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FOURTH  
BIENNIAL REPORT

OF THE

CIVIL SERVICE  
COMMISSION

OF THE

STATE OF COLORADO

TO THE GOVERNOR

WITH A COMPILATION OF THE CIVIL SERVICE LAW  
 RULES AND REGULATIONS, IN FORCE ON  
 NOVEMBER 30, 1914, AND OTHER  
 INFORMATION



1913-1914

DENVER, COLORADO  
 THE AMMIS-BADGER PRINTING COMPANY, STATE PRINTERS  
 1914



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**Civil Service Commission**



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1913-1914

## Civil Service Commission

WILLIAM W. GRANT, JR., President

HENRY A. HICKS

FRANK McLAUGHLIN

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ALICE ADAMS FULTON

Secretary and Chief Examiner

---

**Office**

Capitol Building, Denver, Colorado

RECEIVED

Fourth Biennial Report  
OF THE  
Civil Service Commission  
of the State of Colorado

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## Letter of Transmittal

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To His Excellency ELIAS M. AMMONS,  
Governor of the State of Colorado,

Sir: The Civil Service Commission presents herewith for your consideration its Fourth Biennial Report, for the biennial period ending November 30, 1914.

(Signed) WILLIAM W. GRANT, JR.,  
President.

(Signed) HENRY A. HICKS,

(Signed) FRANK McLAUGHLIN,  
Commissioners.

Denver, Colorado,  
Capitol Building,  
November 15, 1914.



Fourth Biennial Report  
OF THE  
Civil Service Commission  
of the State of Colorado

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1913-1914

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Denver, Colorado, November 15, 1914.

Sir: The Civil Service Commission, in this, its Fourth Biennial Report, presents an account of what has been accomplished in the most active period of its existence.

The initiation and subsequent adoption by the people at the polls in November, 1912, of important amendments to the Civil Service Law of 1907 not only greatly enlarged the classified service, and consequently the work of the Commission, but, by having secured to it a minimum continuing appropriation, gave it for the first time since the passage of the original act, the necessary funds to perform at least a portion of its work. These amendments became effective on January 22, 1913.

### HISTORY OF ORGANIZATION

The Civil Service Law of the State of Colorado was first passed by the legislature in 1907. On June 30, 1907, Governor Henry A. Buchtel appointed the following Commissioners:

James H. Pershing . . . . . for 2 years, term to expire June 30, 1909  
Charles R. Brock . . . . . for 4 years, term to expire June 30, 1911  
Henry Van Kleeck . . . . . for 6 years, term to expire June 30, 1913

On January 23, 1909, all of these three Commissioners resigned, and on February 9, 1909, Governor John F. Shafroth reappointed Mr. Charles R. Brock and Mr. Henry Van Kleeck to fill out their unexpired terms, and appointed Mrs. Sarah S. Platt Decker to fill out the term of Mr. Pershing expiring June 30, 1909, and for the following term of six years, expiring June 30, 1915.

On July 7, 1912, Mr. Erwin L. Regennitter was appointed to succeed Mrs. Sarah S. Platt Decker, deceased; on January 18, 1913, Mr. Erwin L. Regennitter resigned and Mr. William W.



Grant, Jr., was appointed his successor to fill out the unexpired term ending June 30, 1915.

At the expiration of the term of Mr. Charles R. Brock, on June 30, 1911, Governor John F. Shafroth appointed Mr. Horace N. Hawkins for the following six years; on February 15, 1913, Mr. Horace N. Hawkins resigned and your Excellency appointed Mr. Henry A. Hicks to fill out the term expiring June 30, 1917.

At the expiration of the term of Mr. Henry Van Kleeck on June 30, 1913, Mr. Frank McLaughlin was appointed by your Excellency for the term of six years ending June 30, 1919.

Hence the present personnel of the Civil Service Commission is as follows:

Name	Term Expires
William W. Grant, Jr., President . . . . .	June 30, 1915
Henry A. Hicks . . . . .	June 30, 1917
Frank McLaughlin . . . . .	June 30, 1919

## PUBLIC OPINION AND THE MERIT SYSTEM

That the civil service principle has the support of public opinion is shown by the fact that it has been adopted and proclaimed in all recent national and many state party platforms, has been adopted by nine states and is incorporated in the charters of over two hundred and fifty of the largest American municipalities. Appointing officers, who unite in its support, report it as one of the most important factors in the economic and efficient performance of the public business. Only a short time ago decried as an impossible ideal, an impractical theory, the merit system today stands firmly on the basis of actual accomplishments, not only in other states where it is enforced but in the State of Colorado, as will be seen from a perusal of the pages of this Report.

## THE LAW AS AMENDED

The most important change brought about by the Amendment to the Civil Service Law adopted by the people on November 5, 1912, which Amendment became effective on January 22, 1913, was the inclusion in the classified service of the appointive head of every executive department in the state government, as well as all employes in the executive, judicial and legislative branches. This has placed at the head of every administrative department as well as at the head of every institution, for which competitive examinations have been held, a person chosen for ascertained fitness whose term is for good behavior, with the important result that it has brought the tenure of the heads of departments into harmony with that of their employes. The heads of these departments now take an increased interest in the efficiency of the work done by the employes in their respective departments and the rec-



ords they are making in more economic administration of the public business are worthy of careful attention and consideration.

Under the old system, when the heads of departments were appointed for two years only and their reappointment was entirely dependent upon the pleasure and politics of the succeeding administration, there was little incentive for making a record, but they held their positions mainly with the idea of advancing the interests of the political party of which they were adherents.

The State of Colorado is the first state in which this forward step has been taken and the results in increased efficiency and greater economy, as well as honesty, in departmental administration, have already been realized as the instances and facts quoted in this report will fully demonstrate.

The opportunity under the Colorado law to examine and certify for appointment heads of departments has given this Commission means of proving, in a manner impossible with minor positions, the great increase in economy and efficiency resulting from the administration of a department by an executive head so selected.

## THE ECONOMY OF THE LAW

**The State Printing Commissioner**, in his biennial report, shows an expenditure of \$13,127.99 less than during any previous period, and that more printing was done than for any similar period during the last decade. If the Printing Commissioner could let each contract to the lowest bidder on each item, the saving would be much larger; but, as it is, the law is so framed that bids must be received and contracts let for all printing of each class as a whole at the beginning of the fiscal year for the entire period.

If a supply department were created by the legislature, all supplies could be purchased in wholesale quantities from the lowest responsible bidder, and printing orders could be placed in the same way, thereby effecting a saving that would be enormous.

**The State Inspector of Oils**, in his biennial report, shows his department not only self-sustaining, but, after having paid all expenses and salaries, and the maintenance of the laboratory which he has established during his administration, he has turned over to the State Treasurer a net profit of about \$15,000 for the nineteen months he has been in office. The first month after his certification by this Commission and his appointment, he turned over to the State Treasury the first earnings the state ever received from this department.

**The State Inspector of Steam Boilers**, in his report, shows that, during the past biennial period, 3,625 boilers were inspected, and that there was collected in fees the sum of \$15,830.00, with uncollected fees outstanding of about \$1,480.00. The number of boiler inspections and the amount earned in fees would have been much greater had the industrial conditions in the State been

better. Aside from the economic results, it is of note that over 70% of the boilers inspected were ordered repaired or replaced. Not a single explosion has been reported during the past two years. The present inspector and his two deputies were certified and appointed as the result of civil service examinations.

