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THE ALASKA MERIT SYSTEM

(Review Draft)

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Alaska's State Personnel Act calls for "a system of personnel administration based upon the merit principle and adapted to the requirements of the state to the end that persons best qualified to perform the functions of the state will be employed, and that an effective career service will be encouraged, developed, and maintained." (A.S. 39.25) Alaska's merit system is eight years old and presently employs about 4,200 persons. This article traces the development of the merit principle in public employment and examines some difficulties involved in institutionalizing that principle. Against this background, Alaska's merit system and some of the difficulties it currently faces are described and analyzed.

The effectiveness of any merit system is determined by sufficient pay scales, maximum utilization of the labor market, enlightened application of the merit principle, and adequate financing and staffing of the personnel function itself.

1. Sufficient pay scales: If wages are not high enough to attract and hold high quality personnel, the state incurs long term inefficiencies and fails to develop an effective career service.
2. Enlightened application of the merit principle: Hiring for merit, and merit only, is no simple task. Routines and procedures are designed so that personnel actions are taken for reasons of merit only, but they are never perfect. Faithfully following a routine supposedly based upon the merit principle does not necessarily produce a merit system.
3. Utilizing the existing labor market: Alaska has a peculiar labor market and a substantial unemployment problem. The state's merit system should be aimed at recruiting every individual interested in

competing for a state job and who would be able to successfully assume the responsibilities of that job. Competitive examination among such recruits should set actual employment standards.

Utilizing the Alaskan labor market is especially difficult; screening procedures imported from the contiguous 48 states can easily discriminate against some people because of their cultural background, rather than their potential usefulness as state employees.

4. Staffing and financing the personnel function: If the state's personnel agency is not adequately staffed and financed, the difficult judgements which the professionals in that agency must make will tend to become arbitrary because of the necessity of keeping up with the work load imposed by other state agencies.

These four criteria will serve as reference points in describing and analyzing Alaska's system. First, however, is a review of the development of the merit principle.

#### THE DEVELOPMENT OF THE MERIT PRINCIPLE

The merit principle is a concept of public employment which has evolved throughout the 180 years since the American Revolution. It is now widely recognized that efficient democratic government requires a politically neutral force of capable employees to carry on the public's business. But since a public job is a source of income and of a certain amount of power, control of government employment has always been a valuable political asset.

In colonial days the royal governor made most public appointments. The public service of that time supported an aristocratic class of civil servants who were responsible to the royal governor and who often served inefficiently

and indefinitely. The Revolution was, in part, a reaction against this civil service.

During the nation's first forty years, a democratic aristocracy ruled the country. The rich and educated controlled the political system and the federal civil service consisted of wealthy appointees. Suffrage and education were far from universal. Though government generally was not corrupt, neither was it broadly representative of the majority of the people.

#### THE RISE OF THE COMMON MAN AND OF THE SPOILS SYSTEM

Andrew Jackson, elected in 1828, was the first president who had not been born to a wealthy family. Historians generally agree that his election signaled the rise of the common man. His administration also marked the formalization of the spoils system in the federal government.

When Jackson took office in 1829, he reformed the civil service by removing all the "unfaithful or incompetent officers" who, he felt had acquired the habit of looking with indifference upon the public interest and who considered their offices "a species of property" and "a means of promoting individual interests." "To the victors belong the spoils" originally meant that common men could aspire to the jobs that formerly went only to the privileged.

The philosophy that government jobs should go to the most qualified applicants seemed an excuse for hiring only the educated and, thus, only the rich. In his first annual message, Jackson said:

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 cannot believe that more is lost by the long continuance of men in office than is generally to be gained by their experience.

Politics takes time and money and if political victory could not be made profitable, only the rich could afford to take part in running the democracy.

Jackson formalized the spoils system as a way to make democracy pay for itself. While anti-Jacksonians criticized this as open debasement of public employment, they did not hesitate to use the spoils system when the opportunity arose.

By the end of the Civil War, government at all levels suffered from inefficiency and corruption. Control of government employment enabled individuals to build political machines by trading jobs for money and support. Politicians could finance their political campaigns by systematically taxing public employees for "contributions." An employee's rate of pay often represented his value to the machine rather than the services he performed for the community. It was not unusual for persons having quite similar responsibilities to be paid radically different salaries. Spoils appointees worked for the interests of political allies, friends, and themselves. Since they had somehow paid for their jobs and would lose them for only political reasons, they had little motivation to perform efficiently.

Theodore Roosevelt, one of the first civil service commissioners, once described the spoils system in a magazine article:

No republic can permanently endure when its politics are corrupt and base; and the spoils system, the application to political life of the degrading doctrine that to the victor belong the spoils, produces corruption and degradation. The man who is in politics for the offices might just as well be in politics for the money he can get for his vote, so far as the general good is concerned...The spoils-monger and the spoils-seeker invariably breed the bribe-taker and the bribe-giver, the embezzler of public funds and the corrupter of voters.

There is another side to the story of the political machines. Before the advent of government welfare program, political machines provided welfare (in the form of jobs and favors) and political identity to the disadvantaged of the cities. For immigrants especially, the machines provided a measure of political and economic security in an otherwise impersonal and bewildering society.

## THE REFORM MOVEMENT AND THE PENDLETON ACT

Even before the Civil War, public rumblings about spoils and corruption were heard. But political machines were strong organizations designed to fit existing political institutions. Well-intentioned criticism alone was not enough to dislodge those in power. One organization and one event finally polarized public demand for civil service reform.

The organization was the National Civil Service Reform League, founded by William Curtis in 1881, a union of local civil service reform groups which had been gaining support since the 1860's. Members were well-to-do and educated citizens characterized by professional politicians as "do-gooders" and "intellectuals."

The event was the assassination in 1881, of President James A. Garfield by Charles J. Guiteau, a disappointed office seeker. Garfield's death caused public outrage; the Reform League organized it. In January, 1883, large bipartisan majorities in both houses of Congress passed the Civil Service Act (also known as the Pendleton Act.) The Pendleton Act was based on the British Civil Service. Still on the books, it has served as the model for many state, county, and municipal systems.

### The Pendleton Act:

1. Placed the administration of the civil service in the hands of an independent bipartisan commission.
2. Required selection of employees in certain departments by competitive examination.
3. Forbade political solicitation of funds from public employees.

Although the Pendleton Act only affected about 10 per cent of federal employees when it was first passed, it included provisions allowing for

expansion of its coverage by executive order. By the turn of the century, the Pendleton Act covered about 40 per cent of federal jobs, and the Rampack Act of 1940 extended the federal merit system to its present status.

By 1967 thirty-four states had followed the federal government and established their own merit systems. A federal law of 1939, requiring that state employees paid with federal funds to administer the Social Security Act be employed under a merit system, greatly hastened the spread of the merit principle in state governments. The National Municipal League, organized in 1894, promoted merit systems in city governments. The Public Personnel Association, an international association of government agencies and officials, was founded in 1906 to advance enlightened public personnel practices.

#### ECONOMY AND EFFICIENCIES

Since the turn of the century, public interest in increasing the economy and efficiency of all levels of government has accompanied the drive for civil service reform. In 1917, the state of Illinois commissioned a comprehensive study of their state government which then included more than a hundred agencies and departments. After the study the government structure was completely reorganized. Other states undertook similar studies.

The most important studies of organizational problems in the federal government were undertaken by the two Hoover Commissions (named after President Hoover, their chairman) which reported in 1949 and 1955. Several "Little Hoover Commissions" have since made studies of state governments. Such commissions generally recommend:

1. Increased executive power for governors as executive leaders;

2. Coordination of terms of office of elected administrative officials;
3. Grouping of related functions into a reduced number of departments;
4. Fixing of definite lines of authorized responsibility;
5. Abolition of many independent boards and commissions as administrative agencies.

Personnel administration has changed with this interest in economy and efficiency. The tasks that governments undertake are becoming more and more complicated. Large cities, the states, and the federal government provide public services requiring specialized skills. For these reasons the business of public personnel administration has become much more than simply spoils prevention. In order for government to perform efficiently, it must attract and hold high quality personnel. If Andrew Jackson's belief that any intelligent man could carry on the business of government was true in his day, it is not so today.

#### THE MERIT PRINCIPLE IN PUBLIC EMPLOYMENT

The civil service reform movement of the nineteenth century produced a concept of public employment called the merit principle. Personnel systems based on the merit principle usually include certain characteristics intended to protect public employment from undue political influence while attracting and holding qualified employees:

1. Competitive appointment and promotion. A government job should go to the applicant who is best qualified to render the services for which he is to be paid. Employees in merit systems generally receive regular performance evaluations from their supervisors. These evaluations can be used to determine salary increases and as evidence of qualification for promotion.

