distress may be sometimes

produced, it would, by promoting that rotation which constitutes a leading principle in the republican creed, give healthful action to the system."^{1/}

Exactly 56 years later, President Cleveland, the first Democrat to succeed to the Presidency after the Civil War, outlined his views with respect to public employment before Congress:

"I am inclined to think that there is no sentiment more general in the minds of the people of our country than a conviction of the correctness of the principle upon which the law enforcing civil service reform is based. . . .

". . . I venture to hope that we shall never again be remitted to the system which distributes public positions purely as rewards for partisan service. Doubts may well be entertained whether our Government could survive the strain of a continuance of this system, which upon every change of administration inspires an immense army of claimants for office to lay siege to the patronage of Government, engrossing the time of public officers with their importunities, spreading abroad the contagion of their disappointment, and filling the air with the tumult of their discontent.

"The allurements of an immense number of offices and places, exhibited to the voters of the land, and the promise of their bestowal in recognition of partisan activity, debauch the suffrage and rob political action of its thoughtful and deliberative character."^{2/}

The striking differences in the attitudes of two Presidents of the United States with respect to public employment are,

^{1/} James D. Richardson, A Compilation of the Messages and Papers of the Presidents (New York: Bureau of National Literature, 1912), Vol. II, p. 1012.

^{2/} Congressional Record, Vol. 17, Part 1, 49th Congress, 1st Session, p. 119.

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in large part, attributable to the revolutionary changes in the economy of the United States. When President Jackson advanced his views, more than ninety percent of the people of the United States lived in rural areas. The frontier was wide open. The predominating pursuit was agriculture. The years preceding Jackson's inauguration were characterized by labor shortages, economic expansion and an optimistic faith in the future.

When President Cleveland took office, close to thirty percent of the population was concentrated in urban areas. Migration from farm to city was accompanied by significant shifts in the economy of the young nation. The country had been unified by a transportation system. The industrial revolution had produced a succession of increasingly severe panics, and, in some parts of the economy, jobs rather than men had become scarce. The frontier, which in the days of Jackson had provided opportunities, was vanishing.

Widespread dissatisfaction with the emerging industrial order led men to band together. The Knights of Labor, organized in Philadelphia in 1869, fought for legal recognition of the right to bargain collectively. To help stem the tide of deflation, the National Grange of the Patrons of Husbandry was organized in 1867. Harassed by competitive pressures accentuated by falling prices, employers organized associations, syndicates, pools, and trusts--practices which in 1890 led to

the adoption of the Sherman Antitrust Act. In the political arena, the turmoil of the times gave rise to the Greenback Party, the Farmers Alliance, and the Populist Party. The division in political sentiment was reflected in the Presidential elections: six of the Presidents elected during this period did not receive a majority of the popular vote.^{3/}

During the decade preceding the passage of the Federal Civil Service Act, distress, generated by dislocations in the economy, largely attributable to the Civil War, became particularly acute. The Panic of 1873 was precipitated by the failure of Jay Cooke and Company, the leading brokerage house of the time. The disclosures of political graft, governmental corruption and sharp business practices, subsequent to the failure of Cooke and Company, intensified the efforts of the reformers. In 1881 the National Civil Service Reform League was organized.

The political liabilities which the patronage system creates for elected officials whenever jobs are scarce and job seekers plentiful were discussed in Congress by Mr. Sargent:

"I appeal to members of the House if it is not one of the greatest curses of the position of a member of Congress that there are continual demands made on his time and patience by persons whom it is utterly impossible for him to satisfy, who demand that he shall secure office for them. The enemies we make are disappointed office-seekers almost

^{3/} Abraham Lincoln (1860), Rutherford B. Hayes (1876), James A. Garfield (1880), Grover Cleveland (1884), Benjamin Harrison (1888), and Grover Cleveland (1892).

exclusively. Half a dozen men apply for the same place, and but one can get it. . . . Though a member . . . make himself illustrious by originating and securing the passage of measures beneficial to his people and to the whole country, still the crowd of disappointed office-seekers in his district . . . by their clamors and slanders injure his reputation more than all his enlightened labors can redeem. Why should we not free ourselves from this bondage?"^{4/}

Attitudes and attributes of job seekers were described by a Congressional committee:

"It has come to be a wide-spread belief that the public service is a charitable institution, furnishing employment to the needy and a home to those adrift. Employment is sought of the government because it cannot be found elsewhere, and to escape actual want. . . .

"The late Secretary of the Treasury . . . is reported to have said that five-sixths of the applicants for office, while he administered the Treasury, based their demands not on merit, or fitness, or character, but on their poverty and incapacity otherwise to obtain a livelihood. . . ." ^{5/}

On December 12, 1882, Senator George H. Pendleton commented:

"At the last session of Congress, in open Senate, it was stated and proven that in the Treasury Department at Washington there are 3,400 employes, and that of this number the employment of less than 1,600 is authorized by law and appropriations made for their payment, and that more than 1,700 are put on or off the rolls of the Department at the will and pleasure of the Secretary of the Treasury, and

^{4/} Congressional Globe, Part IV, 2nd Session, 41st Congress, p. 3186.

^{5/} Senate Reports, 1st Session, 47th Congress, Vol. 3, 1881-82, p. III.

are paid not out of appropriations made for that purpose but out of various funds and balances of appropriations lapsed in the Treasury in one shape or another, which are not by law appropriated to the payment of these employes."^{6/}

On July 2, 1881, a disgruntled office seeker, Charles Guiteau, assassinated President James A. Garfield. Prior to the assassination, Senator Pendleton had introduced a civil service bill in the Congress in January 1881. On May 15, 1882, the bill was reported from committee but not acted upon. During the subsequent election, the Republican majority was reduced and some of the opponents of the bill reversed their positions. The New York Tribune, commenting upon the change of heart on the part of some members of the majority party, observed:

" . . . now it is delightful to see the zeal of these new converts preaching the blessed truth that those who are in ought not to be put out."^{7/}

The Pendleton Bill passed the Senate on December 27, 1882, by a vote of 38 to 5, and the House of Representatives on January 16, 1883, by a vote of 155 to 47; it was approved by President Arthur the same day.

On May 4, 1883, the State of New York enacted the first state civil service law and Massachusetts enacted a civil service law in 1884. This marked the beginning of adoption of civil service laws by states.

^{6/} Congressional Record, Vol. 14, Part 1, 47th Congress, 2nd Session, p. 204.

^{7/} New York Tribune, December 14, 1882.



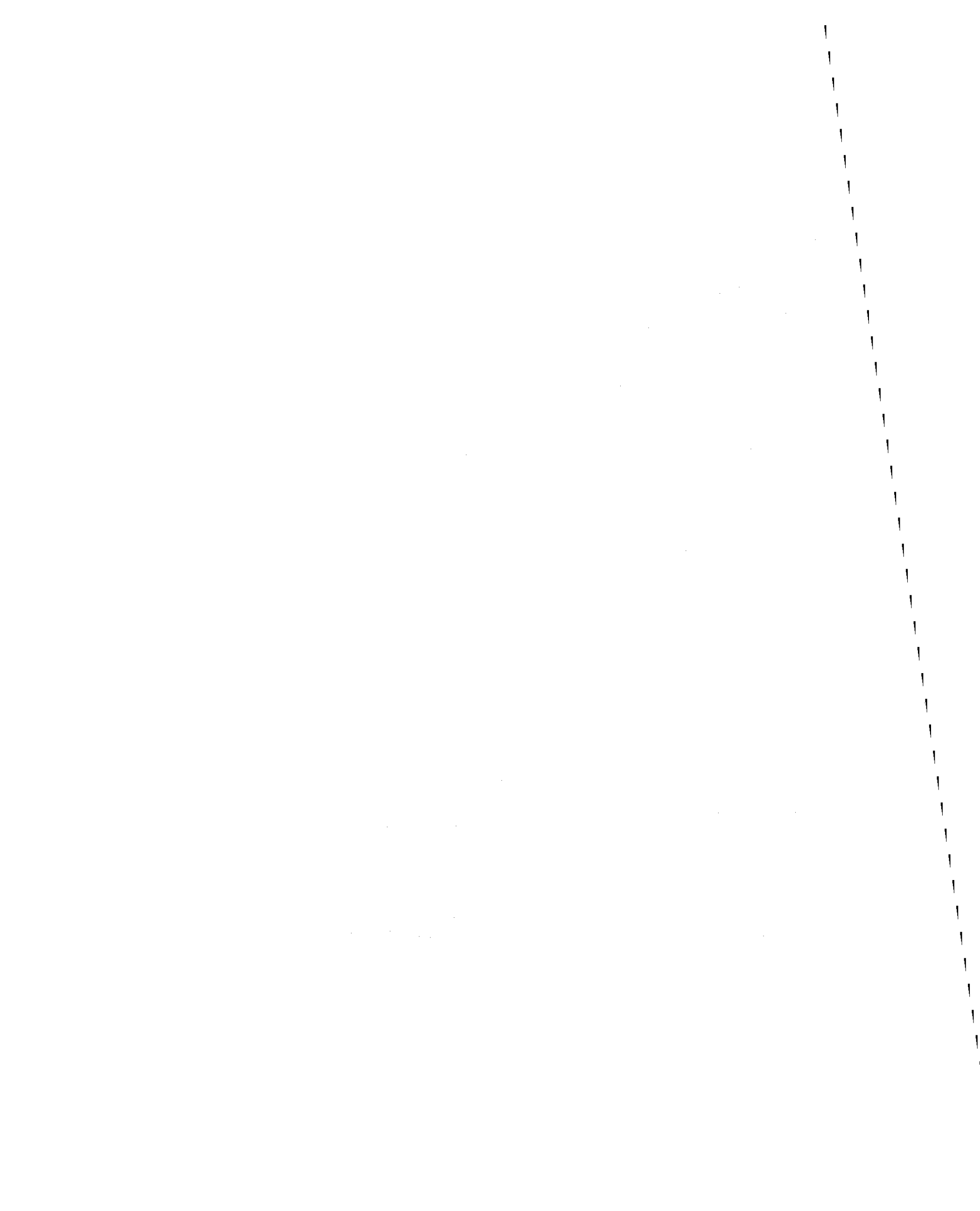
CIVIL SERVICE IN THE STATES:
TWENTIETH CENTURY PRACTICES AND MAJOR ISSUES

Currently, all states provide civil service for employes engaged in the administration of programs financed in part with Federal moneys; the extent of coverage of other state employes varies widely among the states.^{1/}

Regardless of coverage, the operation of state civil service systems involves the performance of three separate and distinct functions:

1. The development of classification and compensation plans.
2. Qualification and selection of personnel.
3. Administration of the statutory provisions relating to rights and duties of civil service employes.

^{1/} On the basis of such information as is available, it would appear that nine states (Arizona, Delaware, Iowa, Mississippi, Montana, Nebraska, New Mexico, North Dakota, and South Carolina) cover but employes participating in programs utilizing Federal funds, while 29 states (Alabama, Alaska, California, Colorado, Connecticut, Florida, Georgia, Hawaii, Illinois, Kansas, Louisiana, Maryland, Massachusetts, Maine, Michigan, Minnesota, Nevada, New Hampshire, New Jersey, New York, North Carolina, Ohio, Oklahoma, Oregon, Rhode Island, Vermont, Virginia, Wisconsin and Wyoming) have "general" coverage. The remaining states, including Pennsylvania, have "partial" coverage. See Council of State Governments, The Book of the States, 1960-1961 (Chicago, Ill., 1960), pp. 154, 156.