**The State Game and Fish Department**, one of the most important departments of the state from the standpoint of producing revenue as well as attracting tourists and sportsmen to the state, is now under the management of a Game and Fish Commissioner who proved his executive, scientific and practical ability in a competitive civil service examination. His record since appointment has fully vindicated the wisdom of the merit system in the selection of heads of departments. For the first time in the history of the State of Colorado the Game and Fish Department is able to conduct its operations and pay all of its running expenses from the "Game Cash Fund." To be more specific, this department is now self-supporting. It is estimated by the Commissioner that the receipts from the sale of licenses, etc., increased about 35 per cent. over the previous biennial period. The new Game and Fish Commissioner, since his appointment in January, 1914, has dispensed with the services of a number of unnecessary employes, and for the month of October, 1914, the pay-roll shows about twenty-one fewer men employed than for the corresponding month in 1913. Notwithstanding the large increase in the efficiency and output, the running expenses have been reduced to the minimum, consistent with good service. Instead of five "Chief Game Wardens," there are now only three; and instead of twenty "Deputy Game Wardens," there are now only seven; and, even with this reduced force, the results obtained—that is, arrests and convictions for violations of the laws—exceed by 50 per cent. any former record. The results obtained at the last spawning season exceeded those of any previous year by practically 40 per cent., and the cost of taking the eggs, exclusive of salaries, varied from  $3\frac{1}{2}$  to 6 cents per thousand—fully 75 per cent. less than the cost of like operations at any previous spawning season.

The Commissioner has been efficiently assisted in making this record by the Superintendent of State Fish Hatcheries, also an appointee certified by the Civil Service Commission from an eligible list resulting from a competitive examination.

**The State Reformatory** has been under the management of the present Warden for the last ten months of the biennial period. When he took charge, of the maintenance fund of \$100,000 for the period only about \$26,000 remained. He has succeeded in completing the biennial period without incurring any indebtedness; he has doubled the herd of live stock, adding beef stock of good breed, the cost of which has been paid from cash received for farm products of the season of 1914; he has made money on the crops, having raised over 80 per cent. more grain than was raised in 1913; he has cared for 140 inmates and over, as compared with about eighty when he first took charge; he has allowed

inmates to do outside work whereby they have earned \$1,330, which has been used, for the most part, for the support of their mothers or families; he has dispensed with a number of unnecessary guards and has not lost an inmate by escape; he has a well-organized school, eight hours a day except Saturdays, where perfect discipline is being maintained under a principal who is a graduate of the State Agricultural College and therefore fitted to teach agricultural pursuits; he has a tailoring school; and has improved the musical, religious and social training in the institution by organizing a Sunday school and an orchestra, and having entertainments of a good, clean character.

**At the State Penitentiary**, the Warden was appointed in May, 1909, as a result of a civil service examination. He has constructed an office and administration building at the Penitentiary with convict labor at a cost of \$12,000, earned from the sale of Penitentiary products. This building is valued at \$70,000. The saving to the state is obvious. During the past biennial period 149 miles of new roads were built, over 100 miles of which were constructed in farming communities and thirty miles in the mountainous sections of the state. The type of road built generally is valued at about \$5,000 per mile. The actual cost as built by the Warden was about \$1,000 per mile. The "honor system" is administered at the Penitentiary in a scientific and humane manner, and other beneficial activities of its Warden are well known.

The economic results obtained in other state institutions and departments not specifically mentioned in this report can be ascertained by the perusal of their respective reports.

## THE SOCIAL AND MORAL VALUE OF THE LAW

Economic results are not the only considerations in the management of the state's affairs. In the penal and charitable institutions, where the executive heads must possess the necessary qualifications to bring about the reformation and proper training of the young, the rightful care and attention and the cure of the insane and feeble-minded; proper physical, moral and mental development, healthful environments of all and the maintenance of proper discipline, especially in the corrective and penal institutions—all are paramount factors to be considered.

At the State Reformatory, where much criticism arose, a change in the management placed at the head of that institution a man certified from an eligible list created by open competitive examination, whose temperament, experience and training adapt him peculiarly to the reformation and training of young men who have been committed to the institution because of offenses against society. The record he has already made since his appointment has been previously referred to in this report. In this connection we refer to the Third Biennial Report of this Commission, page 7, under the head of "State Institutions," for former records.



The Girls' Industrial School, under a civil service Superintendent, has been brought out of notorious disgrace into the class of model institutions.

The Boys' Industrial School, with civil service teachers of trades and other employes, shows in detail the work it has accomplished in the Biennial Report of its Superintendent.

### **EFFICIENCY METHODS AT THE INSANE ASYLUM**

At the State Insane Asylum several investigations have been made to determine the best methods to be used in its administration, as well as the best possible results to be obtained in making use of the able-bodied patients to bring about their ultimate recovery and cure.

The result of the transfer of Dr. A. P. Busey, formerly Superintendent of the Asylum, to the position of Superintendent of the State Home and Training School for Mental Defectives, was the provisional appointment of Dr. H. A. LaMoure, Assistant Superintendent of the Asylum under Dr. Busey, to the position of Superintendent. A competitive examination was held by this Commission for this position on January 8, 1914. Dr. LaMoure was the only candidate for examination, and, as he passed with a high rating, he was certified.

Many of the difficulties met by the Civil Service Commission in the past are the inheritance of unfavorable physical conditions surrounding some of the state institutions, making it impossible for the heads of these institutions, after their certification and appointment, to do their best work. For instance, many patients in the State Insane Asylum have become hopelessly insane for lack of the facilities for the necessary outdoor work when first committed, as well as for the lack of an adequate medical staff, all caused by inadequate appropriations. It is most important that necessary funds be provided for the purchase and maintenance of farm lands contiguous to this institution. The great need of this, for the economic results to the state and particularly from a humane standpoint, is dwelt upon in the report of this Commission made by Mr. Frank McLaughlin after his investigation. This is but a reiteration of the request of the Lunacy Commission for past years.

### **CIVIL SERVICE COMMISSION AS THE EMPLOYMENT BUREAU OF THE STATE**

Few taxpayers of the State of Colorado realize that the Civil Service Commission is in itself an "Employment Bureau"—an intelligence department of the state government—and its primary function, as prescribed by law, consists in the selection of the 1,179 persons to carry on the work of the state government, by competitive efficiency tests.

The importance of the operations of the Civil Service Commission can be realized only when it is considered that of the huge sum of \$3,169,302.92 (exclusive of mill levies) appropriated for all governmental purposes during the past biennial period, approximately 52 per cent. was devoted to the payment of salaries in the classified service. With the exception of the exempt employes, the pay-rolls of the entire state force are scientifically scrutinized by the Civil Service Commission, with the result that payment of salaries of over 1,179 employes can only be authorized as required by law, after the certification by this Commission, necessitating accuracy in the keeping of the daily records.

### ADVERTISING

The method of entering the public service of the state is, of course, ordinarily by application and examination. The manner in which a person desiring to enter the state service is advised of there being an opportunity for so doing is through advertisement. Section 4 of the Civil Service Rules provides:

“All examinations shall be advertised at least two weeks prior to the final date for the receipt of applications by at least two insertions in one or more newspapers published in the State, or by such other methods as the Commission may elect. Notices of examinations shall, at the same time, be posted in the office of the Commission and sent to at least ten of the principal newspapers throughout the State and to at least two hundred and fifty of the principal postmasters and to all county recorders, with a request that they be posted in their offices.”

The Commission, besides following the letter of the law, in a number of instances has taken great pains by means of news items or “stories,” published in Denver and elsewhere, to secure wider publicity. In advertising examinations the Commission has adhered to the following procedure: Each schedule was published in one of the Denver dailies and posted in the office of the Commission; copies of the schedule were sent, not only to ten of the principal newspapers and two hundred and fifty of the principal postmasters, as required by rule, but to *all* newspapers and *all* postmasters of the state of any importance; also to *all* county recorders with the request that the same be posted in their respective offices.