2. Equal pay for equal work and non-equal pay for non-equal work.

An employee should be paid for the difficulty encountered and the responsibility assumed in performing his job.

3. Political noninterference in public employment. Merit systems are designed to hire for reasons of merit, not politics. They also include regulations designed to prevent politicians and political parties from soliciting contributions from government employees. Specifically, supervisors are usually not allowed to solicit or accept political contributions of funds or effort from the employees under them.

4. An independent civil service board or commission. Merit systems are usually under the administration of a bipartisan board or commission. The board or commission is responsible for overseeing the impartial operation of the merit system.

5. Separation of the authority to screen and evaluate applicants from the authority to appoint employees. Under merit systems, government agencies appoint their own employees. A separate personnel agency, however, supervises competition among applicants and gives the appointing authority its choice from the best applicants (usually three). This separation of authority exists so that the personnel agency can impose protective checks upon the hiring authority and at the same time provide recruiting and screening services which individual agencies would have difficulty providing for themselves.

## INHERENT DIFFICULTIES IN MERIT SYSTEM IMPLEMENTATION

The merit principle is an abstraction which merit systems of personnel administration are designed to implement. There are certain inherent difficulties in designing a merit system.

1. The impossibility of perfectly measuring difficulty and responsibility.

The merit principle requires that employees be paid according to the difficulty and responsibility of their duties. Merit systems meet this requirement by assigning each job to a level in the government pay plan. (Presumably, the pay plan itself is set at a level to make the government able to compete in the labor market.) Pay decisions are only as equitable as the measurement of difficulty and responsibility is objective and accurate. An accountant obviously has a more difficult and responsible job than a bookkeeper who works for him. But does he have a more difficult and responsible job than an interviewer in an employment office?

2. The impossibility of perfectly measuring the merit of competing applicants. Motivation, cooperativeness, intelligence, aptitude, knowledge, experience, and formal education are qualities which indicate the relative merit of an employee. Measuring and quantifying all of these characteristics in an objective manner is difficult if not impossible. However, a system which relies to heavily on those factors that are relatively easy to measure, such as experience and formal education, tends to become based upon seniority rather than merit.

3. The possible interference between a merit system and efficient government administration. One assumption of a merit system is that some administrators will abuse their hiring authority if they are

not adequately controlled by external checks. However, these external checks can interfere with conscientious administrators attempting to run efficient agencies. A merit system should be designed to allow administrators to function efficiently without giving them such free rein that they can easily abuse their trust out of motives of self-interest, expediency, or simple carelessness.

#### THE ALASKAN SYSTEM

The State Personnel Act vests the Personnel Board and the director of the Division of Personnel with responsibility for establishing and operating the Alaska Merit System.

Composed of three members who serve non-concurrent six-year terms, the Personnel Board is appointed by the governor with the legislature's confirmation. Only two members of the board may be of the same political party. A vacancy in an unexpired term is filled by the governor with the consent of the legislature for the remainder of the term. "A member of the board holds office at the pleasure of the governor notwithstanding the member's term." (A.S. 39.25.060)

The Personnel Board approves or rejects amendments to the personnel rules and hears appeals by employees in the classified service. The board has "the power to administer oaths, subpoena witnesses, and compel the production of books and papers pertinent to a hearing authorized by this chapter." (A.S. 39.25.070)

Division of Personnel is within the Department of Administration and the commissioner of administration appoints the personnel director after competitive examination. The director of personnel and his staff

administer the Alaska merit system. The director's responsibilities include:

1. Preparing Personnel Rules "not inconsistent with this chapter, which are required to implement this chapter" (A.S. 39.25.050);
2. Administering the State Personnel Act and the Personnel Rules;
3. Establishing and maintaining a roster of employees;
4. Serving as secretary for the Personnel Board;
5. Encouraging and exercising leadership in the development of effective personnel administration, employee effectiveness, and morale.

The State of Alaska employs three categories of personnel: the exempt, the partially exempt, and the classified service. Exempt positions, which are exempt from the personnel statutes and rules, include elected officials and policy-making appointed personnel. Also exempt are employees of the University of Alaska, certified teachers in the state school system, employees of the state legislature, and employees on the state ferry system who are covered by collective bargaining agreements. The pay for exempt positions is set by statute or by an agency outside the Division of Personnel.

Partially exempt service includes positions involving principal responsibility for the determination and carrying out of policy or responsibilities and duties of a type not susceptible to the ordinary recruiting and examining procedures. Examples are deputy commissioners and division heads. "Persons holding positions in the partially exempt services are not required to take examinations, qualify, or earn a place on a register, nor are they eligible for a hearing by the personnel board in the case of dismissal, demotion, or suspension." (A.S. 39.25.120) Pay for the partially exempt service is set by the Division of Personnel.

Positions in the classified service are those completely governed by the Personnel Rules and, thus, subject to the requirements and protection of the merit system. These positions are filled by competitive examination. The merit system endeavors to protect persons in these positions from political influences so that they can render efficient and impartial service.

Many agencies of the state government employ an agency personnel officer. This official is under the authority of the agency in which he works rather than the Division of Personnel. Agency personnel officers represent on-line government agencies in dealings with the central personnel office.

As the personnel agent for the state government and as protector of the merit principle, the Division of Personnel's primary activities are: (1) classification and pay, (2) recruitment and examination, (3) certification, and (4) benefits (retirement and Insurance). The division does not hire for the state; each agency hires its own employees. The Alaska merit system separates the hiring authority from the authority that assigns jobs to pay grades and evaluates applicants. The division's primary personnel function is to furnish a choice of the best applicants for a given position and then allow the appointing authority to make the final hiring decision.

#### THE ACTIVITIES OF THE DIVISION OF PERSONNEL

##### Classification and Pay

State government functions involve diverse duties and responsibilities. Related tasks are grouped so that one person can be employed to perform

them. A set of related duties to be performed by one employee is called a position. About 5,000 budgeted positions presently exist in the state government. The Division of Personnel groups positions that are substantially the same in duties and responsibilities into job classes and prepares written job specifications for each job class. Job specifications for a class include a description of typical duties and responsibilities and the training and experience required for positions in that class. The experience and education required for an applicant to compete for employment in a job class are called minimum qualifications.

In many instances groups of positions involve the same type of work but in substantially different degrees of difficulty and responsibility. These positions are organized into job classes and job classes are arranged into a job class series -- a hierarchy of jobs which perform different parts of the same operation. An example of a job class series is the Accountant Series. There are five levels of accountant jobs in the state government. Presumably, a career employee could progress through such a series.

Having assigned positions to job classes, the division attempts to assign each job class to the appropriate pay grade. The state pays according to four monthly salary schedules of 28 pay grades with step increases within each grade for meritorious service. The schedules are supposedly designed to compensate for the differing cost of living in various parts of the state. The legislature determines the level of each of the schedules.

Since 1962, the Bureau of Labor Statistics has published regular estimates of the cost of living in four major Alaskan cities. These cost of living indexes are determined by a program of price surveys covering a wide range of typical consumer purchases. They are expressed as percentages of the cost of living in Seattle, Washington.

Table 1 compares the latest BLS cost of living estimates for these four cities with the state's pay rate in the four. For purposes of comparison, Juneau is the base; the pay and cost of living in the other three towns are expressed as percentages of the Juneau rates. The table shows that, while it costs five per cent less to live in Anchorage than in Juneau, employees in Anchorage are paid one per cent more than employees in Juneau. While it costs seven per cent less to live in Ketchikan than in Juneau, Ketchikan based state employees receive the same pay as Juneau based employees. And while it costs four per cent more to live in Fairbanks than in Juneau, Fairbanks employees are paid seven per cent more.

Since the state has a policy of compensating employees according to the cost of living in different parts of the state, it would seem reasonable for the legislature to implement this policy according to the available cost of living data.

#### Recruitment and Examination

Recruitment is simply a program of advertisement to inform prospective applicants about positions in the classified service that are open to competition. The Division of Personnel issues a recruitment bulletin

TABLE 2

COMPARISON OF STATE PAY DIFFERENTIALS WITH BUREAU OF LABOR STATISTICS  
COST OF LIVING ESTIMATES

	Pay Rate Expressed as Percentage of of Pay in Juneau, Alaska	Cost of Living Expressed as Percentage of Cost of Living in Juneau, Alaska	Cost of Living Expressed as Percentage of Cost of Living in Seattle, Wash.
Juneau	1.00	1.00	1.27
Ketchikan	1.00	.93	1.18
Anchorage	1.01	.95	1.21
Fairbanks	1.07	1.04	1.32

SOURCE: United States Department of Labor, Bureau of Labor Statistics.

similar to a job specification except that it also includes pay and examination information. These recruitment bulletins are sent to all departments of state government, to newspapers, to radio stations, to members of the legislature, to postmasters throughout Alaska, and to other persons or agencies who might pass information to prospective applicants. In addition, hiring authorities sometimes recruit directly, especially for professional positions. Agencies sometimes recruit in the contiguous 48 states for personnel with specialized training and experience in short supply in Alaska.