Civil service agencies prepare classification plans which establish broad occupational groups, subdivided by levels of skill and responsibility. Salary ranges provided in compensation plans are then assigned to the occupational groups and subgroups. It is the principal purpose of classification and compensation plans to minimize the operation of personal judgment in the administration of governmental personnel.

As preliminary steps to the qualification and selection of personnel, civil service agencies announce employment opportunities available, the qualifications required, and the dates of scheduled examinations.

Applications are screened by reference to minimum qualifications, and qualified candidates are requested to report for an examination. As a general rule, the examination is a competitive written examination presumed to establish the candidate's fitness for the job to be performed. Performance or oral tests may be used in addition to or in lieu of written examinations.

It is the purpose of all examinations to predict the on-the-job performance of the examinee. The evidence suggests that the precision of prediction depends upon the type of examination and area of competence tested. It is generally held that performance tests to measure dexterity produce more reliable predictions than oral or, for that matter, written examinations designed to test competency in a

complex technical area. Though the predictive value of different tests varies, none of the tests--singly or in combination--produce conclusive evidence regarding subsequent performance. To compensate for the limitations of the examination procedure, civil service statutes generally provide that appointees must serve a probationary period. The limitations of the testing procedures are in part attributable to the failure of civil service and other personnel agencies to undertake systematic validation studies. Though the predictive value of tests may be questioned, the tests do act as screening devices and, in periods when the number of applicants exceeds the number of employment opportunities, tend to reduce political pressure on policy-makers and administrators.

Applicants who pass their examination are ranked on the basis of scores attained^{2/} and their names entered on what is commonly known as an employment register. A government agency wishing to fill a vacant position, for which a register has been established, notifies the civil service agency. From the list of eligibles on the register, the

^{2/} Most contemporary civil service laws provide for veterans' preference on the basis of either a bonus point system or an absolute preference system. Under the former system, a veteran who successfully passes an examination is given a specified number of bonus points. Under the latter system, a veteran who passes the examination must be appointed in preference to nonveterans.

three top ranking applicants are certified to the appointing agency. The agency must appoint one of the three if it wishes to fill the vacancy.

Once appointed, an applicant must serve a probationary period ranging from one month to one year. During the probationary period, an appointee may be summarily dismissed. Needless to say, the requirement that an appointee must serve a probationary period reintroduces the personal judgment factor in the selection process which the examination procedure is expected to minimize or eliminate.

Contemporary civil service procedures tend to be slow and cumbersome. For instance, in the State of New Jersey, the time elapsing between the closing date of the announcement for applications and the establishment of the employment register ranged from less than one month to more than twelve months in 1960.^{3/} The average time elapsing was approximately three and one-half months. In 13 percent of the cases, more than six months elapsed between closing date and establishment of a register.

Inasmuch as the New Jersey experience seems to be typical, it appears that contemporary civil service procedures are not likely to facilitate the recruitment of personnel in short supply. To overcome time lags, some states are

^{3/} Data furnished by New Jersey Department of Civil Service.

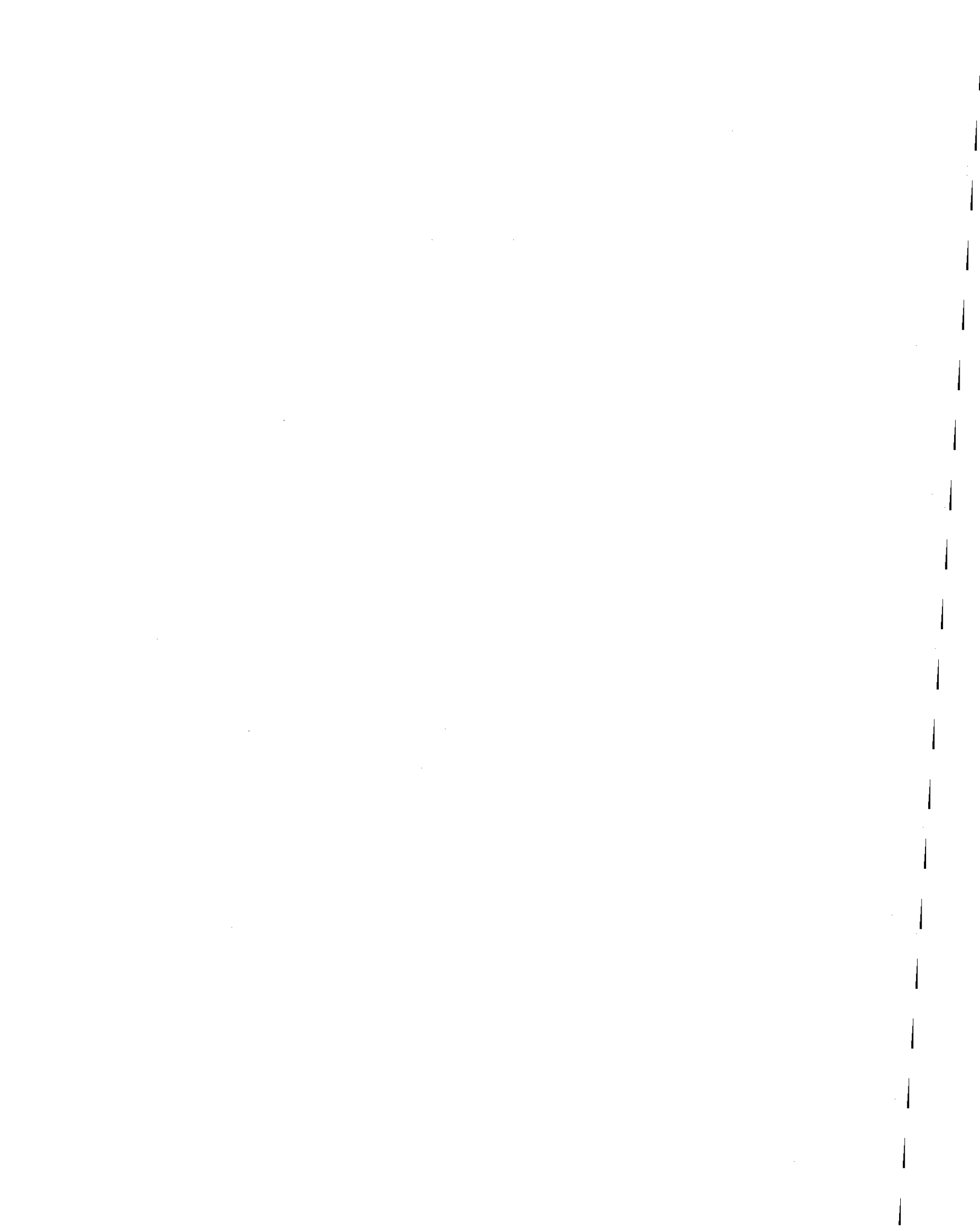


experimenting with a so-called continuous examination. Applicants are tested on the day on which they make application and are available for appointment within a few days. This technique represents an attempt to adapt civil service methods established toward the end of the last century, to contemporary conditions. Throughout this century, the demand of governments for technical and scientific personnel, which during the past two decades has been in short supply, has increased. The changes in the occupational composition of governmental personnel are illustrated by the Federal experience.

In 1881, the Federal Government employed 100,000 civilians, mainly in clerical, custodial, and administrative capacities.^{4/} As of 1960, the Federal Government had 2,384,000 civilian employes. Of this total, 19,000 were working in professional level positions in the physical sciences, over 65,000 in engineering, 21,000 in the biological sciences, 15,000 in the social sciences, 10,000 in personnel administration and industrial relations, about 37,000 in medicine and related fields, about 34,000 in accounting, and 5,000 in mathematics and statistics.^{5/}

^{4/} U. S., Bureau of the Census, Historical Statistics of the United States, Colonial Times to 1957 (1960), p. 710.

^{5/} U. S., Civil Service Commission, The Federal Career Service . . . at Your Service (1961).



In view of this change, President Jackson's statement ". . . The duties of all public officers are, or at least admit of being made, so plain and simple that men of intelligence may readily qualify themselves for their performance; . . ."6/ is, at best, of limited applicability.

Once an appointee has completed his probationary period, he acquires what is known as permanent status.7/ A permanent status employe, as a rule, can be dismissed for cause as defined by law. If dismissal is contemplated, the agency must give notice and the employe may avail himself of a statutorily prescribed appeal procedure. Generally, the civil service agency sits as the adjudicating body.

As regards compensation, the law usually provides that a permanent employe is eligible for within-grade pay increases. Civil service statutes frequently prescribe promotion procedures, which in some states require that an appointee take another examination.

Though the problems confronting civil service agencies are similar to those faced by large-scale private employers, civil service agencies are slow to adapt their methods and procedures to changing market conditions. In 1957, the

6/ Supra, p. 1.

7/ The procedures outlined apply solely to the selection process contemplating a "permanent status" appointment. However all civil service laws provide, in addition, for nonstatus appointments for limited periods of time. For an analysis of nonpermanent status appointments, see p. 27 et seq.

Senate Committee on Post Office and Civil Service stated:

" . . . The role of the Civil Service Commission should be redefined and modernized to meet current needs and reflect advancements in the art of personnel administration and management. . . .

"Initially, the principal purpose of the Civil Service Commission was to protect the merit system against political raids. This continues to be a worthy mission, but today there is great need for positive leadership, direction, and planning in many other areas. Continued absence of proper aggressiveness denies the government the advantage of a personnel management program embracing many well-proven and widely accepted modern techniques and principles. It is hardly sufficient for the Commission, in this day and age, to be content with doing little else but policing, in a rather negative manner, laws enacted by Congress."^{8/}

Though the evidence suggests that there is room for improvement in the efficiency of civil service systems, it is not likely that improvements in efficiency can overcome the differences in public and private employment compensation patterns. These differences are strikingly illustrated by Chart I, which presents salary information for engineers employed by state highway departments and by private construction firms, by year of entry into the engineering profession.^{9/}

^{8/} Administration of the Civil Service System, Senate Committee on Post Office and Civil Service, 85th Congress, 1st Session (Washington, D. C.: U. S. Government Printing Office, 1957), p. 11, as cited by Felix A. Nigro, Public Personnel Administration (New York: Henry Holt and Company, 1959), p. 17.

^{9/} Though state highway departments do not necessarily operate under civil service, they use compensation plans comparable to those applicable to civil service employes.