Besides this, the Commission maintains a mailing list on which are entered the name and address of every person inquiring in regard to examinations for any position in the state service. This mailing list is classified, and when an examination is scheduled, notices are sent to all whose names appear on that list and who have requested information in reference thereto.

In explanation of this method of advertising, it must be remembered that the Commission had not sufficient money to pay for special mediums of advertising and was obliged to use the medium adopted by the state for its general purposes, as described above.

The Commission contemplates extending its advertising to technical and other journals for the purpose of securing publicity suitable to reach and attract persons presumably qualified to fill positions demanding special qualifications.

On page 8 of the Second Biennial Report of this Commission, under the head of "Appropriation," it is pointed out that one examination well advertised results in applicants more numerous and better qualified than five or six examinations advertised less extensively. This is still the case.

A sample of "Schedule of Examinations" which has been advertised in accordance with the procedure outlined above, will be found in Appendix II.

## EXAMINATIONS HELD

Examinations have been held for a number of appointive department heads with the results above stated. For further particulars in this connection we refer you to the Report of the Secretary and Chief Examiner.

It may be of interest to note that the system inaugurated by Mrs. Alice Adams Fulton, the Secretary and Chief Examiner of this Commission, in rating applications for "Experience and Personal Qualifications" has been widely and favorably commented upon and adopted in whole or in part by some of the most important Civil Service Commissions of the United States. It attracted the attention particularly of the Civil Service Commission of the State of California and of the City of New York and her methods of facilitating the work in a civil service office, as inaugurated in the office of this Commission, have been copied by other commissions.

In connection with the subject of examinations which have been held, we wish to express our appreciation to the heads of technical departments of the state educational institutions, and to other lay experts, for the services they have rendered in preparing and rating examination papers of a technical nature, as well as for valuable assistance otherwise rendered this Commission.

## EFFICIENCY IN SERVICE

The Civil Service Law is in response to the public demand for a more economic and efficient public service. The law establishes a standard of merit for entrance into the public service and by continued merit only should an employe be permitted to remain in that service. For lack of merit he should be removed. A most important question is the measurement of efficiency, fixing



responsibility for inefficiency, and providing certain and automatic correctives. Duties must be standardized, the service measured and removals made for inefficiency as shown by the demonstrated result. Efficiency measured by individual judgment is of little value in a great organization. There must be a definite, uniform score or measure of efficiency before inefficiency can be determined. The whole matter is a question for specialists.

It is hoped that a uniform efficiency-record system can be established which will result in a more careful and scientific record and estimate of the work done by all employed in the public service.

### **NEED FOR AN ECONOMY AND EFFICIENCY EXPERT**

There should be in the employ of this Commission an officer whose duty it shall be to study the work of every division of the state government; to establish measures of economy and efficiency in the various departments and institutions, and for the officers and employes therein; and to provide a system of rating upon efficiency records by which the work of every individual in the public service shall be measured and periodically reported to the Commission. Such an officer could be fittingly denominated an "Economy and Efficiency Expert."

There should be established a rule fixing a minimum rating of efficiency, upon the basis of which the efficiency of every department, institution or employe should be investigated and rated by the Commission. Thus the cause of inefficiency, whether in the system or in the individuals, could be located and removed.

An "Economy and Efficiency Expert" would be of the greatest benefit to the various heads of departments and institutions in suggesting to them systems tending to greater economy and efficiency. This is in view of the fact that this Commission has been repeatedly called upon in such capacity.

The function of the Commission through the employment of such an "Economy and Efficiency Expert" would be to group the positions into grades, having in mind similar duties and responsibilities, and determine the proper salary which would be applicable alike to all positions in a grade.

### **PROMOTIONS**

With a fundamental reclassification of the duties and responsibilities and a scientific analysis of the factors involved in the various positions, it will be possible to devise a system of recording the efficiency of the employes, which will be prepared and kept upon a matter-of-fact basis rather than upon the present speculative basis and impressionistic records, kept by the heads of departments. As a matter of fact, there are no vital records of any kind kept at present in any of the departments or institutions in reference to the efficiency of employes.

Promotions in the service should be based upon a fair estimate of the employe's efficiency and seniority; where there are no actual changes in the duties and responsibilities, promotions should be automatic so far as advancement in salary is concerned; where duties change, in addition to record and seniority, promotional examinations should be given.

It is therefore evident that such a fundamental reclassification of duties is one of the most important prerequisites for the basis of an efficient and scientific administration of the Civil Service Law.

## REMOVALS

The Rules and Regulations of the Commission are not framed on a theory of unassailable life tenure, fixed permanence, nor vested right in office. The Commission recognizes that subordination and discipline are essential, as well as harmony and co-operation in the work of any office. Therefore dismissal for just cause should not be and is not unduly hampered. The Rules of the Commission leave the power of removal within the discretion of the appointing power so far as possible, providing restraint only when necessary to insure its proper exercise. In this way discipline is not impaired, unnecessary employes are not retained, just tenure is secured, and employes are protected against arbitrary removals.

In other words, the public service is intended to be governed by the same general rules as private service, in which tenure of position depends upon the good behavior and efficiency of the employe.

In line with what has been said about the need of an "Economy and Efficiency Expert," attention is particularly called to the benefit the public service would derive from the supervision of such an expert in the employ of the Civil Service Commission, because of the investigation of the efficiency of the employes of all departments and institutions. Under the Civil Service Rules, the Commission of its own motion, or on complaint of any citizen, or the head of any department or institution, may investigate the work of an employe for efficiency or fitness. Thus the appointing power is relieved of the duty of making complaints against the employes under his direction where reluctance so to do is very likely to result in the retention of an incompetent or unworthy public servant; the standard of efficiency is maintained and the records are kept; and the restrictions imposed by the Civil Service Law that employes should not be removed for political or religious reasons, or for unjust and illegal reasons, are likely to be heeded.

## CHANGES IN RULES AND SERVICE

With the changes made by the adoption of the Amendments to the Civil Service Law, it became necessary also to change



some of the Rules and Regulations heretofore in force, which changes were duly approved by your Excellency. They are fully set forth in Appendices VII. and VIII., respectively.

The Commission has many plans for the betterment of the service, but, for lack of adequate appropriation, has been unable to establish constructive systems which are greatly needed and which would tend toward increasing the efficiency, not only of the Civil Service Department, but of all other state departments.

## **NATIONAL ASSEMBLY OF CIVIL SERVICE COMMISSIONS**

The Civil Service Commission of the State of Colorado has not been unrecognized in the national movement for the advancement of the merit system. The National Assembly of Civil Service Commissions, held in Pueblo, Colorado, June 11-13, 1914, adopted resolutions making the Civil Service Commission of the State of Colorado a clearing-house for information as to laws, rules and regulations, examination papers, questions, rating, etc., as well as economy and efficiency methods, and all other details connected with the conduct of a Civil Service office, for all the Civil Service Commissions of the United States. The object was to have this Commission tabulate the information collected in such a way that any accredited Civil Service Commission, or those contemplating the application of the merit system in any state, county, city or town, may be furnished with all the information in existence, conveniently compiled, upon any and all subjects relating to the scientific administration of the merit system.

This Commission now has in its files the information which has arrived daily since the above-mentioned resolution was passed and many requests from other commissions or from those contemplating the introduction of the merit system are received and answered regularly. The office of this Commission is in a position to tabulate and give any information on any particular subject relating to the conduct of a Civil Service office and is now preparing, on request, a proposed Civil Service Law for presentation to the coming session of the legislature in one of the states.