The state administers two kinds of examinations, continuous examinations and specific examinations. Continuous examinations are given for job classes for which there are large numbers of positions. Positions in these classes could reasonably be expected to open at any time. Examinations are periodically announced and continuously publicized without a designated closing date for the receipt of applications.

Specific examinations are set up to fill one or more specific positions. Public notice is given at least thirty days before the designated closing date for the receipt of applications.

An applicant must file a separate application for each job class for which he wishes to compete. The Division of Personnel determines, by appraising an application, whether the applicant meets the minimum qualifications. The division may require reasonable substantiation of claims of fact made on the application. Applicants who so qualify are admitted to examination. The purpose of minimum experience and formal

education qualifications should be to prevent obviously unqualified persons from taking the examination. Actual employment standards are, ideally, set by the examination process itself which is supposed to be a complete assessment of an applicants suitability for the job he seeks.

Examination may consist of any combination of written, oral, physical, or performance tests which the Director of Personnel deems appropriate for evaluating applicants. Some job classes require only an examination and grading of the written application. Each examination process is scored on a basis determined by the Division of Personnel. Persons who receive a passing score earn a place on the eligible register.

The eligible register for a job class is a list of persons who have passed the examination for that job class. Applicants are ranked on the register according to their total score in the examination with all residents of Alaska ranked in order of score ahead of non-residents.

The policy of hiring Alaskans ahead of non-Alaskans is, strictly speaking, a compromise of the merit principle since a person's legal residence is not a factor in his merit as a potential employee. Veterans also receive preference in state employment; five points are added to a veteran's examination score (disabled veterans receive ten points.) Veterans preference has been a traditional feature of American public employment based upon recognition of society's debt to these individuals.

A certification is a list of the three applicants at the top of the register who have indicated their availability to fill the position under consideration. This availability is determined by a telegraphed or written inquiry. The Division of Personnel supplies a certification to the hiring authority from which that agency hires its choice.

The final screening after certification is done by the hiring authority on the theory that no system of examination is perfect and that the hiring authority should be able to make the final choice on whatever merit criteria he considers appropriate.

Although the system provides no specific procedure to assure appointing authorities make decisions for merit reasons, the Personnel Rules do require that all personnel actions be based on merit criteria.

No action affecting the employment status of any employee in the classified service, including appointment, promotion, demotion, suspension, or removal may be taken or withheld for racial, political, national origin, religious, or other non-merit reasons. (Rule 13 06.0)

Compliance with this rule is based upon trust of administrators. It is difficult to imagine procedures which would enforce the rule without making it nearly impossible for administrators to function efficiently. However, the director of personnel does have blanket authority to enforce the rules:

The Director may take any necessary action such as terminating or correcting the status of an employee, or bringing the employee's salary into conformance with the classification and pay plan to enforce these rules and/or to correct any appointment which is not in accordance with the law or these rules. (Rule 14 08.0)

This authority would allow the director to intervene in cases where he determined an agency was hiring for non-merit reasons.

#### THE OPEN REGISTER

Some blue collar jobs are filled from an open register. The open register is a list without rank of all applicants meeting the minimum qualifications. These are job classes for which it would be impractical to rank qualified applicants. For example, there are varying degrees of skill among truck drivers, but it is difficult to imagine how the division

could accurately and economically measure this skill in an examination. The appointing authority may choose anyone on the list except when there are three or more Alaskans on the register; one of them must be appointed. The open register is a compromise of the merit principle which the state allows because of the difficulty of determining reasonable and economical ways for applicants to compete. An open register is already "fixed" for the hiring authority who wants to get someone a job as long as that individual meets the minimum qualifications for the class.

It has been suggested the state affirm its commitment to merit employment by abolishing the open register. Proponents of this view say that although it may be impractical to establish examinations for these positions, certification by lot might be more equitable than the present procedure because it would give anonymous applicants some chance of being considered ahead of persons who happen to know the appointing authority. Another approach would be to rank individuals on such registers according to the date of their original certification.

#### ALTERNATIVE METHODS OF FILLING POSITIONS

If, because of lack of qualified applicants, it is impossible to provide certification of three names, either the position goes unfilled or the merit principle is compromised in one of three ways:

1. Provisional hire. With authorization from the Director of Personnel a hiring authority may appoint someone whom it considers is qualified pending a complete certification and appointment from a register. Without prior approval from the Director of Personnel,

the provisional appointment terminates at the end of the regular probationary period set for the position in question. (The probationary period, which each employee in the classified service must serve, is explained below.)

2. Subfilling is filling a position from the eligible register of a lower class in the same series or from a related class which the Director of Personnel deems appropriate. The Rules state that an employee subfilling in a position of a higher pay level than that of his own class "shall perform the duties of a lower classification." It is difficult to understand how an employee could be hired to assume the responsibilities of a position and yet, somehow, perform the duties of a lower classification. If an employee successfully fills a position which is classified higher than he is being paid, his right to the pay based on responsibility is being denied.
3. The director may make up a complete certification by arguing from eligible lists of other job classes which he deems appropriate. If these other eligible lists are really appropriate, the position was too narrowly classified. The system should classify so that the maximum number of really qualified individuals will be admitted to compete for each position.

#### PROBATION

"The probationary period in the classified service shall be regarded as an integral part of the examination process and shall be utilized for closely observing the employee's work, for securing the most effective

adjustment of the employee to his position, and for rejecting any employee whose performance does not meet the required standards."

(Rules 6 01.0)

The probationary period is one year of continuous service (six months for jobs in pay range 2 through 13). During this time the employee may be discharged without the right of appeal unless dismissal is for racial, religious, or political reasons. If the employee's performance is satisfactory, his appointment becomes permanent after probation.

#### DISCIPLINE AND TERMINATION

The following actions cause an employee to cease continuous active employment in his position.

1. Retirement. State retirement age is 65. With permission of the commissioner of administration, employees may continue employment beyond that age. The commissioner may grant this permission if he finds the employee capable of rendering satisfactory service.
2. Resignation. With two weeks written notice, an employee may resign from his position in good standing.
3. Suspension. An employee may be suspended without pay for delinquency or misconduct. Such action requires that the employee be given a written explanation.
4. Layoff. Layoff is the termination of employment for reasons which do not reflect discredit upon the employee's performance of his duties. Seasonality of work, or lack of funds are reasons for layoff.

5. Demotion. An employee may be demoted with just cause. He must be given the reasons in writing.
6. Dismissal. A permanent employee may be dismissed with just cause. He must be given reasons in writing for dismissal. The appointing authority is required to give no formal advance notice of dismissal. Those who think that the Rules should provide for such notice point out that an unforeseen interruption in income can provide particular hardship for employees with family obligations. Since dismissal is primarily intended as a means of removing unsatisfactory personnel rather than as a means of punishment, critics contend that <sup>2</sup>two weeks written notice would be appropriate.

#### GRIEVANCES

The Personnel Rules specify two grievance procedures, one for general grievances and one for cases involving dismissal, demotion, or suspension for over thirty days. Both of these procedures provide employees a means of protecting their rights as employees; neither is intended as a way for employees to influence agency policy not primarily related to employment.

The general grievance procedure affords an employee an opportunity to air dissatisfaction with working conditions, other employees, or the actions of supervisors. This procedure is designed to facilitate informal resolutions.

An employee with a grievance first presents it in writing to his supervisor. If not satisfied, the employee may then consult the next intermediate supervisor or the department personnel officer. If the employee is not satisfied at this level, he may submit his complaint to the

head of his department or agency. If a decision to the employee's satisfaction is not forthcoming within fifteen days, he may request a hearing from the Commissioner of Administration.

The Commissioner of Administration establishes a grievance committee of three members - one appointed by the Commissioner of Administration or his representative one by the organization or association of the employee's choice (such as the Alaska State Employee's Association), and one mutually agreeable third party. This committee conducts its hearing as near as practical to the city where the grievance occurred. The employee and his representative receive reasonable time to prepare a case. Hearings are informal; their purpose is merely to ascertain facts. The committee reports its findings to all parties involved. These findings carry only advisory weight.

The agency or the individual against whom the grievance was filed may appeal the committee's recommendations to the Personnel Board which reviews the case and modifies, affirms, or sets aside <sup>the</sup> findings. They may even reopen hearings.