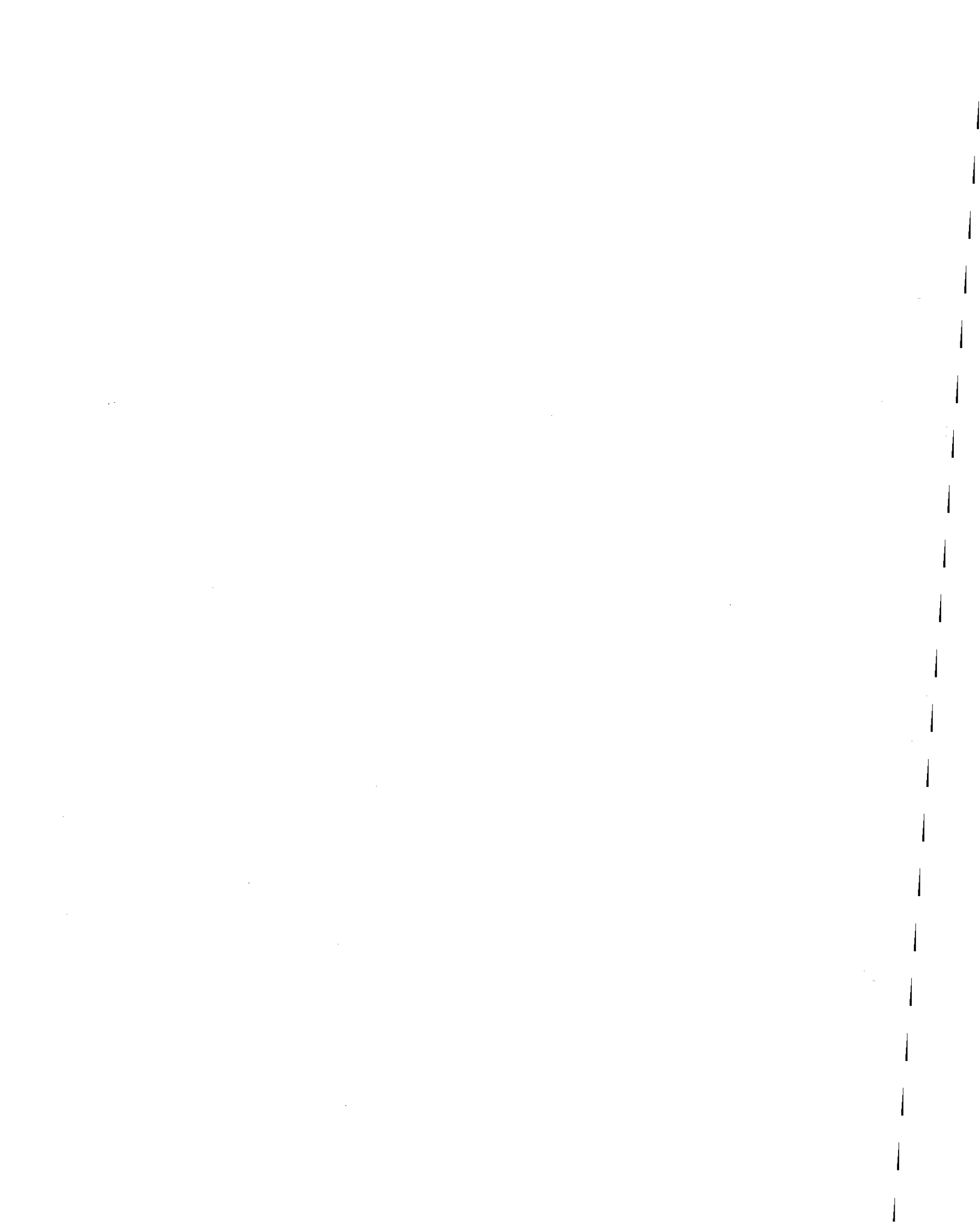
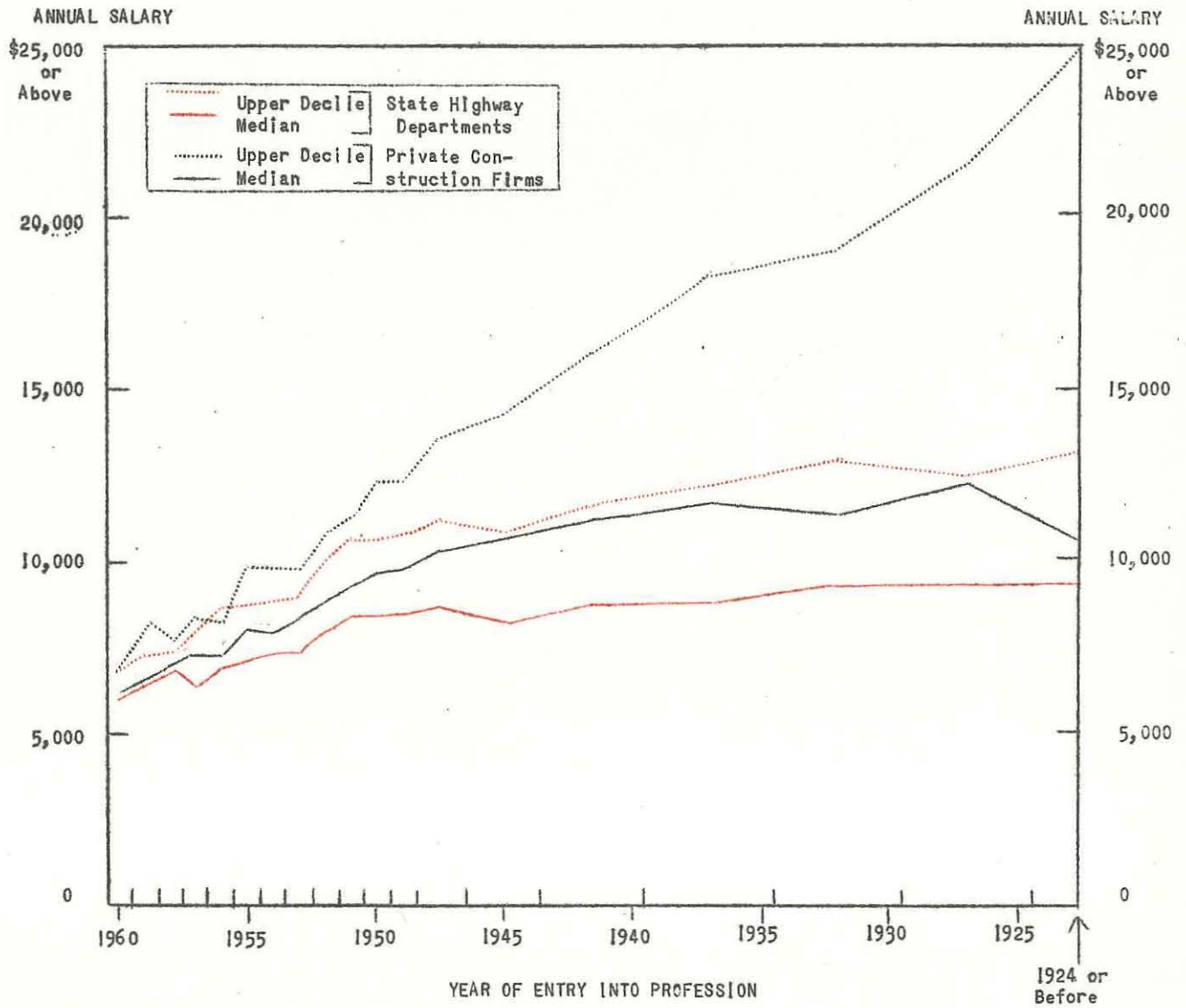
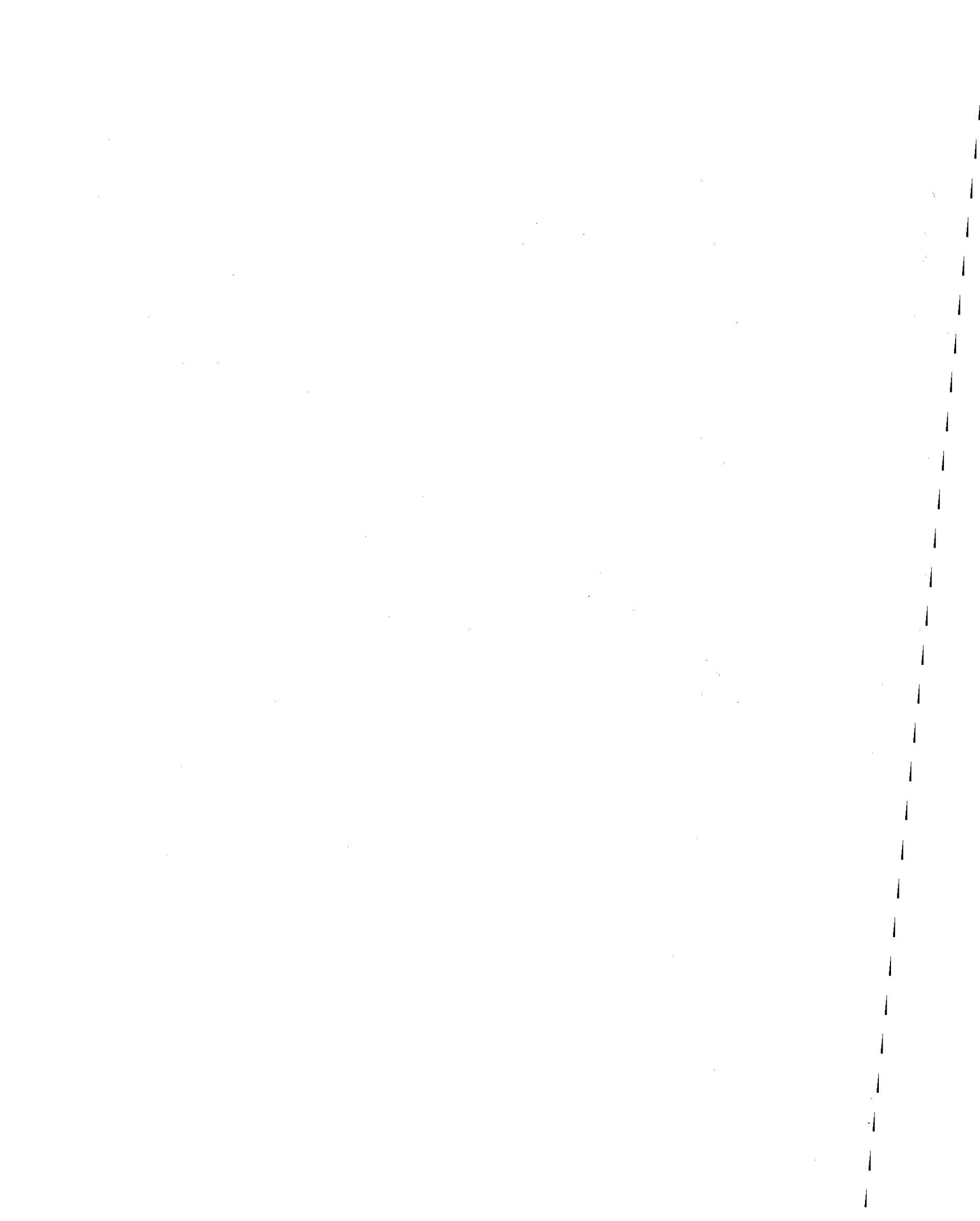


CHART I

COMPARISONS OF 1960 ANNUAL SALARIES OF ENGINEERS EMPLOYED IN
STATE HIGHWAY DEPARTMENTS AND PRIVATE CONSTRUCTION FIRMS
BY YEAR OF ENTRY INTO PROFESSION



SOURCE: ENGINEERING MANPOWER COMMISSION, PROFESSIONAL INCOME OF ENGINEERS, 1960
(NEW YORK: ENGINEERS JOINT COUNCIL, 1961), pp. 22, 44.



The solid lines on the chart show the average (median) salaries of privately (solid black line) and publicly (solid red line) employed engineers. Examination of the solid black line shows that in 1960 the average salaries of privately employed engineers ranged from \$6,200 to \$10,575, depending upon experience (year of entry). The comparable range for publicly employed engineers (solid red line) was \$5,900 to \$9,450.^{10/}

Engineers faced with a choice between private and public employment, in addition to considering average compensation, are likely to appraise the maximum possibilities offered by the alternative opportunities.

Examination of the dotted lines on the chart^{11/} indicates that the earning possibilities of privately employed engineers are much greater than those of publicly employed engineers. For example, the chances are one in ten that a privately employed engineer with 20 years of experience will be earning upwards of \$16,200 whereas a publicly employed engineer with like years of experience has one chance in ten of earning upward of \$11,700. Examination of the chart shows that in the case of publicly and privately employed engineers with 30 years of experience, income differentials are more pronounced than in the case of engineers with 20 years of experience.