Colorado's Civil Service Law is more nearly in accord with the model Civil Service Law proposed at the last session of the National Assembly of Civil Service Commissions than the law of any other state in the Union.

## **CRITICISMS OF THE COMMISSION**

The Commission has at times been severely criticised by certain antagonistic and uninformed newspapers and individuals for its inability to make exceptions and grant privileges to certain favored friends of influential politicians, not in accordance with the spirit of the merit system and which, if granted, would be in

violation of the intent and purpose of the law, rules and regulations.

It must be borne in mind that primarily this Commission is responsible, without fear or favor, for the strict and impartial enforcement of the Civil Service Law.

People generally do not appreciate the work and importance of the Civil Service Commission and we find that it now becomes necessary to give greater publicity to its detailed operations in order to familiarize the general public and the press in particular with the actual conditions and methods by which this important branch of the public service is conducted.

During the coming biennial period the Commission hopes to popularize its work and present it in such a manner as to arouse greater public interest in the operation of principles of economy and efficiency in the public service.

It is a favorite pastime of the malicious and ignorant to attribute to the Commission dishonesty in the conduct of examinations. Suffice it to say that no one has appeared who was able to specify or willing to put his name to such a statement.

This Commission is prepared vigorously to investigate not only the first tangible charge of such a nature, but the motives and political affiliations of the instigator.

### **APPROPRIATION—NEEDS OF THE COMMISSION**

This Commission has been severely handicapped by an inadequate appropriation and will not be able to meet all of the exacting demands made on it until the importance and scope of its work are fully realized by the Finance and Appropriation Committees of the General Assembly. The Commission is of the opinion that its needs would be more fully comprehended by the Finance and Appropriation Committees **IF THEY WOULD ADOPT AND USE THE BUDGET-MAKING SYSTEM SO NECESSARY FOR A FULL COMPREHENSION OF THE NEEDS OF THE VARIOUS DEPARTMENTS AND INSTITUTIONS OF OUR STATE GOVERNMENT.**

This Commission feels that an appropriation adequate to meet its growing needs is justified by the success which has attended its work so far, handicapped, as it has been, by all the trials and tribulations of the introduction of a new idea in the state government as well as by a great volume of work, more fully explained elsewhere in this report.

The improvement in the classified service due to the administration of the merit system far outweighs the money expended in obtaining it. It must be borne in mind that the work of this Commission increases, not only in proportion to the number of positions subject to competitive examinations and the special qualifications necessary in these positions, but in the diversity of its

duties in the administration of the office in its ordinary daily routine.

As a matter of fact, this Commission does not receive any compensation for the duties and responsibilities connected with its office, nor does it receive any fees of any kind from any source whatsoever when necessary to appear in court and render legal services for the defense of the Civil Service Law.

The amended law provides as a continuing annual minimum appropriation for the traveling, incidental and contingent expenses, exclusive of the salary of the Secretary and Chief Examiner, the sum of \$3,400. It has been necessary to use this small amount in the most economical manner possible and to attend only to the most important and pressing duties of the Commission.

By way of comparison, your attention is called to the amount of work done by this Commission with that done by similar commissions elsewhere and also to a comparison of the amount of money expended by this Commission with that of other commissions. (See Table VII., pages 98 and 99.)

The expenditures will be found in the "Financial Statement" of this Commission which appears in this report and the comparative appropriations will be found in a table which follows.

In addition to the continuing annual appropriation of \$5,800 (salary of Secretary and Chief Examiner, \$2,400, and for all other purposes \$3,400), there should be added an adequate appropriation for the following purposes:

(1) For publishing notices of examinations in the public press, technical journals and other mediums within the State of Colorado, in order that all citizens and taxpayers may have full information of every opportunity to make application to enter the public service.

(2) For the payment of a reasonable per diem to persons acting as examiners for the time they are actually employed and for which their services are actually needed, including the payment for the services of experts, as they are needed, in the preparation and rating of technical examination papers.

(3) For the employment, under the direction of this Commission, of an "Economy and Efficiency Expert."

(4) For an addition to the fund of \$3,400 for regular employes in the office of the Commission and for traveling and incidental expenses of the members of the Commission and its employes in the discharge of its duties.

(5) For an incidental fund to pay for the services of assignable clerks and stenographers for use in the various departments and institutions as occasion requires, under the control and direction of this Commission.

(6) For the court costs, printing, etc., necessary in the litigation of questions concerning the interpretation of the Civil

Service Law, as well as for the employment of counsel when necessary.

(7) For the expenses of the Commissioners and the Secretary and Chief Examiner in attending as delegates the Twelfth Session of the National Assembly of Civil Service Commissions, to be held at Los Angeles, California, in June, 1915.

### SUGGESTED LEGISLATION

The Commission recommends the enactment of the following legislation:

1. An amendment to Article XII. of the Constitution, to read as follows:

#### "ARTICLE XII.

"Appointments and promotions in the civil service of the State, and of all the civil divisions thereof, including cities and towns, shall be made according to merit and fitness to be ascertained, so far as practicable, by competitive examinations."

This amendment is almost an exact copy of section 9 of Article V. of the Constitution of the State of New York, adopted in 1894. It would not extend the Civil Service Law except as enacted by the legislature or initiated by the people, but it would remove questions and objections as to its application. It would have the sole effect of declaring the policy of the state to the Assembly, and governing bodies of civil divisions, and of supporting existing legislation.

2. An amendment to the Civil Service Law making it applicable to all positions in all departments of the public service not specifically exempted by the present Civil Service Law or not specifically exempted by any laws heretofore or hereafter enacted.

3. An amendment to the Civil Service Law empowering the Commission to classify and denominate positions in accordance with duties and responsibilities, and to grade in accordance with salaries.

4. Make a specific appropriation of the fund created by examination fees and placed in the State Treasury to the credit of the Commission, such fund to be subject to the order of the Civil Service Commission.

5. Make an appropriation for the publication of notices of examinations in a proper manner to attract the most efficient applicants.

6. Make an appropriation for the employment of additional clerical assistants, stenographers when needed, examiners for occasional services, experts, investigators, traveling expenses for members of the Commission and employes when on the business of the Commission, including examiners giving practical tests in various parts of the state, and also salary and expenses for an



“Economy and Efficiency Expert.” Also make an appropriation for the payment of necessary legal services.

7. Make an appropriation of an incidental fund to pay for the services of assignable clerks and stenographers for occasional services in the various departments and institutions, under the control and direction of the Civil Service Commission.

8. Make an appropriation for supplies, postage, printing, stationery, etc.

9. Make an appropriation for the expenses of the Commissioners and the Secretary and Chief Examiner to attend the Twelfth Session of the National Assembly of Civil Service Commissions, to be held at Los Angeles, California, in June, 1915.

It is suggested that the appropriation for all the purposes of the Civil Service Commission be based upon a mill levy or upon the total pay-roll of the state.

Attention is called to the fact that, if an act were passed by the legislature creating a supply department, by which bids for all kinds of supplies for all departments and institutions, as well as for printing, could be received by a “Commissioner of Supplies” or “Purchasing Agent,” and contracts placed with the lowest bidder, with the approval of the Auditing Board, the saving to the state would be enormous. These supplies could then be distributed from a central point, on requisition, and the accounts kept by the “Commissioner of Supplies,” thus having an accurate check at any and all times on each separate department and institution.

The Commission also recommends the enactment of legislation to the effect that the Water Commissioners throughout the state be included in the classified service so they may be selected for ascertained fitness by reason of experience in and knowledge of practical irrigation, instead of for political reasons.