Those who criticize this general grievance procedure contend that a grievance committee whose findings are only advisory is inadequate. They maintain that the Rules should grant the authority to make and enforce decisions to this carefully selected neutral committee. The question is whether such a committee, given access to the facts, is more likely to judge fairly than is the authority against whom the grievance was filed.

The other grievance procedure is for cases of dismissal, demotion, or suspension for over 30 days. An employee submits an appeal in writing to his division head and to the director of personnel. If the employee is not

satisfied by his division head, he may appeal to his appointing authority, and, finally, to the Personnel Board.

The Personnel Board considers the appeal and conducts hearings if the employee requests. The employee may have an attorney. If the board finds that the action in question was taken for any political, racial, or religious reason, or was in violation of the provisions of the Personnel Act or Rules, the employee is reinstated to his position without loss of pay or leave benefit of the period of his dismissal, demotion or suspension.

Although the rights of applicants for state employment are specified in the Personnel Rules, there is no grievance procedure for applicants who feel that their rights have been violated. The lack of such a procedure is severely criticised by those who maintain that a person's rights may be worth little when he has no reasonable way to enforce them.

#### PENALTIES FOR VIOLATION OF THE STATE PERSONNEL ACT AND RULES

Violation of the Personnel Act or the Rules is a misdemeanor. The Statutes specify that anyone who is convicted of a violation "immediately forfeits his office or position." (39.25.2.0) That the penalty section of the Personnel Rules is not enforced is common knowledge. An individual considering misusing his power as a supervisory employee of the state has to consider only the risk of having his decision reversed, not the risk of prosecution.

Indictments for criminal offences are initiated by the office of the Attorney General, appointee of the governor, and no law required the Attorney General to take this action. Those who think that unenforced laws are weak laws suggest that there is at least one solution to this problem:

The Legislature could empower and instruct the Personnel Board to initiate criminal proceedings every time they find that the Personnel Act or Rules have been seriously and purposely violated. Giving the Personnel Board such power does not interfere with the administrative efficiency of the government for it involves no additional administrative restrictions or procedures. It only threatens the supervisor who does not have a valid reason for suspending, demoting, or dismissing an employee. If an employee appeals and wins, he receives back pay, but if he loses, he receives nothing for the time it has taken him to appeal. Therefore, an employee is unlikely to appeal unless he believes he has been wronged and he can prove it.

TH. LINES OF AUTHORITY FOR THE ALASKAN SYSTEM

The State Personnel Act delegates specification of the details of the Alaska Merit System to the Personnel Rules. The procedure for making a change in or addition to the Personnel Rules is:

1. The Personnel Director prepares the recommended change and presents it to the Commissioner of Administration.
2. The Commissioner of Administration, if he approves, submits the proposed change to the Personnel Board.
3. The Personnel Board accepts or rejects the change.

This provision is a recognition that the legislature could not foresee all the detailed needs of the merit system and the professional who administers the system is best able to understand these needs as they become apparent.

There has been severe criticism of the present allotment of authority for the Alaska Merit System. Those who make this criticism maintain that the present system is weak because it delegates excessive power over state

personnel functions to the governor and his appointees, and this power is not essential to appropriately strong executive management of the state government. These critics would remove the Division of Personnel from the Department of Administration and place it under the authority of an independent Personnel Board.

Statements of the argument for an independent Personnel Board usually include the following:

1. The personnel director is presently selected by and reports to the commissioner of administration. During his year of probationary employment, the director can be removed by the commissioner without recourse to a hearing before the Personnel Board. Critics of the present system maintain that the merit system's effectiveness depends upon a personnel director who is willing to dissent from the administration whenever he thinks it is in the state's interest. The Personnel Act and Rules vest the personnel director with considerable power but do not require that he take the initiative to use that power. An administration hostile or merely indifferent to a strong merit system could prevent the personnel directorship from being filled by an individual willing to take such initiative. These critics would delegate the appointing authority for the director to the Personnel Board. This, they say, would not make it impossible for an administration to remove an inefficient personnel director, but the administration would have to make its case for removal before the Personnel Board.

2. The commissioner of administration can now block any change in the Personnel Rules by simply failing to submit proposed changes to the Personnel Board. The system's effectiveness requires that these rules be modified whenever the need for modification becomes apparent.

Proponents of the independent Personnel Board would vest the board with exclusive power for determining changes in the Rules. Proposals for changes would be accepted from the personnel director or the administration, and the board would consider the advice of all interested parties in reaching decisions. (including A.S.C.)

3. The administration presently submits the Personnel Division's budget request to the legislature. A hostile or indifferent administration can significantly weaken the whole system by underfinancing it. Critics of the system would have the personnel director submit and justify his own budget requests through the Personnel Board.

4. The governor can now remove members of the Personnel Board at his pleasure. Critics contend this gives the executive inappropriate power and that removal of a board member should require legislative consent.

The major objection to the argument for the independent Personnel Board is that the governor, as the elected chief executive, should be entrusted with control of all the state government's functions.

In answering this objection, proponents of the independent Personnel Board reply that governors are politicians - men trying to control the course of events - and that it is naive to expect them to fight disinterestedly for a strong merit system, when such a merit system would work against their priorities as politicians and as administrators. The proponents of the independent board say that it makes more sense to give a bipartisan group the ultimate authority over matters of public employment. They contend that there is no reason to assume that such an independent board or their Personnel Director would be hostile to the administrative needs of the government.

## FINANCING ALASKA'S PERSONAL SERVICES

Efforts to determine what it should cost to sufficiently finance the Division of Personnel are hampered by a lack of meaningful ways to make comparisons with other state systems. In order to make useful comparison, it would first be necessary to determine which other systems were adequately performing their function. To seek the average cost of all state systems would imply that the average state was adequately financed and that those above average were overfinanced. Even if it were possible to determine which states were adequately financed, some way would have to be devised to objectively allow for the higher costs in Alaska. If such allowances could be meaningfully computed, comparison could be made only with systems whose central personnel agencies performed the same parts of the personnel function as does Alaska's and whose labor market offers the same challenges. Indication of the inadequacy of Personnel Division financing comes from those who administer the system and those whom it serves.

Many critics indicate that the Alaska Personnel Division has never been able to assure compliance with the merit principle or provide satisfactory personnel services to the state government because it has never been sufficiently staffed and financed. The present Personnel Director has said that about twice the present budget and staff is required to perform the services delegated. The president of the Alaska State Employees Association estimates that "triple the present budget and staff would be required to administer the system and effectively control it. Currently, the division is merely a housekeeping organization with the capabilities of barely holding things together." Various state officials and employees have indicated that dealing with the Division of Personnel is nearly

impossible because of administrative delays caused by underfinancing.

A personnel service which is not prompt results in inefficiencies that cannot be measured but which are, nevertheless, real. The most desirable and motivated job seekers tend to find suitable employment quickly because they job hunt aggressively. The state undoubtedly loses some of its best prospects because of delays in the recruiting, examination, and certification process. The more quickly these processes can be completed, the more often the state will be able to beat the competition to the best people.

When agencies of the state government need personnel action taken, they suffer inefficiencies until that need is fulfilled. Such inefficiencies cost even though the costs are not enumerated on financial reports.

The inherently difficult process of measuring duties and responsibilities in order to classify positions requires careful consideration and frequent review. A Personnel Division operating with about half the needed staff and budget does not have the resources to do an adequate classification job. Because the specific duties assumed by individuals within agencies change over time, the classification of a position should be regularly reviewed. At least, review of a position's classification should be made whenever the individual filling it and his supervisor think it has changed substantially. Without such review of past decisions, the pay that employees receive tends to lose its relationship to the duties and responsibilities assumed. Several sources indicate that this deterioration of classification has taken place in many parts of the state government.

The definition and measurement of merit in applicants for employment is difficult at best. But these measurements are important to the welfare of the government and the state. Alaska has a limited labor market and a serious

unemployment problem. Any screening process that eliminates people who could be useful employees tends to aggravate the unemployment problem and limit the supply of talent available to the state government. Making examinations less and less arbitrary takes time and costs money. An underfinanced Personnel Division cannot be expected to devote sufficient resources to an ongoing program of examination improvement that the particular social and economic characteristics of the Alaskan Labor market makes especially desirable.

## A COMPARISON OF ALASKA AND FEDERAL PAY

The existence of more than two federal civilian jobs for every state job in Alaska makes a comparison of state and federal pay an appropriate indicator of the state's competitive position in the labor market.

The federal government pays its Alaskan employees according to the Federal General Service (G.S.) schedule and compensates for the cost of living in Alaska with a 25 per cent cost of living allowance. This 25 per cent is exempt from federal income tax.

Table <sup>2</sup> ~~X~~ compares the Alaska state and G.S. monthly salary schedules after federal income tax has been computed and subtracted. This computation of the federal income tax is necessary for meaningful comparison in order to show the real effect of the tax-exempt cost of living allowance. To deny the validity of an after tax comparison is to imply that potential employees are not primarily interested in how much they take home.