^{10/} For salary differentials relating to publicly and privately employed security officers and store clerks, see Duties and Compensation of the Capitol Police (June 1959); and Duties, Qualifications and Compensation of Liquor Store Sales Personnel Employed by the Liquor Control Board (July 1959), Reports of the Joint State Government Commission.

^{11/} The dotted lines represent the upper deciles of the income distributions of private and public engineers.

Though civil service agencies at times participate in the development of compensation plans, the over-all pattern of such plans is a matter of broad public policy.

CIVIL SERVICE IN PENNSYLVANIA

The Law

The first Commonwealth civil service system was established by the General Assembly in 1933 and provided for selection and appointment of employes of the Liquor Control Board.^{1/} Separate and distinct personnel systems were subsequently authorized by the legislature for the employes in the Bureau of Employment Security^{2/} and the Department of Public Assistance.^{3/} In 1941, the General Assembly enacted the Civil Service Act, which consolidated these three systems^{4/} and provided coverage for employes of the State Civil Service Commission.^{5/} The authority of the legislature to regulate the selection and conditions of public employment is clear:

^{1/} 1933, November 29 (1933-34 P. L. 15), §§201(f), 302.

^{2/} 1936, December 2, P. L. (1937) 2897, §208.

^{3/} 1937, June 24, P. L. 203, which added §§2504-A, 2505-A to The Administrative Code of 1929.

^{4/} A civil service system was provided for the employes of the State Board of Housing by the Act of June 5, 1937, P. L. 1705, §19. This was repealed by the Act of May 24, 1945, P. L. 984, §7.

^{5/} 1941, August 5, P. L. 752. The State Civil Service Commission was created by the Act of June 6, 1939, P. L. 250, which added Section 452 to The Administrative Code of 1929; however, no funds were appropriated to the commission until 1941. The commission is made an independent administrative agency by Section 201 of The Administrative Code, and consists of three members, no more than two of whom may be of the same political affiliation, appointed for staggered terms of six years by the Governor with the advice and consent of the Senate.

". . . Inhibited only by restrictions in the constitution or other organic act, (such as a municipal charter in the case of a city or county), the legislature's control over the public services is virtually unlimited. Enactment of a civil service law does not preclude the legislature from reserving to itself concurrent jurisdiction over classification of positions vested occasionally by the civil service law in the personnel agency. The legislature obviously may supersede any rule adopted by the personnel agency (pursuant to the civil service law) even though such rule may require approval of the executive to become effective.

"Where the general statute authorizes a personnel agency to determine exception of positions from competitive examination, such authority does not rest exclusively in the personnel agency. The legislature has concurrent authority to extend or contract the class of excepted positions. Similarly, the legislature does not by delegating such authority to the personnel agency in a general statute divest itself of controlling a pay plan or allocation of positions to classes based on duties, functions and responsibilities of positions. Whatever power and functions are vested in the personnel agency may be withdrawn, modified, or extended in the direction of the legislature. . . ." ^{6/}

Since the passage of the act, civil service systems have been provided by the General Assembly for employes of the Board

^{6/} H. Eliot Kaplan, The Law of Civil Service (New York: Matthew Bender & Co., Inc., 1958), pp. 67, 68.

of Parole^{7/} and such employes of the Department of Health as are designated by the Advisory Health Board.^{8/}

All other extensions of civil service coverage have been by administrative or executive rather than by legislative action. Specifically, in order to qualify for Federal grants, positions in the offices of Children and Youth, Mental Health, Blind, Aging and General and Special Hospitals, all in the Department of Health, and the Bureau of Rehabilitation in the Department of Labor and Industry have been provided coverage by administrative action.

Under the resolution of September 10, 1956, the Executive Board extended coverage to specific technical and professional positions in all agencies under the jurisdiction of the Governor. Subsequent resolutions added and, in some cases, deleted positions. All agencies affected by administrative or executive extensions of coverage utilize the services of the Civil Service Commission pursuant to Section 212 (a) of the Civil Service Act, which provides:

^{7/} 1941, August 6, P. L. 861, §§12-16; §12, 15 amended 1943, May 27, P. L. 767.

^{8/} 1951, August 24, P. L. 1340, which added clause (c) to Section 2111 of The Administrative Code of 1929. The board has statutory authority to extend coverage to all employes in the department, but it would appear that currently it limits coverage to technical, professional and executive employes, and those other employes involved in programs financed in part by Federal grants.

"The services and facilities of the commission and its staff shall be available to the State departments, boards and commissions set forth in paragraph (c) of section three of this act, and to other State departments, boards, commissions, or agencies and political subdivisions of the Commonwealth upon such terms and conditions as may be prescribed by the rules of the commission, which rules shall provide for the payment to and reimbursement of the Commonwealth for the reasonable cost of such services and facilities."^{9/}

As a result of independent contracts between the Civil Service Commission and Commonwealth agencies for coverage of some or all of their employes, as authorized by this provision, Pennsylvania today has, in effect, a multiplicity of civil service systems with varying and, in some cases, conflicting requirements.

Contemporary Practices

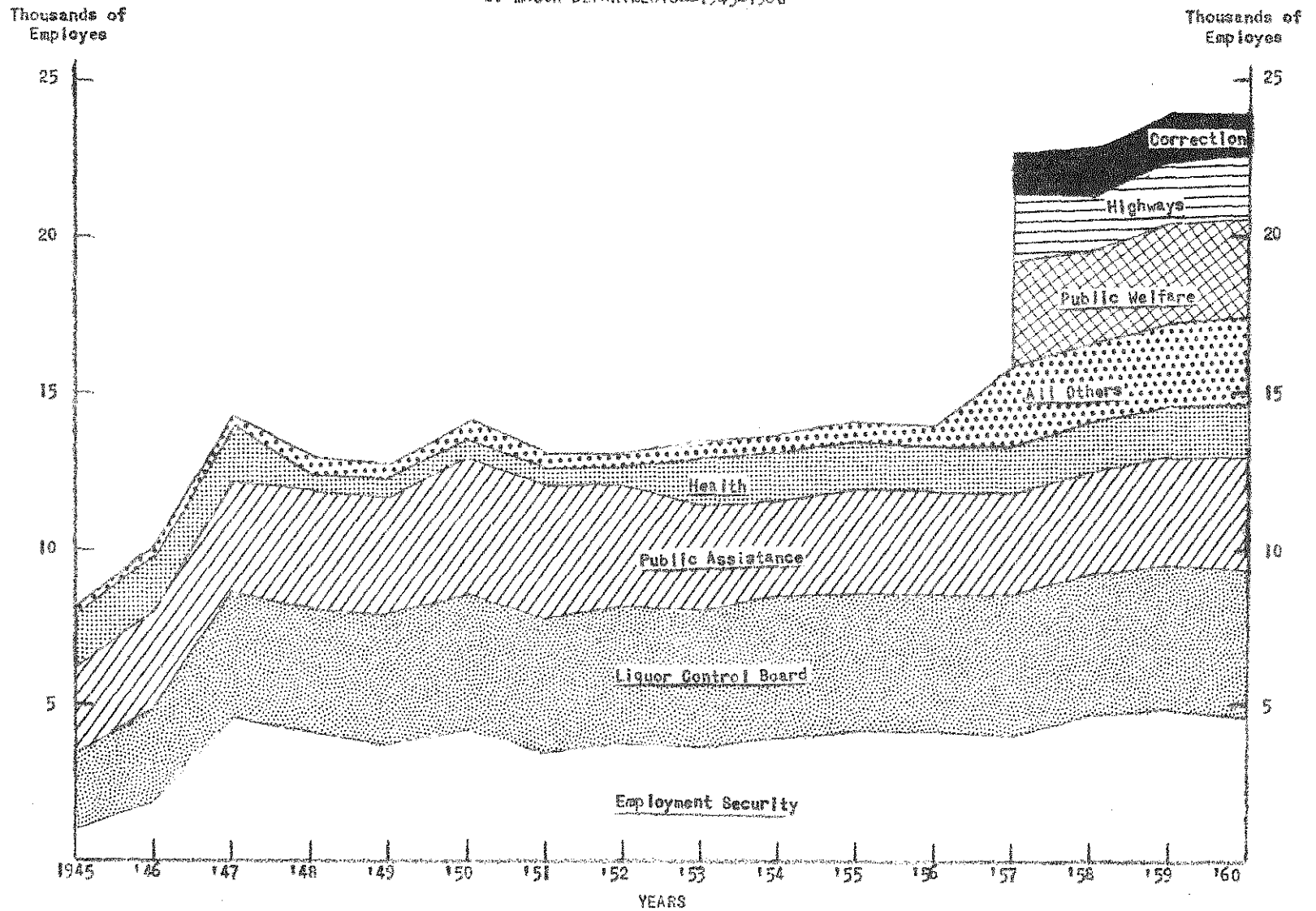
Coverage and Composition

The number of employes under the jurisdiction of the Civil Service Commission increased from about 8,000 in 1945 to almost 24,000 in 1960. Chart II shows the number of employes under civil service, by major departments, for this period.

^{9/} As last amended 1943, May 21, P. L. 516. Section 3 (c) defines "service of the Commonwealth" as including "all offices and positions now existing or hereafter created in the enumerated agencies and "any other offices and positions of any department or agency to which this act may hereafter be extended." Also see Section 3 (d) for definition of "unclassified service," i.e., those positions (in the four agencies) which the act exempts, e.g., heads of departments, members of boards, and one confidential secretary to each appointing authority.

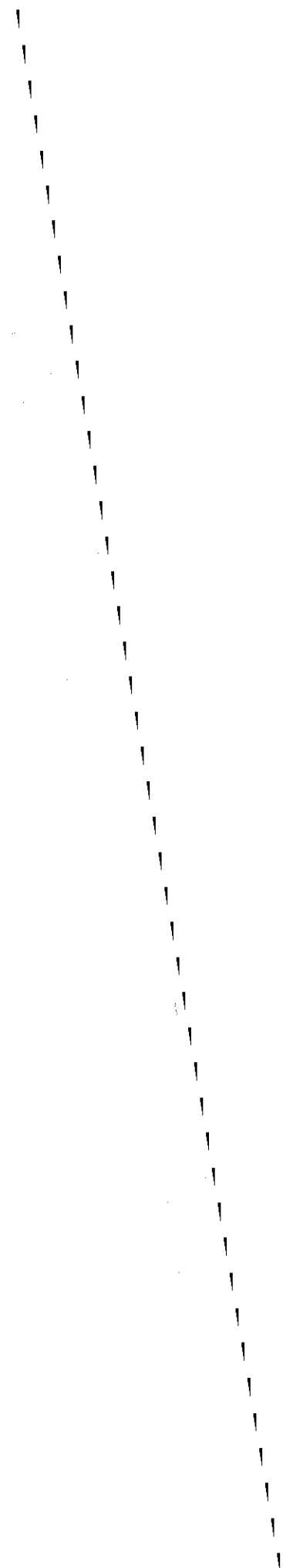
CHART II

NUMBER OF COMMONWEALTH CIVIL SERVICE EMPLOYEES
BY MAJOR DEPARTMENTS—1945-1960^{a/}



^{a/} MONTHLY AVERAGE JULY THROUGH NOVEMBER.

SOURCE: ADAPTED BY JOINT STATE GOVERNMENT COMMISSION FROM DATA FURNISHED BY THE PENNSYLVANIA STATE CIVIL SERVICE COMMISSION. FOR DETAILS SEE APPENDIX TABLE I.