The Commission further recommends the enactment of legislation whereby the fees of all officers and employes of the District and County Courts, as well as all other fee offices, shall be deposited with the State Treasurer, and that the employes of such courts and offices shall be paid through the State Treasurer’s office in the same manner as other state employes.

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In conclusion, the Commission desires to express its sincere appreciation to His Excellency, Governor Elias M. Ammons, for his assistance and co-operation in enforcing the Civil Service Law.

Respectfully submitted,

WILLIAM W. GRANT, JR.,  
*President.*

HENRY A. HICKS,  
FRANK McLAUGHLIN,  
*Commissioners.*

REPORT  
OF THE  
SECRETARY AND CHIEF EXAMINER

To the Honorable  
the Civil Service Commissioners  
of the State of Colorado.

Gentlemen: I beg to submit for your consideration this report of the conduct of the office of the Civil Service Commission by your Secretary and Chief Examiner for the biennial period beginning December 1, 1912, and ending November 30, 1914, with the object of more clearly showing the various phases and the extent of the work accomplished.

You are respectfully referred to the appropriate headings and the appendixes following.

*ALICE ADAMS FULTON,*  
*Secretary and Chief Examiner.*

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**EXTENSION OF THE CLASSIFIED SERVICE  
UNDER THE AMENDMENT OF 1912**

With the adoption by the people of the initiated Amendments to the Civil Service Law, which Amendments became effective January 22, 1913, the classified service was increased from about 350 persons under the original act of 1907 (which affected the penal and charitable institutions of the state only) to about 1,179 persons under the amended law—an increase of over 300 per cent.

The work of the Commission was increased proportionately, and, as the Commission had been practically inactive during the preceding biennial period, having had no funds for the employment of an adequate office force, a thorough reorganization was necessary. All the records of the office were indexed and classified so that immediate reference might be had to all details of records and files, and a modern system of maintaining a complete and accurate record of each employe in the service of the state, from the date of filing the application for examination until separated from the service, was inaugurated. Schedules of examination were published; the vast amount of correspondence resulting from

these schedules was taken care of promptly; a uniform system of submitting pay-rolls was established; the lists of employes of all departments and institutions entitled to certification for pay under the law were obtained, and the names, with all other necessary information, entered on the roster. Practically the first nine months of the year 1913 were spent in reorganizing the department and enforcing compliance with the law. It became necessary to devote a great deal of time to conferences with the heads of departments and institutions in regard to the necessary formalities for compliance with the law, and, on account of the very small appropriation at the disposal of the Commission, the office force was limited to the former Secretary and Chief Examiner, Mr. Erwin L. Regennitter, with only two regular assistants. Mr. Regennitter was Secretary and Chief Examiner until November 1, 1913, and we are in his debt for the very valuable work he did in getting the work of the Commission under way, particularly in rendering legal advice on all matters pertaining to compliance with the law.

Considering the many difficulties under which the Civil Service Commission has been forced to labor, the work accomplished as outlined herein is very gratifying.

### RECORDS OF THE OFFICE ANALYZED

The records show that the Commission has, in the biennial period, held 91 meetings; conducted 46 original entrance examinations in the competitive class, at which there were examined 592 applicants, of whom 225 passed, 117 failed and the results of examinations of 250 applicants have not yet been compiled; certified for appointment 43 civil servants; conducted 5 hearings; certified 2 removals; examined and checked 1,228 pay-rolls, involving the monthly checking of about 1,100 items; entered daily all the information regarding changes in the departments and institutions on the roster from which pay-rolls are checked, not a single error having been made in the certification of pay-rolls. Aside from this, more than 300 efficiency reports have been examined and filed, and a very voluminous correspondence has been promptly answered; a Civil Service Library has been compiled and classified and the correspondence has included constant communication with other Civil Service Commissions throughout the country.

During the biennial period there was appropriated, aside from the minimum statutory appropriation of \$5,800 a year, the sum of \$250 each year for the purchase of supplies, including printing, postage, stationery, etc., which sum was disbursed through the office of the Secretary of State. The total expenditures for the period were \$12,001.41.

A financial statement will be found on pages 35 to 37 in this Report, from which it will be seen that only a very small amount of the examination fees placed to the credit of the Commission by the State Treasurer, under the law, has been used, and the total revenue derived from examination fees during the period amounts to \$1,555.

The range and extent of the work of this department of the public service plainly calls for a substantial increase in appropriation and the employment of additional assistants.

The work of the Civil Service Commission of the State of Colorado is very extensive and the questions presented to it for consideration and decision are varied and important. The task of conducting the affairs of the Commission and its office is arduous, and the duties are intricate. The necessity for an increased appropriation sufficient for the extension of the work in accordance with the suggestions found elsewhere in this report, is imperative in the interest of the state.

Your attention is called to the fact that the enormous amount of work already accomplished has been made possible only by the sacrifice of their own time made by the entire office force, in working nights, Sundays and holidays, without vacation, during the entire biennial period.

### RESULTS OBTAINED

While it may seem to be supererogation to set forth the reason for the adoption of a principle of administration of public affairs now so well known and so cordially accepted by the American people, it may not be amiss to emphasize the chief results already secured in Colorado by the application of the merit system to appointments in public office.

It is now a well-recognized fact, openly championed by the various heads of departments and institutions, that wherever employes have been appointed through the certification by the Civil Service Commission, it has resulted in a considerable increase in the efficiency of their respective departments and a corresponding decrease in the cost of administration. This is more fully demonstrated in other portions of this report and upon perusal of the reports of those departments the heads of which have been appointed as the result of an examination.

Another important result which has already been secured in this state is a distinct elevation in the tone and attitude of public servants toward the public good.



## EXAMINATIONS

A number of notable examinations were held during the last biennial period. Among them were:

Positions	Salary
Commissioner of Public Printing .....	\$ 2,500.00
Commissioner of Insurance.....	3,000.00
Commissioner of Immigration.....	3,600.00
(Former salary, but not appropriated by the 19th General Assembly; certified and appointed, and performing duties of the position without pay from the state.)	
Inspector of Oils.....	1,600.00
Deputy Inspector of Oils.....	1,500.00
(2 appointed)	
Warden of the Reformatory, maintenance and .....	2,500.00
Deputy Warden of the Reformatory, maintenance and .....	1,200.00
State Game and Fish Commissioner .....	2,000.00
Deputy Game and Fish Commissioner .....	1,500.00
Superintendent of State Fish Hatcheries .....	1,500.00
State Inspector of Steam Boilers .....	2,500.00
Deputy Inspector of Steam Boilers .....	1,800.00
(2 appointed.)	
Superintendent of the State Insane Asylum .....	3,000.00
(and full maintenance)	
Secretary of the State Wage Board .....	1,200.00

Your particular attention is invited to Appendix IV., in which the examinations held for all positions and their rating are fully analyzed.

The State of Colorado is the only state without sufficient appropriation to employ assistant examiners, examination clerks and other employes, in order that examinations for positions in each separate department may be held to ascertain special qualifications, not only by written, but also by oral and other practical tests.

In order that the entire machinery of the administrative government might not be held up at the beginning of the present administration, it was necessary for the Civil Service Commission to certify for pay the names of those already occupying positions in the service of the state.

Examinations were held as soon as possible and in order of importance for the purpose of providing eligible lists from which certification might be made to fill vacancies as they might occur. This accounts for the fact that the Secretary's report shows a large number of persons included in the classified service and being certified for their salaries without having passed an examination or having received their appointment as a result of certification from an eligible list.

Thus, if the department heads will do their duty in weeding out the inefficient and unqualified, in time only the most fit will remain in the classified service.