The alignment is of pay grades for the same general levels of responsibility. No such alignment would perfectly apply to all jobs. The one shown was determined after consultation with the classification and pay chief of the Division of Personnel and with the executive secretary of the Alaska State Employees Association. This comparison indicates state pay is nowhere near competitive with federal pay at any level.

Table <sup>3</sup> ~~2~~ shows the percentage increase that would be needed in gross pay in Alaska's pay grades 5 through 25 to make them about equal to the corresponding federal pay grades after federal income tax were subtracted from both. The calculations assume a federal pay raise of 5 per cent.

2  
TABLE X

COMPARISON OF STATE AND FEDERAL MONTHLY PAY, AFTER  
COMPUTATION AND DEDUCTION OF FEDERAL INCOME TAX

State grades:	Southeastern	Southcentral	Central & Northwest	Federal G.S. Level	
7	390	395	416	3	424
8	413	317	439	4	472
9	443	449	473	5	523
10	476	482	507		
11	504	509	536	6	573
12	535	541	568		
13	570	576	607	7	630
14	619	626	658	8	691
15	655	661	695		
16	697	704	739	9	755
17	738	746	783	10	824
18	783	791	829		
19	826	835	875	11	898
20	877	885	925		
21	920	929	972	12	1,051
22	964	973	1,016		
23	1,009	1,019	1,064	13	1,215
24	1,055	1,064	1,110	14	1,392
25	1,101	1,111	1,158	15	1,579

NOTE: Comparison assumes one exemption and standard deduction of 10 per cent or \$1,000, whichever is less.

TABLE 3

APPROXIMATE RAISE NEEDED IN GROSS PAY TO MAKE STATE  
COMPETITIVE WITH FEDERAL GOVERNMENT AFTER  
FEDERAL INCOME TAX

State Pay Grade	Percent Raise To Make State Competitive
<u>7</u>	<del>15</del>
8	21
9	25
10	25
11	<del>24</del>
12	23
13	21
14	19
15	19
16	19
17	20
18	21
19	22
20	27
21	31
22	31
23	41
24	55
<u>25</u>	<u>75</u>

Information about the actual raise for federal employees in 1969 was not available at the time of the study. The percentages were computed for the pay schedule used in Southeastern Alaska and are presented as a further indication of the state's competitive position.

Since turnover data has not been gathered regularly, it is impossible to know how many employees leave the state government as soon as they find an opening with the federal government. But this comparison makes understandable the contention that Alaska's Classified Service is a training ground for federal employees.

The comparison is presented as an indication of the state's competitive position in the labor market, not as an indication of what state employees "deserve" for their services. If the state cannot afford to compete, taxpayers will incur the subsequent costs in high turnover and in loss of potential talent. The state is not immune to the economic realities of the labor market; politics assuming such immunity are shortsighted.

#### MINIMUM QUALIFICATIONS

The essential function of minimum qualifications in the recruiting, examining, certifying, and hiring process should be to eliminate obviously unqualified persons. Presumably persons who read the recruitment bulletin and see that they do not meet the minimums do not apply. On the other hand, meeting the minimums is no assurance that an applicant will be hired, only that he will have the opportunity to compete. Minimum qualifications, therefore, save the Division of Personnel the expense of examining obviously unqualified personnel.

This definition of the role of minimum education and experience requirements is, however, not in full agreement with the current policy of the Division of Personnel. The Division appears to use minimum qualifications as a means of setting high standards. The possible consequences of attempting to set high standards of employment with high minimum qualifications should be carefully considered.

There are many characteristics which the Division of Personnel attempts to quantify when evaluating the merit of an applicant. The most readily quantifiable characteristics of a potential employee -- his formal education and years of experience -- are those stated in the minimum qualifications. Motivation and aptitude might be considered the most important traits in employees because individuals with these characteristics take the initiative to remedy their own shortcomings. Unfortunately, these characteristics are least susceptible to measurement.

A personnel officer can appraise many clues, such as school records, test results, and the recommendations of former employers, but none of them are absolute measures of motivation and aptitude.

The tendency to depend on high minimum qualifications, as measurable characteristics, to take precedence in the screening procedure over the less measurable but no less important characteristics can actually have effects opposite those desired. } true

The supply of potential employees in the labor market at any time is beyond the control of the Personnel Division. The division can only try to recruit the best available talent. Supply and demand tend to apply certain prices to certain kinds and amounts of experience and education. Persons whose comparatively strong experience and education characteristics

actually reflect their merit as employees will usually find employment in positions of correspondingly high pay either in government or in private enterprise. On the other hand, persons with comparatively strong education and experience requirements who are available to compete for employment at relatively low pay will tend to be deficient in the less measurable but often more important characteristics. This is how high minimum qualifications can tend to cause low overall employment standards. This is also why high minimum qualifications in job series tend to protect mediocre civil servants. Ambitious and capable employees are generally drawn to career opportunities where it is possible to progress quickly.

Since lowering the minimum qualifications actually should involve no more than allowing more persons to be examined, the result might be more accurate certification after all characteristics indicative of merit have been measured as accurately and fairly as possible. On the other hand, if the minimum requirements for a job are unnecessarily high, desirable individuals may read the recruitment bulletin and not apply even though they might have been among the best applicants when all characteristics were considered.

The contention that minimum qualifications express precisely the minimum amounts of education and experience necessary for a person to function satisfactorily in a position can lead to invalid conclusions. Strictly applied, this contention implies that, for a job whose minimum qualifications include two years of experience of a certain kind, an applicant with one year and ten months would be unable to function satisfactorily in that position though he might somehow acquire the necessary ability as soon as he had completed the two years.

A merit system could operate with no minimum qualifications at all. The difficulty would be that the personnel agency might find itself swamped with applications from clearly unqualified personnel. One solution is to have recruitment bulletins specify "desired characteristics" rather than minimum qualifications. If none of the applicants possess all of the desired characteristics but some are determined and able to function satisfactorily in the job, the best three available would be certified. In this way, the system would certify the best available talent from the labor market. If the Division of Personnel were adequately financed so it could review and strengthen the examination process, desirable characteristics approach could be developed. The state would hire the best talent available from the existing labor market as determined by the fairest possible examination with <sup>out</sup> accidentally excluding potentially valuable employees.

The Personnel Division's responsibility in determining the minimum qualifications for each job class makes it possible for that agency to expand or limit the portion of the labor market able to compete for any position. The ideal policy would admit the greatest possible number of potentially useful candidates to competition.

Alaska's Personnel Division maintains minimum qualifications in certain job classes which further aggravate the state's already unfavorable competitive relationship with the federal government. Often cited as examples are the accountant and statistition series. Alaskan minimum qualifications are written so accountants and statisticians must wait two years at each level in these series before they are eligible to compete for promotion. In the parallel federal series, employees are eligible to compete for promotion after only one year.

Ideally, the division would always design or adjust minimum qualifications to be slightly less rigorous than the federal government in classes where the two are likely to compete for the same part of the labor market. This is not because the federal government designs better minimum qualifications (any such decision is somewhat arbitrary) but because the state can always afford to be flexible enough to give itself a slightly wider choice from the existing labor supply. Minimum qualifications only admit applicants to examination; those who perform best on the whole examination still are the ones certified. When specified amounts of education and experience will admit an individual to compete for higher wages or faster promotion in the federal service than in the state service, the state is certain to lose many desirable applicants.

Again, since there has been no regularly gathered turnover data, it is impossible to know the cost in turnover of comparatively high minimum qualifications and low pay. But every time a satisfactory employee leaves for a more desirable job, the state assumes the expense of recruiting, examining, certifying, and hiring a replacement, the loss of the old employee's experience on the job, and the disruption of the organization while a new employee is found and trained. These costs may be impossible to calculate exactly, but personnel policy which does not attract and hold good employees clearly detracts from long-range government efficiency.

*As*  
A study conducted 20 years ago found it cost at least \$600 to hire a new employee.

THE COLLECTION OF TURNOVER DATA AND THE DEVELOPMENT OF A  
MANAGEMENT INFORMATION SYSTEM

Until this year, the Division of Personnel has not regularly collected turnover data. The division now routinely records turnover job class. Figure 1 suggests the type of data that the personnel director and his staff would find particularly helpful in dealing with turnover. The data collected on this form would be systematically stored on computer tape and <sup>would</sup> ~~be~~ enable the director to pinpoint and analyze particular competitive problems.

The personnel director has indicated that he expects the capabilities of digital computers to contribute significantly to improving the speed and efficiency of the service which his agency provides to the state. Every effort should be made to utilize the state government's computer facilities to aid the personnel function.