Examination of the chart shows that the periods 1945-1947 and 1956-1960 were characterized by marked increases in civil service personnel. The 1945-1947 increase is largely attributable to the increase in the number of persons employed in the departments under civil service. The 1956-1960 increase is, in the main, due to the Executive Order of September 10, 1956.

Prior to this Executive Order, more than 90 percent of the civil service employes were in the Bureau of Unemployment Compensation, the Liquor Control Board, the Department of Public Assistance, and the Department of Health. Since 1957, these departments have accounted for 60 percent of civil service employes.

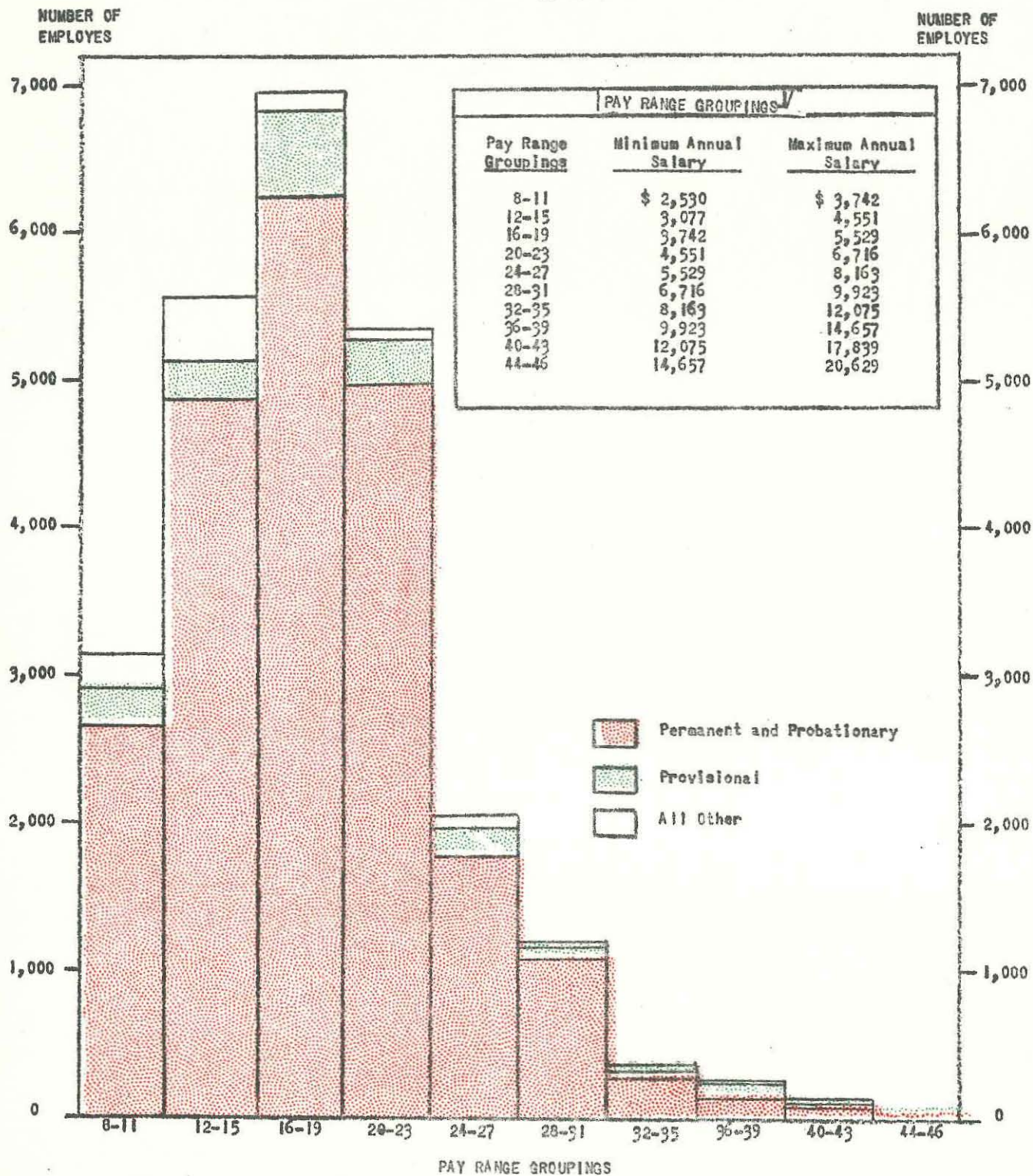
As of February 1, 1961, civil service employes represented 40.6 percent of the total number of Commonwealth employes. ^{10/}

The Civil Service Act provides for two types of entry procedures: those leading to permanent appointments, and those leading to appointments for limited periods of time. Chart III shows the total number of employes under the jurisdiction of the Civil Service Commission, as of February 3, 1961, by appointment status and pay range. The number of employes is indicated by the height of the bars, appointment status is reflected by the colored divisions of the bars, and pay range is noted on the horizontal line.

^{10/} In New York, New Jersey and Ohio, 90 percent, 88 percent, and 71 percent, respectively, are under the jurisdiction of the civil service agencies.

CHART III

NUMBER OF COMMONWEALTH CIVIL SERVICE EMPLOYEES
BY PAY RANGES AND TYPE OF APPOINTMENT
AS OF FEBRUARY 3, 1961



✓ FOR DETAILS SEE APPENDIX TABLE 3.

SOURCE: ADAPTED BY JOINT STATE GOVERNMENT COMMISSION FROM DATA FURNISHED BY THE PENNSYLVANIA STATE CIVIL SERVICE COMMISSION. FOR DETAILS SEE APPENDIX TABLE 2.

Examination of the chart shows that approximately 3,200 persons were employed in pay range 8-11, representing a salary range of from \$2,530 to \$3,742; and 138 persons were employed in pay range 40-43, representing a salary range of from \$12,075 to \$17,839.

Entry Procedures

Pennsylvania's entry procedures leading to a permanent appointment are similar to those used by other states, as previously discussed.^{11/} In connection with examinations, it is customary to differentiate between the "assembled" and the "unassembled."

Generally speaking, the unassembled examination involves the evaluation of a candidate's record--that is, his education and experience. As a rule, the unassembled examination is used only in the screening and selection of specialized professional and technical personnel.^{12/} In terms of numbers of appointees, the unassembled examination is less important than the assembled examination. In 1960, only 467 out of 3,943 probationary appointments from employment and promotion lists were made on the basis of unassembled examinations.

^{11/} Supra, p. 7 et seq.

^{12/} In 1960, the following were appointed on the basis of an unassembled examination: 34 civil engineers, one electrical engineer and 432 nurses.

The unassembled examination has been used both for applicants seeking civil service positions and employees who, under the Executive Order of September 10, 1956, have had to acquire civil service status to retain their positions.

The assembled examination involves five basic steps:

1. Announcement of scheduled examinations.
2. Review of applications on the basis of the qualifications established by the commission and appointing authorities as set forth in the classification plan.
3. Examination of qualified applicants by means of either written or performance tests, oral interviews, evaluation of education and experience, or a combination thereof.^{13/}
4. Grading of applicants' examinations and adding 10 bonus points to the score of each veteran who passed.

^{13/} The major sources for examination materials are: The Professional Examination Service of the American Public Health Association, the Division of State Merit Systems of the Department of Health, Education and Welfare, the test exchange services of the Public Personnel Association, private consultants, professional societies and organizations, and, in some cases, the appointing agency. In addition, the Civil Service Commission maintains a file of previously used test questions.

5. Ranking by total score those candidates who passed.^{14/}

In the case of applicants who are competing for positions in agencies enumerated in the Civil Service Act, step 2 above is restricted by Section 502 which provides that:

" . . . no applicant shall be required to be possessed of any scholastic education in order to be permitted to take any competitive examination or to be appointed or promoted to any position."^{15/}

However, there is nothing in the act which prevents the Civil Service Commission from evaluating experience and formal education in connection with step 3 and assigning these factors a weight which enters into the final score attained by the applicant.^{16/}

^{14/} The length of time involved in the procedures described above is indicated by Appendix Chart I: Graph A, shows, for 200 written examinations, that 84 cases took over three months from announcement date (step 1) to the compiling of a register upon the completion of step 5; Graph B shows, time elapsing from announcement date to the first probationary appointment. Also see Appendix Table 5.

^{15/} As last amended 1947, June 21, P. L. 835.

^{16/} In fact, in the case of examinations which are given by the Civil Service Commission under separate contracts with agencies not enumerated in the Civil Service Act, the contracts typically specify that the appointing authority may require minimum scholastic education of an applicant before he is permitted to take an examination. See Official Opinion No. 223, Op. Atty. Gen., dated September 13, 1960, wherein the contract between the Insurance Department and the State Civil Service Commission is in part set forth. In addition, these contracts typically permit, in the cases of acute shortage, the hiring of nonresidents and the hiring of personnel at a salary above the specified minimum. Sections 501 and 402 of the Civil Service Act, respectively, prohibit these practices for agencies to which it is applicable.

As regards examinations which must be taken by those employees affected by the Executive Order, steps 2 and 5 are omitted. In other words, all incumbents who pass are retained in their position and acquire civil service status.^{17/}

In order to provide governmental services under extraordinary circumstances, the Civil Service Act authorizes provisional, temporary and emergency appointments.

Temporary appointments from an appropriate list of eligibles are authorized by Section 605 "When from pressure of work an extra position . . . must be established for a period of less than six months, . . ."

Section 606^{18/} authorizes emergency appointments ". . . to prevent serious impairment of the public business when an emergency arises and time will not permit securing the authorization from the director for the appointment of a certified eligible . . ." Such appointments may not exceed thirty days except that, upon the approval of the commission, they may be extended for an additional thirty days. If the appointing authority has reasonable notice of the vacancy or

^{17/} The resolution of September 10, 1956 provided that ". . . no incumbent of these positions and no persons appointed thereto [shall] be given security status without having passed a qualifying examination administered by the Commission. . . ." In 1957, a program involving about 8,000 incumbents was initiated. As of March 2, 1961, 75 incumbents had not been examined. Again, as of that date, 126 incumbents who had failed their examination and 36 who did not report for the qualifying examination were still employed in the same class title.