The first examination of a series of over forty different classes of positions, was held on October 18, 1913, and is found below on "Third Schedule." The first and second schedules were prepared for the purpose of filling the executive positions in which vacancies would soon occur. However, all the examinations designated on the second schedule were postponed excepting those for Commissioner of Immigration and Inspector of Oils. All the examinations noted on the third schedule were held as scheduled (excepting the examinations advertised for those positions for which no applications were filed and which are noted in Table I of the "Statistical Abstract"), as were also all those appearing on the fourth schedule (excepting the examination for Physicians and Alienists, for which no applications were filed). Of those examinations scheduled on what is known as the "Fifth Schedule," that for Pure Food Commissioner and that for State Bank Commissioner and Deputies were postponed until after January 1, 1915, at the request of Governor Ammons. The examinations for minor employes of the State Game and Fish Department were postponed because of the impracticability of holding them at the time scheduled and the examinations for Secretary of the State Wage Board, on July 15, 1914, and for Clerks and Stenographers, on October 24, 1914, were held.

The various schedules of examinations which have been published by this Commission are found in Appendix II.

Examinations for certain minor positions in the state institutions failed to produce a sufficient number of eligibles. This is due to the small salaries paid and the small number of people in this state possessing the necessary institutional experience.

Competitive promotional examinations have not been held for skilled laborers, excepting the examination of applications of record and reference. An examiner to give proper practical tests for positions in the skilled-labor class is necessary.

In all work pertaining to examinations the Commission has endeavored to conform strictly to the spirit of the Civil Service Law by providing that "all examinations shall be absolutely impartial, practical in their character, and with paramount regard to the matters which will fairly test the relative capacity and fitness of the persons examined for the service which they seek to enter."

It may be stated here that the most important factor in arriving at the results which have been obtained thus far is the care and attention which has been given to the rating of experience. In addition to the regular questions which appear on every printed application blank, a supplemental experience sheet is also filled out, and questions additional to the printed ones are added to every supplemental experience sheet. These additional questions

pertain especially to the position for which the examination is to be held, so that, if no assembled written or practical tests are given, the experience and personal qualifications shown on these applications are an adequate means of determining the "relative capacity and fitness of persons examined for the service which they seek to enter" in many cases.

A definite basis of rating "experience and personal qualifications" is determined upon before the extracts from the applications are made, thus eliminating any possible criticism which might be made of favoritism, as the identity of the applicant, of course, appears on the application.

In this connection, it is interesting to note that the application blanks contain the full educational and business history of every applicant from the time he or she enters school, besides ascertaining physical and personal qualifications.

When technical examinations are held, the services of experts in their respective lines are obtained in preparing questions and in rating papers after examination. Very often the technical departments of the educational institutions assist us.

It is very gratifying to the Commission that such experts have been very generous in volunteering their services as there were no funds available for the employment of special assistants, and I wish to take this occasion personally to express my appreciation of the kindness, courtesy and co-operation with which I have met without exception at the hands of the heads of departments and institutions, the experts who have assisted us, and all with whom I have come in official contact.

It is our desire to impress the critics of this Commission and its employes, with the fact that the identity of applicants whose papers are being examined and rated is not known or revealed to anyone having to do with their examination and rating. In order to fully protect applicants, as a rule typewritten copies of the written answers are made and furnished to each member of what is known as an "Examining Board," composed of experts along the particular line of the examination. Each member of this examining board then rates each question, and the ratings given by the respective examiners are averaged; or the different members of this examining board agree upon the proper answer to each question in advance and these answers then form the basis for rating the answers of the applicants.

This explanation is made thus fully for the reason that this Commission and its employes are constantly subjected to the criticisms of the malicious and ignorant to the effect that we are incapable of rating technical questions; or that the services of outside examiners are obtained who may show partiality to their friends. In the light of the above explanation of our methods, it can be clearly seen that partiality is impossible.

For further details see Appendix III., "Method of Conducting an Assembled Examination."



## CRITICISMS AND MISAPPREHENSIONS CORRECTED

The most frequent criticism of the merit system is that none but those "fresh from school and the theoretical" can pass examinations. This criticism is usually made by persons entirely ignorant of the character and methods used in the examinations, and by those who have not come in actual contact with the administration of this Civil Service Law. As a matter of fact, there are very few, if any, examinations which have been given by this Commission that could be successfully passed by one fresh from school, for the reason that such careful attention is given the experience sheets that, without considerable experience which must relate to the position sought, it is quite impossible for one to have his or her name placed upon the eligible list. When a regularly assembled written examination is given, care is exercised to avoid asking questions that do not pertain directly to the duties of the position sought. For instance, a trained machinist, or a trained boiler-maker, just out of technical school or having served a full apprenticeship, *might* answer technical questions in a written examination. By way of illustration, in the examination given by this Commission for the position of State Boiler Inspector, part of the written examination consisted of a report made of an inspection of a boiler. The answers clearly revealed those who were experienced and those who were not. In many cases—in fact, it is the general rule—the rank of candidates in technical examinations tallies with the experience shown on the applications, thus proving the practical character of the written examinations.

An investigation of any or all of the examinations in their entirety, and the results thereof, demonstrate conclusively that a purely technical man, without practical experience, no matter of how high order his training might be, could not pass with as high a rating as the man with the experience in addition.

The actual examination questions, for lack of space, are not included in this report, but a list of all examinations, with the subjects and weights and the subdivisions of experience as shown on the applications, is found in Appendix IV. In all examinations where a thesis has been given the subject is noted.

This Commission has at all times endeavored to ascertain and adopt the most improved methods in conducting examinations, wherever appropriate to Colorado's needs and to that end has enlisted the co-operation of the various Civil Service Commissions throughout the country, to all of whom we are indebted for their generous response.

## CLASSIFICATION

In positions bearing general titles, such as "Clerk," the duties are not always at all similar. Some of the positions of "Clerk" in the State House require qualifications of such a special order that there is no way to differentiate between them or to specify them

in a sub-class title except to state the exact position in the respective departments. Every clerk, no matter what *special* qualifications or experience he might possess, must have certain general knowledge, such as spelling, commercial arithmetic and capability of writing legibly, at least; all clerks must have had sufficient experience in general office work to be able to answer ordinary questions on office methods. But, having passed this sort of general examination, and having been placed on an eligible list for certification to a general clerkship, this is not sufficient for certification to a position such as "Clerk" in the Public Examiner's office, for instance, where the duties are almost entirely of an accounting, bookkeeping, auditing, and semi-legal nature. These special qualifications fitting the duties of the position must be determined by an examination along the particular line applicable to these duties, and the title of "Clerk" given by the legislature is meaningless. The special experience shown on the application, together with the references and the record of the applicant, in addition to the general examination, may sometimes be sufficient to determine these special qualifications. This is a matter for determination by this Commission in individual cases until means are provided for the employment of an Economy and Efficiency Expert and a rational standardization of positions can be made.

### NEED FOR AN ECONOMY AND EFFICIENCY EXPERT

The scope of the work of this Commission is wide and far-reaching. Its main purpose is to increase the efficiency and the economic administration of the public business of the various departmental and institutional groups of employes—that is, to devise methods of securing, in co-operation with the heads of departments and institutions, more work, or better work, or both, at the present cost, or the same amount and quality of work at less cost; and to prevent the duplication of work by different departments or by different groups of employes in the same department.

In addition, the work of an economy and efficiency expert contemplates increasing the efficiency of the individual employe and the keeping of a record of his or her work, by which the efficiency of the employe may be fairly tested and used as a factor in promotion or discharge.

Most of the work thus far done by the Civil Service Commission has been in the nature of ground-clearing.