If a bank of historical information about the state's personnel needs could be developed from which regular reports could be compiled, all agencies involved in education and manpower training in Alaska would be able to make decisions and give advice to clients based upon specific knowledge of at least one important part of the labor market. Such regularly collected and disseminated information could form the basis for later developing a comprehensive labor market information system which would be a useful tool in many facets of the endeavor to deal with unemployment.

FIGURE 1

SUGGESTED TURNOVER DATA COLLECTION FORM

Job Class \_\_\_\_\_ Position Control Number \_\_\_\_\_  
Date Hired \_\_\_\_\_ Date Terminated \_\_\_\_\_

To Terminating State Employees:

The information requested here is for the use of the Division of Personnel and is not to be reviewed by your immediate superiors. Please check all appropriate items.

1. I am leaving Alaska State Employment to take a higher paying position.
2. I am leaving Alaska State Employment to take a position with better opportunities for professional advancement.
3. I am leaving Alaska State Employment to go to school.
4. I am leaving Alaska State Employment because my spouse has been transferred to another location.
5. I have taken another job in Alaska State Government.
6. I have taken a job with the Federal Government.
7. I will continue to reside in my present location.
8. I am moving to another location in Alaska.
9. I am moving outside Alaska.
10. Dissatisfaction with my supervisor(s) or with the organization of my department is a factor in my termination.

The Division of Personnel is interested in knowing why any employee has decided to leave his position. Please use the space provided below (and additional sheets if necessary) to clarify any of the statements you have checked above and to tell us anything else you would like us to know about the circumstances of your decision to terminate.

Thank you.

*This is a... Personnel section used to ask for this information when a person signed, although it was not always given. There 40 boxes a place for it on the reverse side of the P.F.*

*These recommendations  
are all good.*

#### SUMMARY AND CONCLUSIONS

The purpose of the State Personnel Act is to establish a system of personnel administration based upon the merit principle and adapted to the requirements of the state to the end that persons best qualified to perform the functions of the state will be employed, and that an effective career service will be encouraged, developed, and maintained. With general information about merit employment at hand, it has been possible to describe the Alaska Merit System and to raise pertinent issues concerning its effectiveness.

Underfinancing is impeding development of an effective career service in two ways. First, comparative study indicates that the state does not pay well enough to attract and hold a motivated and capable force of employees. In determining pay, legislators should consider that their decision will directly influence the quality of the classified service in coming years. The state will generally receive what it pays for in the labor market; turnover also will reflect the adequacy of state pay.

Second, adequate financing and staffing is needed to enable the Division of Personnel to contribute to the improved efficiency of the whole state government by meeting the state's personnel needs more promptly. Furthermore, improved staffing would enable the state to strengthen screening procedures and thereby take better advantage of the labor market.

Two possible reforms dealing with the rights of applicants have been discussed. The open register is not in keeping with the merit principle; ways to abolish it without incurring significant administrative costs have been suggested. The lack of a procedure for applicants to seek redress of

violations of their rights to impartial consideration for employment may allow significant abuse. The institution of some applicant grievance procedure would deter such abuse.

Providing for written notice to employees before dismissal, making grievance committee recommendations binding, and granting the personnel board authority and responsibility for penalizing violations of the Personnel Act and Rules are ways to strengthen the system's protection of individual rights. Administrators may violate employee rights out of self-interest, expediency, or indifference. Even simple personality conflicts may tempt persons with authority to abuse it. A strongly enforced merit principle tends to deter arbitrary actions. The Alaska Merit System will more effectively attract and hold desirable employees if the state becomes known as an employer which hires and promotes for reasons of merit alone and which provides adequate system of safeguards.

The institution of an independent Personnel Board may be an effective way to assure a strong merit system in Alaska. This approach would clearly define and allocate authority and responsibility for the personnel function; it might produce a better combination of executive authority and protective control than presently exists. In many ways, an independent Personnel Board makes sense; its appropriateness for Alaska warrants further study. Such research should draw upon the experience of states having independent Civil Service Commissions. In addition, the judgement of administrators, <sup>and a few</sup> (who would have to live with changes that might be made) should be solicited in order to better foresee the implications of such changes.

It is recommended that the Personnel Division reconsider the function of minimum qualifications in the screening process. ~~Minimum qualifications~~

in the-screening-process. Minimum qualifications should be statements of the absolute minimum of training and experience which, combined with adequate motivation and aptitude, would enable an applicant to become a satisfactory employee. The policy of attempting to set employment standards by specifying high minimum qualifications is self-defeating. Specifying "desirable characteristics" in places of minimum qualifications in some or all job classes may be an appropriate way to take better advantage of the Alaskan labor market.

Finally, the desirability of collecting regular comprehensive turnover and employment data has been pointed out. Such data would be a useful management tool for the Division of Personnel and would also provide information of use to other government agencies.

A considerable time lag will separate financial and institutional improvements in the Alaska Merit System from the benefits which these improvements will bring. Since Alaska's government is young and relatively small, the state has an opportunity to profit from its own experience and the experience of older states. However, growth will make bureaucratic improvement more difficult. Thus, Alaska should move now to develop career service fully capable of meeting the demands which will accompany the state's growth.

(BOXED)

THE ALASKA STATE EMPLOYEES ASSOCIATION

The Alaska State Employees Association was chartered by the state as a non-profit corporation in 1959. Presently the association has about 2,100 members contributing \$2 each per month in dues. The ASEA employs a full time executive secretary and a clerical secretary. The organization sees its major functions as:

1. To lobby in the legislature for better pay and improved retirement programs. The ASEA considers the pay bills of 1965 and 1967 and the Retirement and Health Insurance bills of 1968 significant legislative victories.
2. To lobby in the Department of Administration for rules changes which they consider appropriate. Presently the ASEA is attempting to obtain what they consider an adequate policy for overtime compensation.
3. To disseminate information of interest to state employees, especially through their monthly newspaper, the State Employee Reporter.
4. To serve as employee consul in the systems two grievance procedures.

Since public employees traditionally have not had recourse to strike and since the ASEA does not officially represent state employees in collective bargaining (the legislature determines pay),

(BOXED)

the association depends upon straightforward lobbying backed by a potential ability to influence a significant number of votes to achieve its goals.

Although only twenty-one hundred state employees pay dues, all employees receive the association's newspaper and most of them vote in state elections. In addition, the votes of husbands and wives contribute to their potential influence in elections. Furthermore, any state employee, if sufficiently motivated, might well influence the votes of his friends. In a small state where elections are often close, the existence of such unity behind one set of interests might be a decisive factor.

The ASEA attempts to influence legislators and the administration by convincing them that this potential unity is a reality -- that the association will make employees aware of who represents their interests and that state employees will act accordingly.

THE FOLLOWING PAGES WERE TREATED AS  
A UNIT IN THE ORIGINAL FILE.

April 4, 1969

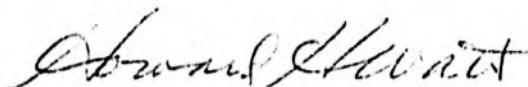
The Honorable Barry W. Jackson  
Alaska State House of Representatives  
Pouch "V" State Capital Building  
Juneau, Alaska 99801

Dear Mr. Jackson:

Attached please find a copy of a self-explanatory petition for your consideration. The original signed copy has been forwarded to the President of the Senate and copies have been sent to the Chairman of the Finance Committee and Chairman of State Affairs Committee.

Thank you in advance for your consideration.

Sincerely,



Howard Watt  
Chairman, Fairbanks Chapter  
A.S.E.A.

PETITION

We, the undersigned employees of the State of Alaska, and residents of the Fairbanks North Star Borough, petition the Legislature and the Governor of the State of Alaska to enact in this session of the Legislature HOUSE BILL 174, with its equivalent SENATE BILL 132, relating to State employees' salaries and providing for an effective date; and HOUSE BILL 106, entitled "An act Amending the State Personnel Act; and creating the Alaska Civil Service Commission".

The desirability of having an independent merit system not influenced by political motivations or by changes in administration, but devoted solely to the creation of a fair, impartial and efficient working staff for our State is only too well established. Such a system, together with fair compensation for services rendered, constitutes the only way to attract and keep in State employment qualified career personnel. Failure to act on these bills will perpetuate a system which has received much well-earned criticism and has cost this State and its people the high cost of constant turnover of personnel, continuous recruitment, and the concomitant training, with reduced efficiency and production.

We therefore urge our representatives, senators, and Governor to enact these bills promptly by such majority of votes as to demonstrate to the people of Alaska their desire for the quality of government and administration this great State of Alaska deserves.