^{18/} As last amended 1947, June 21, P. L. 835.

knowledge of employment conditions, such notice or knowledge precludes an emergency appointment.^{19/}

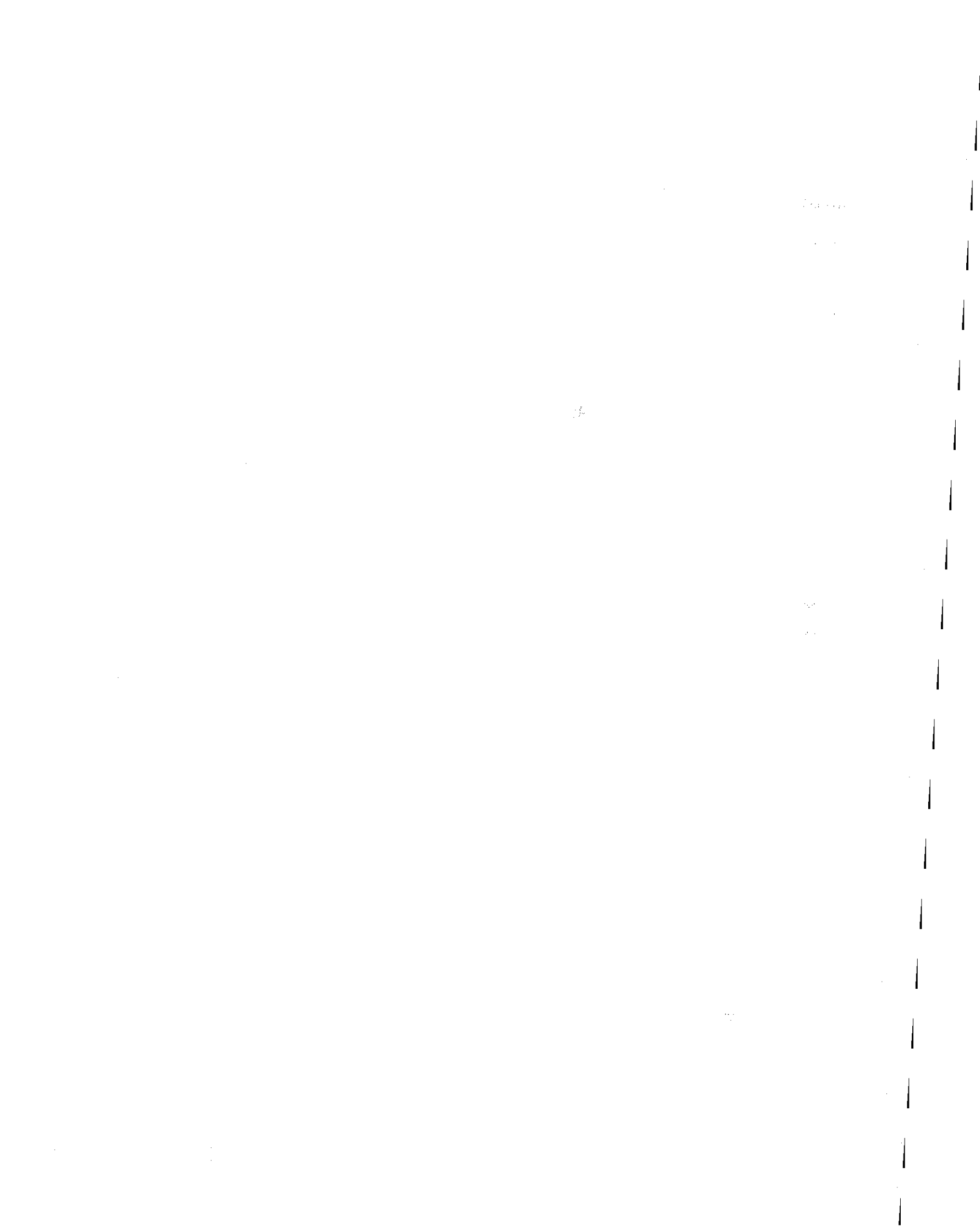
Section 604^{20/} of the act authorizes "Whenever there is great and urgent public need for filling a vacancy . . . and the director is unable to certify an eligible . . ." a provisional appointment from a list certified by the director of not more than three qualified persons with or without examination.^{21/} The section provides that such appointments shall continue only until an appropriate eligible list is established but, in no event, for more than ninety days in any twelve month period. Further, successive provisional appointments may not be made to the same position, and a provisional appointment does not confer upon the appointee any of the rights and privileges extended by the Civil Service Act.

To facilitate appraisal of the relative importance of different methods of entry, the following table shows types of appointments made during the calendar year 1960.

^{19/} Also, Section 602.1, added September 29, 1951, P. L. 1636, provides for "substitute" appointments in the case of vacancies caused by the granting of military leave to incumbents.

^{20/} As last amended 1947, June 21, P. L. 835.

^{21/} In practice, the Civil Service Commission passes on the qualifications of provisionals. In 1960, of the 2,413 applications evaluated, 96.6 percent were approved.



	<u>Number</u>	<u>Percent</u>
Probationary appointments:		
(a) from competitive lists	3,749	35.3%
(b) from promotion lists	234	2.2
(c) other ^{22/}	1,983	18.7
Emergency appointments	1,694	16.0
Temporary appointments	1,194	11.2
Provisional appointments	<u>1,755</u>	<u>16.6</u>
Total appointments	10,609	100.0

Examination of the table shows that, of a total of 10,609 appointments made in 1960, 3,749 were appointed from competitive lists--the method of appointment provided for by the statute under ordinary circumstances. Of the 3,749 appointments from competitive lists, which constitute 35.3 percent of the total, 1,165 appointees had been provisional, emergency or per diem employes at the time of appointment. ^{23/}

^{22/} Includes employes reallocated, transferred, reinstated, promoted without examination, and returning from leaves of absence.

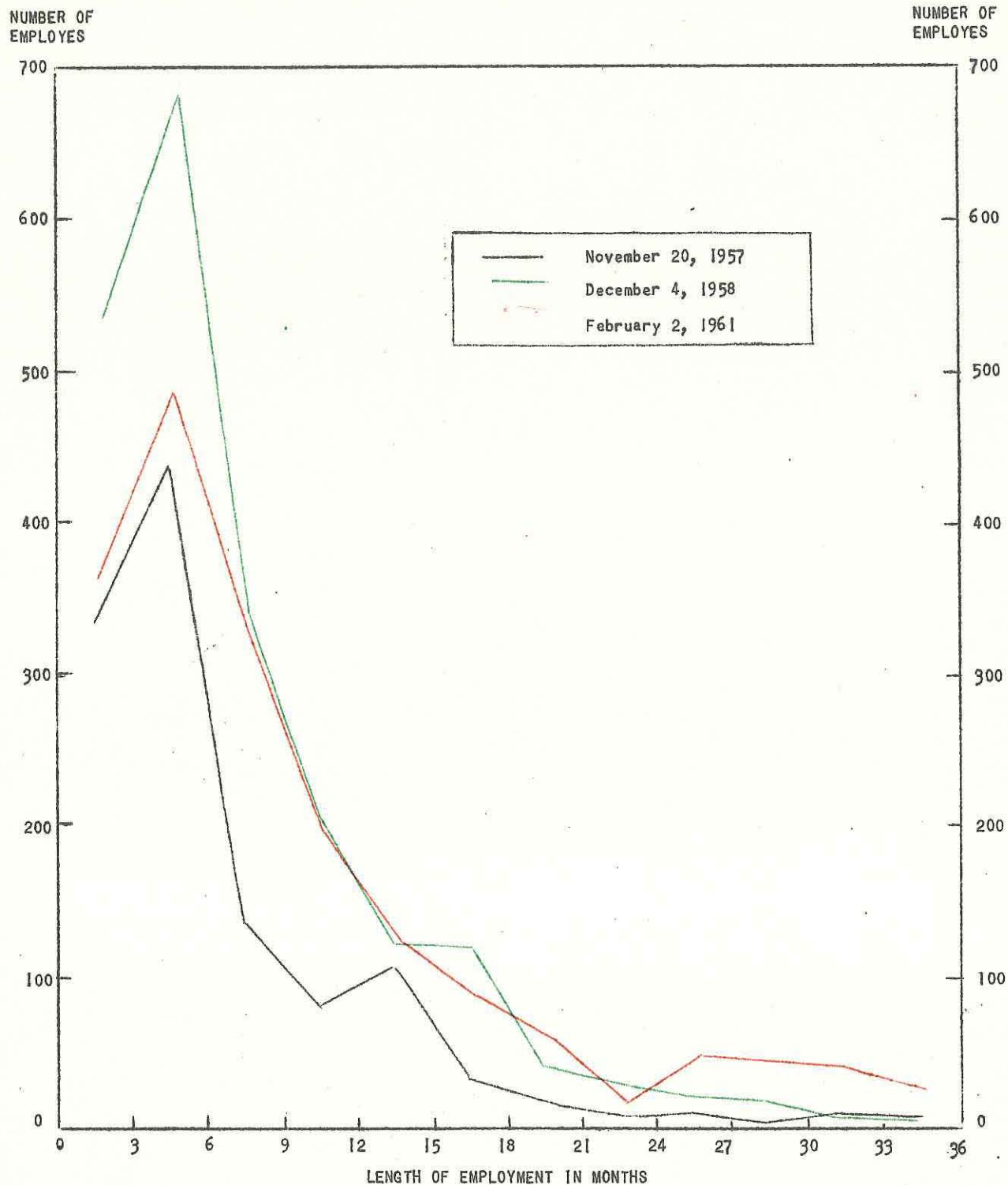
^{23/} In Ohio, in a recent year, 4.2 percent of new appointments were made from competitive lists. See State Personnel Management in Ohio, Research Report No. 40, Ohio Legislative Service Commission (Columbus, Ohio, 1959). This report led to the reorganization of the merit system in Ohio in 1959. The Ohio Civil Service Commission, which had existed since 1914, was replaced by the Department of State Personnel: See Activities Report, 1960, Department of Personnel, (Columbus, Ohio, 1961), p. 1.

As regards temporary and emergency appointments, examination of the record indicates that these are made, in the main, by the Liquor Control Board and the Bureau of Employment Security to handle seasonal and cyclical peaks and appear to be used as contemplated by the statute.

Chart IV shows, for specified dates in 1957, 1958, and 1961, the number of provisional employes and their length of employment.

CHART IV

COMMONWEALTH PROVISIONAL EMPLOYEES: BY LENGTH OF EMPLOYMENT^{1/}
AS OF SPECIFIED DATES



^{1/} THE GRAPH DOES NOT INCLUDE THE FOLLOWING PROVISIONAL EMPLOYEES WITH MORE THAN 36 MONTHS OF EMPLOYMENT: 122 AS OF NOVEMBER 20, 1957; 48 AS OF DECEMBER 4, 1958; 77 AS OF FEBRUARY 2, 1961.

SOURCE: ADAPTED BY JOINT STATE GOVERNMENT COMMISSION FROM DATA FURNISHED BY THE PENNSYLVANIA STATE CIVIL SERVICE COMMISSION. FOR DETAILS SEE APPENDIX TABLE 4.

The chart shows that, in 1957, 435 provisional employes had served from three to six months. Again, during the same year, some 122 employes had served in excess of 36 months.

As regards permissible length of service, the Attorney General has held that:

" . . . persons who hold provisional appointments in excess of ninety days in any twelve month period are doing so in contravention of the law"

and that:

" . . . the Civil Service Commission should make every diligent effort to compile an eligible list from which qualified persons can be certified. . ."

but that since

" . . . there are over one thousand employees whose ninety days' tenure had expired, an immediate wholesale removal might well have a devastating effect on the operation of the State government"

and therefore these

" . . . provisional employees who have continued beyond the statutory ninety day period may receive their salaries since they are, at least, de facto employees who should be reimbursed for services actually performed. . . ." ^{24/}

The number of provisionals in 1958 and 1961 was larger than the number of provisionals in 1957 and the service distribution of provisionals who had been on the payroll in excess of 12 months has not materially changed.

Chart V shows the percent of provisional appointments to total civil service employes by pay ranges.

^{24/} Official Opinion No. 120, Op. Atty. Gen., dated May 29, 1958.