The reclassification of positions on the basis of duties and the making of a permanent record of such duties, cannot be accomplished without an economy and efficiency expert whose duty it would be to undertake what is technically known as "charting the service." This is done in part by means of diagrams showing the arrangement of the various positions within a given department in such a way as to indicate the relation of one position

to another in reference to duties, authority and compensation, and in some cases in reference to lines of promotion.

Such classification and charting of positions should accomplish the following results:

1. Promote accurate and workable standardization for examination—a matter already referred to;
2. Aid in ascertaining the line of promotion from one position to another—a matter which has heretofore been a subject of confusion in many branches of the service;
3. Aid in the proper fixing and maintaining of uniform salaries for similar work;
4. Aid in the ascertainment of efficiency—whether of a group or an individual, and whether reached by cost-figuring or by personal reports of superiors—and make efficiency a factor to be more fully availed of in promotions, fixing of salaries, and separations from the service; and
5. As the final result of the four preceding features, to enable department and institution heads to secure more efficient work; for an employe needs a specific goal as an incentive to render the best service; and to institute and maintain economical methods of handling their forces.

The securing of the most efficient service and the most economical administration of public affairs consistent with efficiency, are the main objects to be accomplished by the employment of an economy and efficiency expert.

The department of economy and efficiency, under the direct supervision of the Civil Service Commission, with an expert in charge, should do for the State of Colorado what is being done for great corporations by "organization" and "efficiency" experts, and by the national government. Recognizing the necessity for efficient and economical administration, four years ago there was created a "Commission on Economy and Efficiency," consisting of the founders of this system. These experts, after thorough investigation, classification and charting of all departments of the federal government, submitted to the President of the United States a report upon which the economy and efficiency of the various departments of our national government are being reorganized, under the direction of Professor Frederick A. Cleveland, president of the commission referred to.

Colorado's state government has grown up piecemeal, by the addition of new departments or positions as needed or acquired. As in private corporations so in state governments, the officials are compelled to attend to their daily tasks of administration and they have little or no time to make a thorough study of the system which buries them. For this reason, the Civil Service Commission finds it now necessary to create an economy and efficiency department and to employ an expert familiar with successful practice elsewhere, who will devote his entire time and attention, in co-oper-



ation with the heads of the departments and institutions, to scientifically systematizing the work. In connection with the economy and efficiency department of the Civil Service Commission, there should be established an accounting and cost-keeping division.

### STANDARDIZATION OF SALARIES

Efficient public service begins with the individual. He must be trained to see a future before him. In order to bring this about two things are necessary: first, civil service regulations which make merit the determining factor in appointments and promotions; and, second, standardized salaries so that compensation will be in accordance with duties and responsibilities performed.

TO SAFEGUARD THE TAXPAYERS OF THE STATE, Colorado must take steps toward this end.

The Civil Service Commission therefore must adopt a new classification of all positions in the public service based on the accepted principles of scientific management. Hereafter promotions should be determined by examination, length of service and the efficiency of the individual. Heretofore the entrance examination has been the only test required of those who have been appointed from eligible lists. With the creation of the proposed economy and efficiency department, with an expert at its head, all positions will be placed in classes according to the general line and character of the work, duties and responsibilities involved. Classes will be divided into grades and grades again subdivided into groups. Promotion from grade to grade will be by examination, but advancement from group to group within a grade will be determined by length of service and the efficiency of the individual.

Such a classification should be in the possession of this Commission shortly after the convening of the Twentieth General Assembly, to determine the compensation for the various grades and groups before any appropriation bill for salaries is drafted. When this is done, the State of Colorado will have civil service rules providing for entrance and promotion on the merit basis, as well as standardized salaries.

Such a department of economy and efficiency, with its experts, under the supervision of the Civil Service Commission, would, immediately after inauguration, begin making a thorough survey of the civil service of the state, studying the organization of the various state departments and institutions, investigating salaries, methods, etc., and analyzing the duties and responsibilities of the various positions. While this is being done, department heads and individuals will be consulted and service cards distributed among all the employes in the various departments and institutions. These service cards, when returned to the Civil Service Commission, properly filled out by both employer and employe, will give in detail the duties and responsibilities of the various positions, and the work accomplished; they will also show the length of service of the incumbent, perquisites if any, and, in

case of supervisory positions, the number of subordinates, methods employed, etc.

The following are a few of the objectionable features that exist in the public service of the State of Colorado:

1. There is no fixed minimum salary for new employes entering the service in any one class, sub-class, or grade. One stenographer may be originally appointed to a position paying \$600 a year, another to a \$900 position and still another to a \$1,200 position.

2. There is no provision for increase on the basis of service and efficiency, duties and responsibilities.

3. Personal influence is still the prevailing method of seeking salary increases.

4. There is no fixed minimum for any grade positions.

5. Positions with similar duties receive widely varying compensation in the different departments.

6. There is a multiplicity of titles, often misleading and meaningless.

7. Salaries are automatic and no distinction is made between positions of varying duties and responsibilities.

8. Salaries are confused with contractual relations and *vice versa*. Salaries ("wages"), horse hire, telephones, supplies, incidentals and fees are intermingled. There are no segregated accounts in most instances.

9. Some positions are sinecures.

10. Some services are underpaid.

11. Some services are overpaid.

12. Salaries are wasted because of duplication of work.

All these objectionable features and wasteful methods will be largely eliminated with the creation of an economy and efficiency department, under the supervision of the Civil Service Commission, in the following manner:

1. Minimum and maximum salaries will be fixed for all positions.

2. Promotions from grade to grade, as well as appointments, will be strictly governed by competitive examinations.

3. Advancement from group to group within respective grades will be in accordance with efficiency and economy practiced, duties and responsibilities performed, and seniority of service.

4. New appointees will begin in a position paying the lowest salary within that grade.

5. Positions with the same duties will receive the same compensation.

6. Titles will be descriptive of the duties and responsibilities of positions.



7. Salaries—"wages"—will be divorced from horse hire, supplies and contractual relations. The pernicious fee system will be abolished and all revenue turned into the State Treasury.

8. Salaries will be fixed in accordance with duties and responsibilities.

9. Sinecures will be abolished.

Whatever may be considered to be the merits or demerits of the recommendations for the inauguration of the foregoing system, the opportunity rests with the legislature to make the necessary appropriation for this Commission to inaugurate the procedure of determining salaries on the basis of duties and responsibilities, which, in the opinion of the national experts on economy and efficiency, is the only sound method of fixing compensation for personal service.

On this basis, following the lead of other states where the splendid public administration is due to the wisdom of having trained men and women in the service, Colorado must train men and women for her public service, and offer them a future and an inducement to maintain their efficiency.

### THE MERIT SYSTEM EPITOMIZED

The spirit of the merit system is in keeping with the spirit of democratic institutions.

It gives to every citizen an equal chance according to his ability to participate directly in the affairs of the government.

IT IS FAIR AND JUST, because it makes no discrimination between candidates on account of personal or political prejudice.

IT IS SCIENTIFIC, because it makes possible the selection by competitive examination of the persons best equipped by training and experience for particular positions.

IT IS ECONOMICAL, because it eliminates waste of time and energy in partisan political effort.

IT IS BUSINESS-LIKE, because it puts a premium on official conduct, capacity, and energy.

IT IS PROGRESSIVE, because it establishes a goal toward which officials and employes are encouraged to strive.

### ACKNOWLEDGMENTS

I desire to express to the members of this Commission my very deep appreciation of their valuable direction and generous contribution of time, without which the many intricate legal questions which have been presented would have been impossible of solution.