<u>Robert Cameron</u>	<u>311 State St. Fairbanks</u>
<u>John W. ...</u>	<u>870 ... TR. Ct.</u>
<u>Lawrence S. ...</u>	<u>1760 Jack St. Fairbanks</u>
<u>Warren W. Hanson</u>	<u>660 FAIRBANKS ST.</u>
<u>...</u>	<u>...</u>
<u>...</u>	<u>...</u>
<u>Walter ...</u>	<u>1811 Carr St. Fairbanks</u>
<u>...</u>	<u>Box 933 Fairbanks</u>
<u>David ...</u>	<u>672 21st Fairbanks</u>
<u>...</u>	<u>1/4 mile above ... rd</u>

Rush

PETITION

111

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Fred Huppich  
Rich [unclear]  
W. N. [unclear]  
Bill Huppich  
Donald [unclear]  
John [unclear]  
Howard [unclear]  
Queen W. Jensen  
Walter [unclear]  
Edward [unclear]

1661 ASPEN  
Town Camp, Delta Junction  
Box 3081 Fairbanks, Alaska  
572 Lakeview Trailer Court, F.B.K.S.  
68 Stearns Highway  
121 [unclear] - Fairbanks, Alaska  
1408 [unclear] St., Fairbanks  
Madison Street, T.C. Fairbanks  
80 [unclear] St. Fairbanks  
611 Front St. Fairbanks - F.B.K.S.

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<u>[Signature]</u>	<u>230 Fairwell Ave. Fairbanks</u>
<u>[Signature]</u>	<u>1603 Jensen Apt 108 FA</u>
<u>[Signature]</u>	<u>5-265 College Alaska</u>
<u>[Signature]</u>	<u>20 Box 912 Fairbanks Alaska</u>
<u>Maurice H. Bellville</u>	<u>1 1/3 mi. Colville Trail, Fairbanks</u>
<u>[Signature]</u>	<u>Black Pt. College, Alaska</u>
<u>[Signature]</u>	<u>Box 5783 College Alaska 99701</u>
<u>[Signature]</u>	<u>"</u>
<u>Ross Atkins</u>	<u>Box 930 North Pole Alaska</u>
<u>_____</u>	<u>_____</u>

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<u>George (Bill) ...</u>	<u>1801 Central, Ft. S.</u>
<u>William J. ...</u>	<u>College Alaska</u>
<u>Ken ...</u>	<u>2751 Davis Rd Fairbanks</u>
<u>Thomas L. ...</u>	<u>Box 5708 College Alaska</u>
<u>Edward ...</u>	<u>1532 Tenth Ave. Fairbanks Alaska - 99701</u>
<u>Jim ...</u>	<u>408 ... Fairbanks</u>
<u>R. V. ...</u>	<u>711 ... Fairbanks</u>
<u>William S. Eberwein</u>	<u>1301 Turner St. Fairbanks</u>
<u>Lee ...</u>	<u>306 4th St W. NORTH POLE ALASKA</u>
<u>Paul ...</u>	<u>117 ... Fairbanks Alaska</u>

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<u>Robert B. Harris</u>	<u>Estes, Alaska</u>
<u>Ed Harwood</u>	<u>703 Fulton, Fbks</u>
<u>Robert J. Reed</u>	<u>1389 W. Chena</u>
<u>Gene H. [unclear]</u>	<u>1343 - 10<sup>th</sup></u>
<u>Frank W. [unclear]</u>	<u>1512 Central Ave. Fbks.</u>
<u>Herbert J. Andrews</u>	<u>2019 Carr, Fbks.</u>
<u>Donald J. [unclear]</u>	<u>829 17th Ave</u>
<u>Lee C. [unclear]</u>	<u>907-21st Ave - Fbks, Alaska</u>
<u>Edwin M. [unclear]</u>	<u>P.O. Box 942, North Pole, Alaska</u>
<u>William [unclear]</u>	<u>240 [unclear] Fbks.</u>

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<u>Ernest E. Presley</u>	<u>Persinger Drive, Fairbanks</u>
<u>(Raymond M. McLennan)</u>	<u>345 Church St.</u>
<u>W. L. Benson</u>	<u>Box 456, Fairbanks 1</u>
<u>Raymond A. Darling</u>	<u>Paper Road, Fairbanks</u>
<u>Frank P. Jones</u>	<u>328 Baranoff Fl.</u>
<u>Donald W. Lee</u>	<u>2 mi. Chena Hot Springs Rd.</u>
<u>Clyde V. Miami</u>	<u>1828 Bridgeway</u>
<u>Ray P. Jones</u>	<u>834 1/2 St.</u>
<u>Frank M. Smith</u>	<u>Com. B. Fairbanks</u>
<u>Arthur J. Joseph</u>	<u>1606 Mary Paul</u>

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<u>John A. [unclear]</u>	<u>Reiney Photo 321 3rd St. Central, Fairbanks</u>
<u>Miss Brown</u>	<u>Coll. [unclear] Box 5-585 College</u>
<u>Don Barks</u>	<u>601 Polaris Bldg. Fairbanks</u>
<u>Mr. [unclear]</u>	<u>616 Bentley Ave. Fairbanks</u>
<u>Chas. Johnson</u>	<u>Box 201 Fairbanks Alaska</u>
<u>Herbert W. Johnson</u>	<u>218 Betty St. Fairbanks</u>
<u>W. F. Norman</u>	<u>1805 Central Fairbanks</u>
<u>Don Pierce</u>	<u>1805 Central FBX</u>
<u>[unclear]</u>	<u>Box 5-585 College</u>
<u>_____</u>	<u>_____</u>

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<u>Donna J. Miller</u>	<u>1616 Cushman - F.B.S.</u>
<u>Arthur R. B. Jr.</u>	<u>1616 Cushman St., F.B.S.</u>
<u>William Schmitt</u>	<u>1616 Cushman St., F.B.S.</u>
<u>Robert E. Lee</u>	<u>1616 Cushman St., F.B.S.</u>
<u>Edwin Egan</u>	<u>1817 Bridgewater Drive</u>
<u>Leonard J. Kase</u>	<u>215 College Rd.</u>
<u>John H. Peterson</u>	<u>1616 Cushman St., F.B.S.</u>
<u>Christopher</u>	
<u>Michael Peterson</u>	



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Gertrude Cunningham  
Tessie Nashoanich  
Arthur Leon  
Lois Conroy  
Edith Chase  
Linda Finstad  
Nancy Joseph  
Richard Nelson  
Martha

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<u>Lloyd Lundberg</u>	<u>220 Chukar St.</u>
<u>David M. ...</u>	<u>570 1st Ave. Fairb.</u>
<u>Robert A. ...</u>	<u>316 ...</u>
<u>Richard ...</u>	<u>Box 373 Fairbanks</u>
<u>Elmer ...</u>	<u>746 - 9th Ave. Fairbanks</u>
<u>Jack ...</u>	<u>539 - ... H. A. ...</u>
<u>Ralph L. Curtis</u>	<u>Box 54 - College Alaska</u>
<u>...</u>	<u>22 ...</u>
<u>...</u>	<u>...</u>
<u>...</u>	<u>Pioneer Way</u>

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Carol Franick \_\_\_\_\_  
Richard Burton \_\_\_\_\_  
Linda Bentley \_\_\_\_\_  
Janice DeWitt \_\_\_\_\_  
James Walker \_\_\_\_\_  
Orlyp K. Bayless \_\_\_\_\_  
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<u>John M. [Signature]</u>	<u>1161-6th #7, Fairbanks</u>
<u>[Signature]</u>	<u>100 Bridget Fairbanks</u>
<u>[Signature]</u>	<u>531 Northward Bldg. Fairbanks</u>
<u>[Signature]</u>	<u>Box 1757 Fairbanks Alaska</u>
<u>[Signature]</u>	<u>359 Slater Fairbanks</u>
<u>[Signature]</u>	<u>10th Street S. Fairbanks</u>
<u>[Signature]</u>	<u>Box 586 Fairbanks (318 Slater St)</u>
<u>[Signature]</u>	<u>Box 2137 FBKS ALASKA</u>
<u> </u>	<u> </u>
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<u>William J. ...</u>	<u>415-5th Ave. FBKS.</u>
<u>Louis P. ...</u>	<u>1411 MARSH AVE FBKS.</u>
<u>R. H. Robertson</u>	<u>232 State Drive Fairbanks.</u>
<u>J. ...</u>	<u>...</u>
<u>Jurneise</u>	<u>College Alaska.</u>
<u>Ed ...</u>	<u>Box 209 College Alaska</u>
<u>David M. ...</u>	<u>2035 Fenwick St</u>
<u>Harvey W. Davis</u>	<u>415 Lakeview T.C.</u>
<u>Donald A. ...</u>	<u>617 Bentley Dr. Fairbanks</u>
<u>Miss L. ...</u>	<u>13 MILES CILINA RING ROAD</u>