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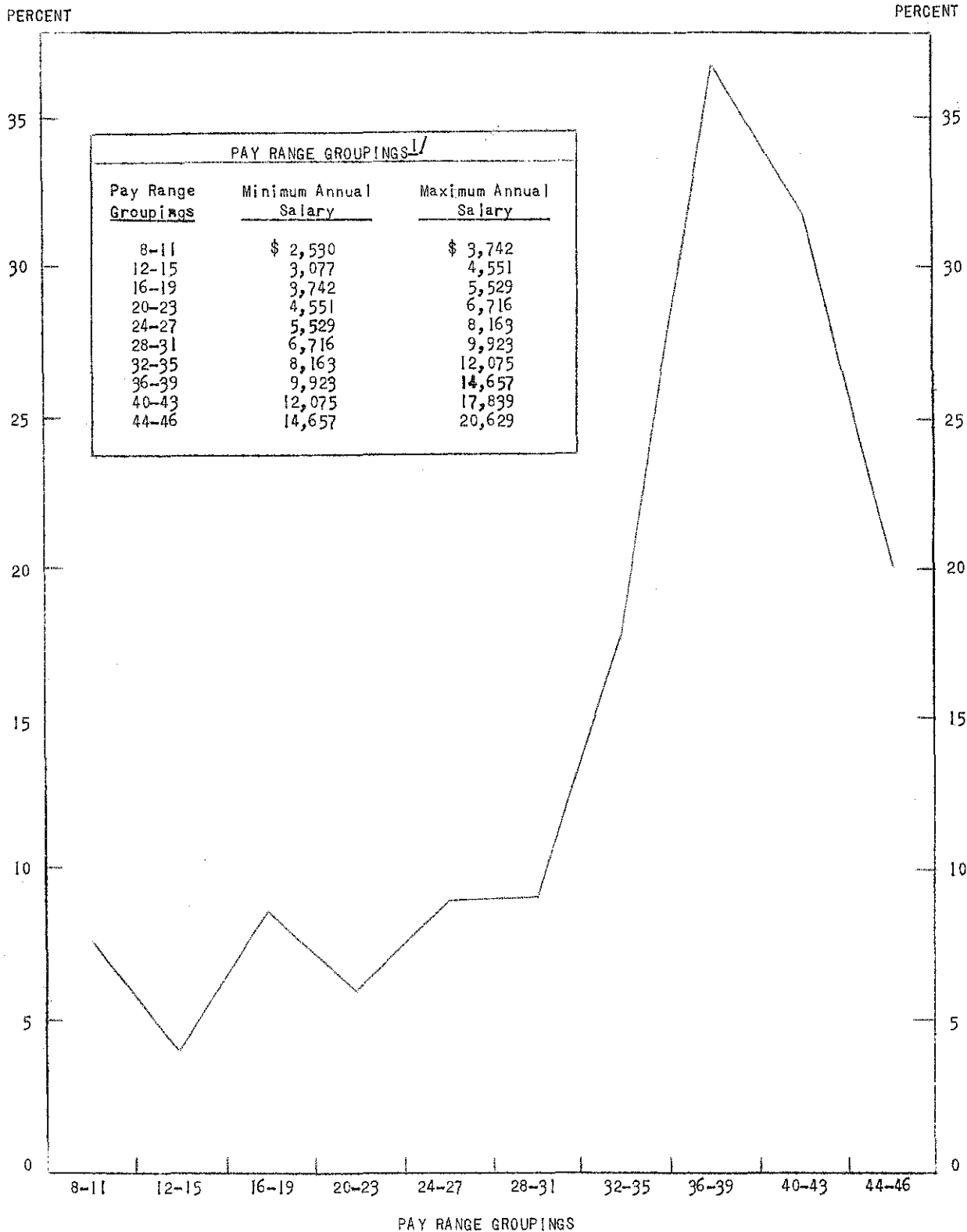
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CHART V

PROVISIONAL EMPLOYEES AS PERCENTAGES OF TOTAL COMMONWEALTH
CIVIL SERVICE EMPLOYEES IN EACH PAY RANGE GROUP
AS OF FEBRUARY 2, 1961



1/ FOR PAY RANGE DETAILS SEE APPENDIX TABLE 3.

SOURCE: ADAPTED BY JOINT STATE GOVERNMENT COMMISSION FROM DATA FURNISHED BY THE PENNSYLVANIA STATE CIVIL SERVICE COMMISSION. FOR PERCENTAGES SEE APPENDIX TABLE 2, COLUMN (6).

The chart shows that the percentage of provisionals in pay ranges 8 through 31 (salary range \$2,530 to \$9,923) varies from four to nine percent, and beginning with pay range 32, increases sharply. Of the 750 employes in pay ranges 32 and over (salary range \$8,163 to \$20,629), two hundred (27 percent) are provisional appointees.

Table 1 shows, as of February 2, 1961, the occupational distribution of all provisional appointees in pay range 32 and over.

Table 1

OCCUPATIONAL DISTRIBUTION OF ALL PROVISIONAL EMPLOYEES,
AS OF FEBRUARY 2, 1961, IN PAY RANGE 32 AND ABOVE

Broad Occupational Category	Number of Provisional Employees, Pay Range 32 and Above
(1)	(2)
Office Equipment Operation	1
Accounting, Fiscal Control and Taxation	3
Business Regulation	3
Personnel, Research and Publicity	1
Engineering and Applied Sciences	2
Highway Engineering	1
Other Engineering	5
Hydraulics	1
Sanitation	2
Miscellaneous Applied Sciences	1
General Education	3
Museum	1
Therapy	1
Laboratory Services	1
Medical, Dental and Allied	153
Public Health Services	4
Miscellaneous--Health	13
Psychology	2
Miscellaneous--Social	1
Animal Industry Services	1
Total	200

SOURCE: Adapted by Joint State Government Commission from data furnished by Pennsylvania State Civil Service Commission.

Examination of the table shows that, of the 200 provisional employes, 153 were employed in medical, dental and related fields.

It should be recalled that retention of provisional employes in excess of 90 days is in violation of Section 604 of the Civil Service Act. However, in view of the Attorney General's opinion quoted above, employment in excess of 90 days is permissible, ^{25/} provided the Civil Service Commission has not certified from an eligible list to the appointing authority persons able to perform the duties currently performed by provisional employes.

Table 2 shows, on a departmental basis, the number of provisional appointees as well as the average number of days these appointees have served subsequent to the certification of competitively selected candidates for their positions.

25/ Cf. McCartney v. Johnston et al, 326 Pa. 442 (1937).

Table 2

PROVISIONAL EMPLOYEES WITH A CERTIFICATION LIST
ISSUED AGAINST THEM AND THE TIME LAPSE IN
DAYS BETWEEN CERTIFICATION DATE
AND FEBRUARY 2, 1961
BY DEPARTMENT

Agency (1)	Number of Cases (2)	Average Number of Days (3)
Department of Health	31	115
Department of Highways	19	490
Department of Labor and Industry	60	106
Department of Property and Supplies	25	9
Department of Public Welfare	116	42
All Others Combined	<u>21</u>	<u>88</u>
Total	272	96

SOURCE: Data furnished by Pennsylvania State Civil Service Commission.

In this connection, civil service agencies in such states as New Jersey, New York and Ohio have statutory authority to remove illegally retained appointees from the payroll.^{26/}

^{26/} Section 206 (5) provides that the director, under the supervision of the commission, has the power and duty "to administer and make effective the provisions of this act and of the rules made thereunder, including those relating to . . . the checking and certification of pay-rolls before payment, . . ."; also see §901.1. According to information received from the Office of the Auditor General, this provision has not been utilized to remove illegally retained provisional appointees.

A P P E N D I X

Item	Quantity	Unit	Description	Material	Quantity	Unit	Description	Material
1	1	EA	1	EA
2	1	EA	1	EA
3	1	EA	1	EA
4	1	EA	1	EA
5	1	EA	1	EA
6	1	EA	1	EA
7	1	EA	1	EA
8	1	EA	1	EA
9	1	EA	1	EA
10	1	EA	1	EA
11	1	EA	1	EA
12	1	EA	1	EA
13	1	EA	1	EA
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94	1	EA	1	EA
95	1	EA	1	EA
96	1	EA	1	EA
97	1	EA	1	EA
98	1	EA	1	EA
99	1	EA	1	EA
100	1	EA	1	EA

Appendix Table 2

NUMBER OF COMMONWEALTH CIVIL SERVICE EMPLOYEES BY
PAY RANGES AND TYPE OF APPOINTMENT
AS OF FEBRUARY 2, 1961

Pay Ranges (1)	Type of Appointment			Total Employees (5)	Provisional (3) Total Employees (5) 100 (6)
	Permanent and Probationary (2)	Provisional (3)	All Other ^{1/} (4)		
8-11	2,678	239	234	3,151	7.58%
12-15	4,889	219	426	5,534	3.96
16-19	6,241	595	139	6,975	8.53
20-23	4,964	311	66	5,341	5.82
24-27	1,775	188	91	2,054	9.15
28-31	1,070	110	18	1,198	9.18
32-35	277	63	14	354	17.80
36-39	145	92	13	250	36.80
40-43	89	44	5	138	31.88
44-46	4	1	0	5	20.00
Total	22,132	1,862	1,006	25,000	7.45

^{1/} Consists of 734 temporary and emergency appointments, 146 incumbents who failed to pass their qualifying examination, 84 who had not been examined, and 42 who had not applied or reported for a scheduled examination.

SOURCE: Adapted by Joint State Government Commission from data furnished by Pennsylvania State Civil Service Commission.

Appendix Table 3

COMMONWEALTH COMPENSATION PLAN
EFFECTIVE AS OF DECEMBER 15, 1960

Pay Range No.	Annual Rate of Minimum	Step A	Step B	Step C	Step D	Step E	Step F	Annual Rate of Maximum	Pay Range No.
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)
1	\$ 1,800	\$ 69.00	\$ 72.50	\$ 76.00	\$ 80.00	\$ 84.00	\$ 88.00	\$ 2,295	1
2	1,891	72.50	76.00	80.00	84.00	88.00	92.50	2,412	2
3	1,982	76.00	80.00	84.00	88.00	92.50	97.00	2,530	3
4	2,086	80.00	84.00	88.00	92.50	97.00	102.00	2,660	4
5	2,191	84.00	88.00	92.50	97.00	102.00	107.00	2,791	5
6	2,295	88.00	92.50	97.00	102.00	107.00	112.50	2,934	6
7	2,412	92.50	97.00	102.00	107.00	112.50	118.00	3,077	7
8	2,530	97.00	102.00	107.00	112.50	118.00	124.00	3,234	8
9	2,660	102.00	107.00	112.50	118.00	124.00	130.00	3,390	9
10	2,791	107.00	112.50	118.00	124.00	130.00	136.50	3,560	10
11	2,934	112.50	118.00	124.00	130.00	136.50	143.50	3,742	11
12	3,077	118.00	124.00	130.00	136.50	143.50	150.50	3,925	12
13	3,234	124.00	130.00	136.50	143.50	150.50	158.00	4,121	13
14	3,390	130.00	136.50	143.50	150.50	158.00	166.00	4,329	14
15	3,560	136.50	143.50	150.50	158.00	166.00	174.50	4,551	15
16	3,742	143.50	150.50	158.00	166.00	174.50	183.00	4,773	16
17	3,925	150.50	158.00	166.00	174.50	183.00	192.00	5,007	17
18	4,121	158.00	166.00	174.50	183.00	192.00	202.00	5,268	18
19	4,329	166.00	174.50	183.00	192.00	202.00	212.00	5,529	19
20	4,551	174.50	183.00	192.00	202.00	212.00	222.50	5,803	20
21	4,773	183.00	192.00	202.00	212.00	222.50	233.50	6,090	21
22	5,007	192.00	202.00	212.00	222.50	233.50	245.00	6,390	22
23	5,268	202.00	212.00	222.50	233.50	245.00	257.50	6,716	23
24	5,529	212.00	222.50	233.50	245.00	257.50	270.50	7,055	24
25	5,803	222.50	233.50	245.00	257.50	270.50	284.00	7,407	25
26	6,090	233.50	245.00	257.50	270.50	284.00	298.00	7,772	26
27	6,390	245.00	257.50	270.50	284.00	298.00	313.00	8,163	27
28	6,716	257.50	270.50	284.00	298.00	313.00	329.00	8,580	28
29	7,055	270.50	284.00	298.00	313.00	329.00	345.50	9,011	29
30	7,407	284.00	298.00	313.00	329.00	345.50	362.50	9,454	30
31	7,772	298.00	313.00	329.00	345.50	362.50	380.50	9,923	31
32	8,163	313.00	329.00	345.50	362.50	380.50	400.00	10,432	32
33	8,580	329.00	345.50	362.50	380.50	400.00	420.00	10,954	33
34	9,011	345.50	362.50	380.50	400.00	420.00	441.00	11,501	34
35	9,454	362.50	380.50	400.00	420.00	441.00	463.00	12,075	35
36	9,923	380.50	400.00	420.00	441.00	463.00	486.00	12,675	36
37	10,432	400.00	420.00	441.00	463.00	486.00	510.00	13,301	37
38	10,954	420.00	441.00	463.00	486.00	510.00	536.00	13,979	38
39	11,501	441.00	463.00	486.00	510.00	536.00	562.00	14,657	39
40	12,075	463.00	486.00	510.00	536.00	562.00	590.00	15,387	40
41	12,675	486.00	510.00	536.00	562.00	590.00	620.00	16,170	41
42	13,301	510.00	536.00	562.00	590.00	620.00	651.00	16,978	42
43	13,979	536.00	562.00	590.00	620.00	651.00	684.00	17,839	43
44	14,657	562.00	590.00	620.00	651.00	684.00	718.00	18,725	44
45	15,387	590.00	620.00	651.00	684.00	718.00	754.00	19,664	45
46	16,170	620.00	651.00	684.00	718.00	754.00	791.00	20,629	46