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<u>R. W. Ethel</u>	<u>1616 Cushman St. Fairbanks</u>
<u>Ed. [unclear]</u>	<u>1616 Cushman St. Fairbanks</u>
<u>David M. [unclear]</u>	<u>1616 Cushman St. Fairbanks</u>
<u>Karen M. [unclear]</u>	<u>1616 Cushman St. Fairbanks</u>
<u>Carrie R. [unclear]</u>	<u>1616 Cushman Street Fairbanks</u>
<u>[unclear]</u>	<u>1616 Cushman Street Fairbanks</u>
<u>[unclear]</u>	<u>1616 Cushman Street Fairbanks</u>
<u>[unclear]</u>	<u>1616 Cushman Street Fairbanks</u>
<u>[unclear]</u>	<u>1616 Cushman St. Fairbanks</u>

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<u>James W. [Signature]</u>	<u>1303 O'Connor Rd</u>
<u>Joseph W. Seal</u>	<u>13 Mile Richardson Highway</u>
<u>Maureen [Signature]</u>	<u>1111 [Signature] Rd</u>
<u>Ms. Linda [Signature]</u>	<u>901 Apt. E [Signature]</u>
<u>Steve [Signature]</u>	<u>370 [Signature]</u>
<u>[Signature]</u>	<u>336 W. [Signature]</u>
<u>[Signature]</u>	<u>321 [Signature] Tr. Ct.</u>
<u>_____</u>	<u>_____</u>
<u>_____</u>	<u>_____</u>
<u>_____</u>	<u>_____</u>

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*Miriam Baskin*

*Wanda A. Nelson*

*Patricia C. Cebek*

*[Signature]*

*[Signature]*

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Oliver L. ...

John L. ...

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325 ...

106 ...

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<u>Bernice H. Pass</u>	<u>Fish &amp; Game - Fairbanks</u>
<u>Ernest A. Roguski</u>	<u>Fish &amp; Game - Fairbanks</u>
<u>William J. ...</u>	<u>Fish &amp; Game - Fairbanks</u>
<u>Bernice H. Pass</u>	<u>Fish &amp; Game - Fairbanks</u>
<u>Kenneth T. Alt</u>	<u>Fish &amp; Game - Fairbanks</u>
<u>James I. ...</u>	<u>Fish &amp; Game - Fairbanks</u>
<u>Peter C. Wendlow</u>	<u>Fish &amp; Game - Fairbanks</u>
<u>John ...</u>	<u>Fish &amp; Game - Fairbanks</u>
<u>David R. ...</u>	<u>Mammals - Fairbanks</u>
<u>Victor M. ...</u>	<u>Fish &amp; Game - Fairbanks</u>
<u>William H. Copeland</u>	<u>Division of Lands, Fairbanks</u>

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<u>Charles Wendell</u>	<u>1-D-7 Libon Citta FFB</u>
<u>Harold L. Linn</u>	<u>418 Barrow, FFB</u>
<u>George Zupka</u>	<u>#8 CRUIS AV Fairbanks</u>
<u>Harold E. Foster</u>	<u>209 Brinkman Fairbanks</u>
<u>Anna L. Cole</u>	<u>3611 Keweenaw Ave FFB</u>
<u>Anna C. Smith</u>	<u>57th Street Fairbanks, Alaska</u>
<u>Ellen W. Dickson</u>	<u>0-4 BTC, Fairbanks FFB</u>
<u>Regina Conway</u>	<u>2101 - Central - FFB</u>
<u>W. G. ...</u>	<u>P.O. Box 52 No. 27, Barrow</u>
<u>Therese Marshall</u>	<u>Box 2053 Fairbanks, Alaska</u>

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<u>James L. Nelson</u>	<u>1116 Cushman St. S. Fairbanks</u>
<u>Glenn R. Brook</u>	<u>1016 Cushman St. Fairbanks</u>
<u>Paul Hansen</u>	<u>219 Carter Dr. Fairbanks</u>
<u>Carl Kackhammer</u>	<u>1116 Cushman Fairbanks</u>
<u>Joseph L. ...</u>	<u>1616 Cushman Fairbanks</u>
<u>Robert L. ...</u>	<u>Box 203, Kotzebue</u>
<u>James D. ...</u>	<u>203 Kaly Dr. Anchorage</u>
<u>Arthur J. ...</u>	<u>Box 204, Kotzebue AK</u>
<u>William S. ...</u>	<u>Polina Bay</u>
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<u>Judy Horvath</u>	<u>206 Kod Dr. Fbk Alaska</u>
<u>Andrew M. Peltola</u>	<u>102 Fairview Fbk Alaska</u>
<u>Margaret Schlegel</u>	<u>1033 Eighth Ave Fbk Alaska</u>
<u>Eric S. Johnson</u>	<u>1 Dr. McGrade Rt. Town &amp; Country Trct</u>
<u>Mary H. Johnson</u>	<u>Box 1716 FAIRBANKS, AAA</u>
<u>John H. Johnson</u>	<u>715 Bentley Dr. Fbk, AAA</u>
<u>John L. Johnson</u>	<u>1139 Cass St. Fairbanks</u>
<u>John L. Johnson</u>	<u>711 1/2 11 Pl.</u>
<u>John L. Johnson</u>	<u>1105 1/2 11 Pl.</u>
<u>L. O. Johnson</u>	<u>1416 Noble Street</u>

PETITION.

We, the undersigned employees of the State of Alaska, and residents of the Fairbanks North Star Borough, petition the Legislature and the Governor of the State of Alaska to enact in this session of the Legislature HOUSE BILL 174, with its equivalent SENATE BILL 132, relating to State employees' salaries and providing for an effective date; and HOUSE BILL 106, entitled "An act Amending the State Personnel Act; and creating the Alaska Civil Service Commission".

The desirability of having an independent merit system not influenced by political motivations or by changes in administration, but devoted solely to the creation of a fair, impartial and efficient working staff for our State is only too well established. Such a system, together with fair compensation for services rendered, constitutes the only way to attract and keep in State employment qualified career personnel. Failure to act on these bills will perpetuate a system which has received much well-earned criticism and has cost this State and its people the high cost of constant turnover of personnel, continuous recruitment, and the concomitant training, with reduced efficiency and production.

We therefore urge our representatives, senators, and Governor to enact these bills promptly by such majority of votes as to demonstrate to the people of Alaska their desire for the quality of government and administration this great State of Alaska deserves.

<u>Thomas A. White</u>	<u>175 1/2 Alaska Hwy Fairbanks</u>
<u>John D. Carson</u>	<u>3 1/2 mile Dalton Rd. Fairbanks</u>
<u>James H. ...</u>	<u>43 ... Rd. Fairbanks</u>
<u>John W. ...</u>	<u>12 Mile ... Rd. Fairbanks</u>
<u>James ...</u>	<u>218 ... Fairbanks</u>
<u>Margaret ...</u>	<u>1011 ... Fairbanks</u>
<u>James ...</u>	<u>303 ... Fairbanks</u>
<u>William ...</u>	<u>... Fairbanks</u>
<u>Gertrude ...</u>	<u>... Fairbanks</u>
<u>Don ...</u>	<u>... Fairbanks</u>

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Ed. M. Johnson  
Bruce E. Roberts  
Christy King  
Harold L. ...  
David A. Kelly  
Charles D. ...  
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511 Water Drive Fairbanks  
328 Illinois Fairbanks 99701  
1433 Aurora Dr, Fairbanks  
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Miles Stuck  
Evelyn McVillie  
Coschen Collins  
John Opala  
James Smith  
Elizabeth Tompkins  
Quanita Lewis  
Thomas Lourenco  
Jan Matheson  
Heinz Wenzel

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Box 5-275 College  
Box 1837 Fairbanks  
722 1st Ave. Alaska  
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2 Mile Barber Rd Fairbanks  
BOX 472 FAIRBANKS. ALASKA

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<u>John C. Riley</u>	<u>325 Illinois St.</u>
<u>Wm. J. [unclear]</u>	<u>328 Illinois St.</u>
<u>Edell Johnson</u>	<u>328 Illinois St.</u>
<u>Wm. K. Martin</u>	<u>113 [unclear] St.</u>
<u>Dorcas Hoch</u>	<u>507 Illinois</u>
<u>Shirley M. [unclear]</u>	<u>1907 Central</u>
<u>[unclear]</u>	<u>328 Illinois St.</u>
<u>[unclear]</u>	<u>225 [unclear] Road</u>
<u>Louise E. [unclear]</u>	<u>Box 5-429, College, Alaska</u>
<u>B. [unclear]</u>	<u>328 Ill</u>

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