SOURCE: Pennsylvania State Civil Service Commission.

Appendix Table 4

COMMONWEALTH PROVISIONAL EMPLOYEES: NUMBER AND PERCENTAGE
DISTRIBUTION BY LENGTH OF EMPLOYMENT AS OF
NOVEMBER 20, 1957; DECEMBER 4, 1958; FEBRUARY 2, 1961

Length of Employment		November 20, 1957		December 4, 1958		February 2, 1961	
More Than (Months)	Less Than (Months)	Number	Percent	Number	Percent	Number	Percent
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
Less than 3 months		332	25.58%	525	24.89%	360	19.31%
3	6	435	33.50	676	32.06	485	26.01
6	9	134	10.32	331	15.69	326	17.49
9	12	79	6.09	199	9.44	197	10.57
12	15	105	8.09	115	5.45	118	6.33
15	18	31	2.39	112	5.31	84	4.51
18	21	18	1.39	38	1.80	58	3.11
21	24	7	0.54	25	1.19	16	0.86
24	27	12	0.92	18	0.85	43	2.31
27	30	5	0.39	15	0.71	41	2.20
30	33	10	0.77	5	0.24	38	2.04
33	36	8	0.62	2	0.09	21	1.13
Over 36 months		122	9.40	48	2.28	77	4.13
Total		1,298	100.00	2,109	100.00	1,864	100.00

SOURCE: Adapted by Joint State Government Commission from data furnished by Pennsylvania State Civil Service Commission.

Appendix Table 5

DISTRIBUTION OF ALL COMPETITIVE WRITTEN EXAMINATIONS HELD
FOR 211a/RANDOMLY SELECTED JOB CLASSIFICATIONS BY
NUMBER OF DAYS FROM DATE OF ANNOUNCEMENT TO
ESTABLISHMENT OF THE EMPLOYMENT REGISTER
AND TO THE FIRST PROBATIONARY APPOINTMENT
FISCAL YEARS 1958, 1959, 1960
PENNSYLVANIA STATE CIVIL SERVICE COMMISSION

Number of Days Elapsed (1)	Number of Examinations from Announcement Date	
	To Establishment of Employment Register (2)	To First Probationary Appointment (3)
0- 19	0	0
20- 39	1	0
40- 59	7	0
60- 79	46	5
80- 99	62	11
100-119	33	15
120-139	10	15
140-159	6	17
160-179	3	15
180-199	3	11
200-219	6	5
220-239	3	5
240-259	3	3
260 and over	<u>17</u>	<u>37</u>
Total	200	139 ^{b/}

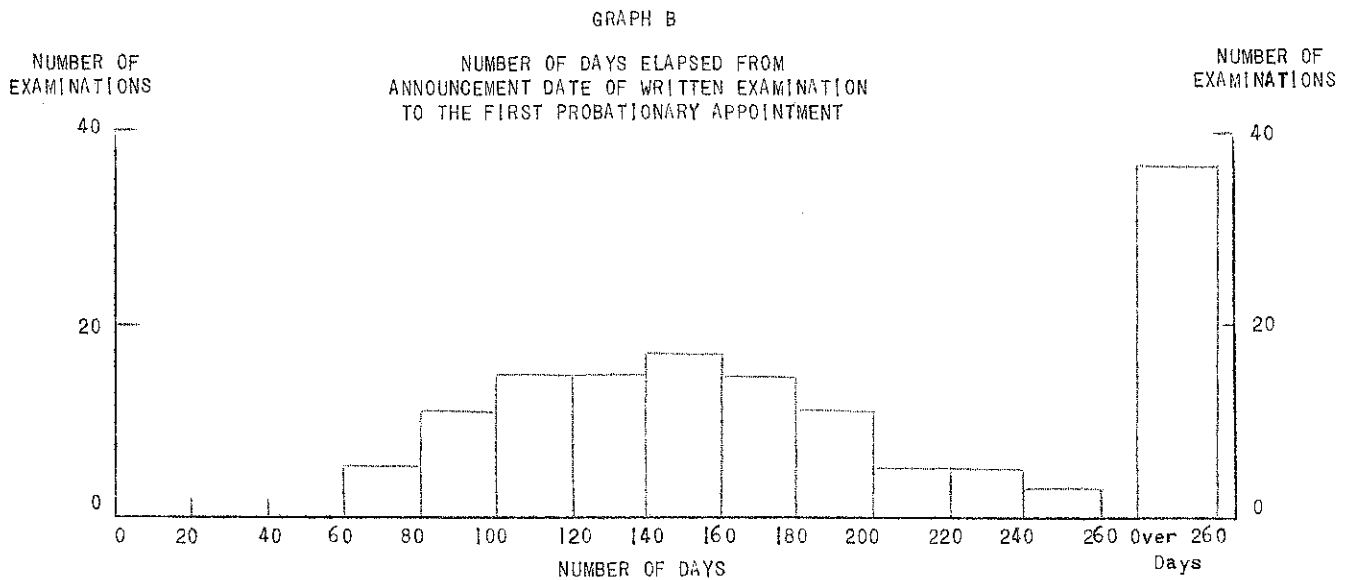
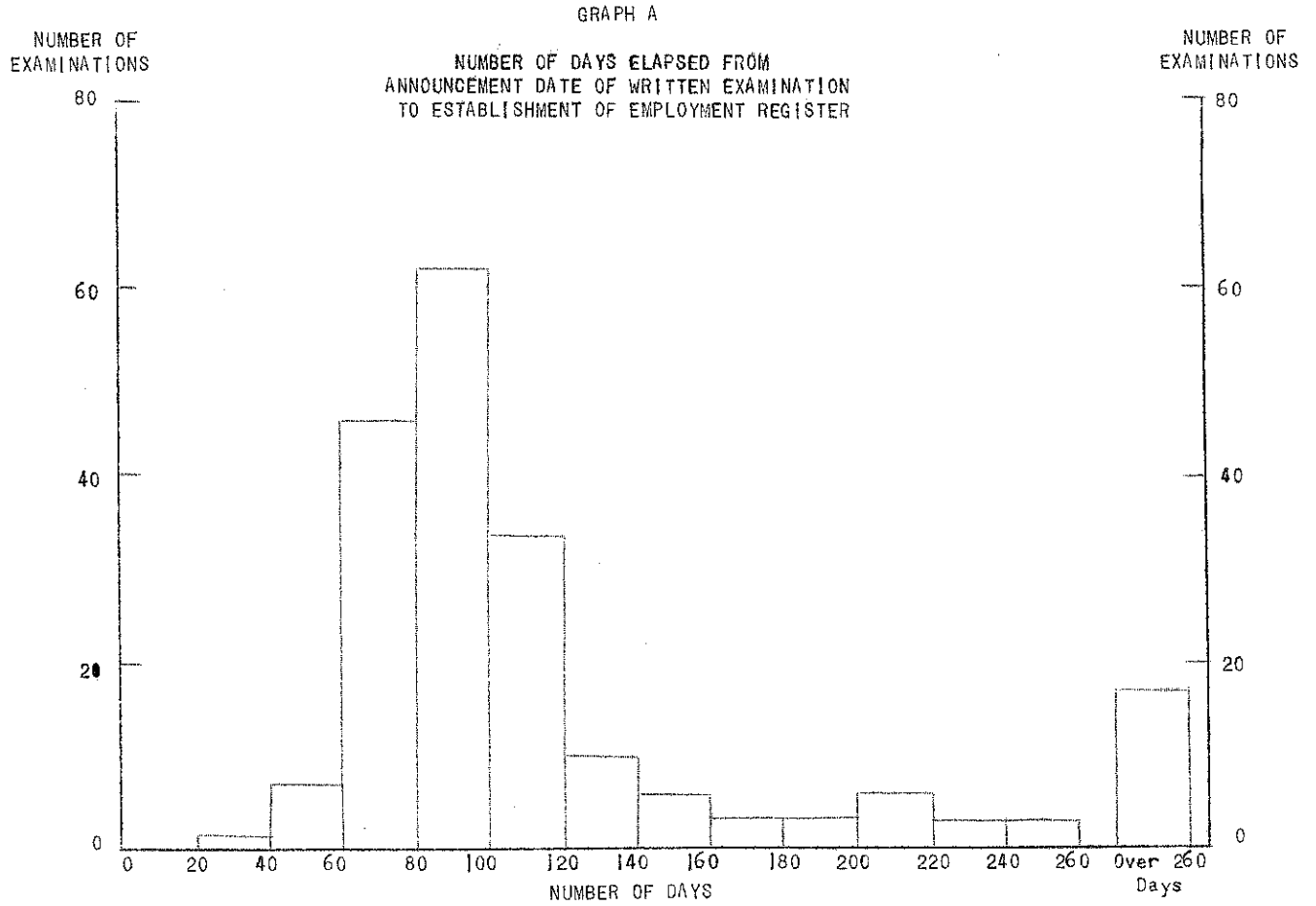
a/ Of the 211 sample job classifications, competitive examinations were held for 94; in many job classifications more than one examination was held during this time period.

b/ In 61 of the 200 examinations, no appointments had been made from the registers established, as of February 16, 1961.

SOURCE: Adapted by Joint State Government Commission from data furnished by the Pennsylvania State Civil Service Commission.

APPENDIX CHART I.

TIME ELAPSING IN THE PENNSYLVANIA CIVIL SERVICE EMPLOYMENT PROCESS
AS BASED ON A SAMPLE SURVEY



SOURCE: ADAPTED BY JOINT STATE GOVERNMENT COMMISSION FROM DATA FURNISHED BY THE PENNSYLVANIA STATE CIVIL SERVICE COMMISSION. FOR DETAILS SEE APPENDIX TABLE 5.