Not only have they cheerfully responded to the many calls for special meetings whenever their advice and counsel were imperative, but they have spent many long hours on Sundays, holidays

and evenings, advising on official business, and, whenever necessary, they have used their legal talents and their time, without remuneration of any kind, to sustain and enforce the Civil Service Law and to make a successful administration possible.

To all state officials and heads of departments and institutions, I wish to express my appreciation of the uniform courtesy and co-operation which I have received; and I acknowledge deep obligation to Governor Elias M. Ammons for his support of the Civil Service Law.

Respectfully submitted,

*ALICE ADAMS FULTON,*  
*Secretary and Chief Examiner.*

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FINANCIAL STATEMENT

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# Financial Statement

## INCIDENTAL FUND—1913

### RECEIPTS

Appropriation..... \$ 3,400.00

### DISBURSEMENTS

Salaries.....	\$ 2,543.38	
Traveling Expenses.....	17.59	
Postage.....	195.92	
Printed Blanks.....	106.55	
Official Notices.....	26.32	
Supplement to Compilation of Law and Rules.....	34.29	
Office Furniture.....	13.65	
Office Supplies.....	5.35	
Stationery.....	64.70	
Typewriter and Supplies.....	81.00	
Biennial Report, 1911-12.....	37.16	
Membership Fee, National Assembly of Civil Service Commissions	10.00	
Unused Balance, Transferred to General Fund.....	264.09	\$ 3,400.00

## INCIDENTAL FUND—1914

### RECEIPTS

Appropriation..... \$ 3,400.00

### DISBURSEMENTS

Salaries.....	\$ 2,689.71	
Traveling Expenses.....	87.50	
Postage.....	75.00	
Printed Blanks.....	27.50	
Official Notices.....	90.59	
Compilation of Law and Rules.....	166.13	
Supreme Court Briefs.....	45.05	
Court Costs.....	10.00	
Office Furniture.....	12.90	
Office Supplies.....	52.70	
Stationery.....	92.85	
Typewriter Supplies.....	11.00	
Telegrams.....	2.56	
Long-Distance Telephone.....	8.07	
Express.....	.21	
Membership Fee, National Assembly of Civil Service Commissions	10.00	
Unused Balance, Transferred to General Fund.....	18.23	\$ 3,400.00



**SECRETARY'S SALARY FUND—1913**

## RECEIPTS

Appropriation.....	\$ 2,400.00
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## DISBURSEMENTS

Secretary's Salary, Jan. 17, 1913, to Nov. 30, 1913 .....	\$ 2,090.30
Unused Balance, Transferred to General Fund .....	309.70
	<u>\$ 2,400.00</u>

**SECRETARY'S SALARY FUND—1914**

## RECEIPTS

Appropriation.....	\$ 2,400.00
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## DISBURSEMENTS

Secretary's Salary, Dec. 1, 1913, to Nov. 30, 1914 .....	\$ 2,400.00
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**GENERAL INCIDENTAL FUND—1913-14**

## RECEIPTS

Appropriation.....	\$ 500.00
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## DISBURSEMENTS

Postage.....	\$ 101.00
Official Notices.....	57.16
*Printing.....	140.15
Office Furniture.....	16.30
Stationery.....	49.85
Typewriter Supplies.....	36.36
Telegrams.....	3.77
Long-Distance Telephone.....	20.65
Express.....	3.40
Miscellaneous.....	5.50
Office Supplies.....	65.55
Unused Balance, Transferred to General Fund.....	.31
	<u>\$ 500.00</u>

\*NOTE.—It is impossible to segregate items of printing, on account of the system in vogue, whereby printing bills incurred on requisitions drawn on this fund are not submitted to the department, but are approved by the Commissioner of Public Printing and sent by him to the Secretary of State, who disburses this fund, for payment.

**CASH FUND—1913-14**

(Created from the payment of examination fees, required by section 12 of the Civil Service Act of 1907.)

Balance in Hands of State Treasurer, Nov. 30, 1912 ..... \$ 355.20

## RECEIPTS

Examination Fees, Dec. 1, 1912, to Nov. 30, 1914 ..... 1,555.00      \$ 1,910.20

## DISBURSEMENTS

Salaries ..... \$ 439.49

Postage ..... 21.00

Office Supplies ..... 1.25

Examination Fees Refunded (Examination Cancelled) ..... 27.00

Miscellaneous ..... 5.00

Balance, Nov. 30, 1914 ..... 1,416.46      \$ 1,910.20

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APPENDIX I.

LITIGATION

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# APPENDIX I.

## LITIGATION

### DECISIONS OF COURTS AFFECTING CIVIL SERVICE

While the Commission does not seek unnecessary litigation, it calls attention to the fact that in whatever litigation with which it has been forced to concern itself, it has been uniformly sustained by the courts. The Commission has been represented in this litigation mostly by its members. Without fee or compensation of any kind or cost to the state, questions very important to the general public in the administration of the Civil Service Law have been decided.

### CASES

**Clayton vs. The Civil Service Commission of the State of Colorado**  
(55 Colo., p. 83; 132 Pac., p. 73).

This litigation resulted from the examination for Commissioner of Insurance. This examination was one of the first to be held after the Amendment of 1912 became effective and when the Commission and employes were not as at present constituted.

Clayton, the then incumbent, took the examination and passed sixth. Clayton instituted a suit claiming:

(1) That the questions propounded in the examination were prepared by a person not a member nor an employe of the Civil Service Commission;

(2) That the answers to the questions given in the examination were marked and graded by persons not members nor employes of the Civil Service Commission, and for this reason the questions were necessarily known to them in advance of the examination.

The case was carried to the Supreme Court, where Clayton was defeated. The court held that the Commissioners had the power to have the questions prepared and the ratings made by any qualified person selected by them.

**Fraser vs. Shinn—Injunction.**

This controversy arose over the office of State Game and Fish Commissioner. The incumbent, Shinn, refused to be examined or to comply with the Civil Service Law. Fraser took the examination and passed with the highest rating. Shinn refused to vacate and refused to surrender the books and papers of the office, although the Governor had made the appointment of Fraser immediately upon his being certified by the Commission. Fraser brought a suit in injunction to restrain Shinn from interfering with his possession of the books, records, files and offices. The preliminary injunction was granted by Judge George W. Allen of the District Court, and an appeal was taken to the Supreme Court where it is still pending, undetermined.

The facts involved are these:

The complaint alleged that Fraser had taken the Civil Service examination, had passed highest, had been duly certified, had been appointed by the Governor, had filed his oath and bond, and had demanded possession of the office, which was refused by Shinn, who was maintaining forceful possession of the books and records. Further, the complaint alleged that the people were being greatly injured by reason of the office being inoperative and inactive; that the game and fish laws were being violated; and that great and irreparable injury was being done the state by reason of the inactivity of Shinn and the disadvantage under which Fraser was compelled to act without possession of the books and records; that, under the appointment of Fraser, Shinn was a trespasser without color of right or title to the office; that the complaint did not seek to try the title to the office, but merely to obtain possession of the books, records, files and paraphernalia of the office.

The answer of Shinn set up that he was appointed in 1911 for a period of two years; that his term expired in 1913; that, by reason of being a "hold-over" and having received his pay through certification by the Civil Service Commission, the state was estopped to deny his right to the office under the Civil Service Law; that he was legislated into office by the adoption of the Amendment to the Civil Service Law which became effective January 22, 1913; that the form of action was not proper and that it was an effort to try the title to public office by injunction and that *quo warranto* was the proper remedy.

**The People of the State of Colorado ex Rel. John Rush, District Attorney vs. James A. Shinn—In Quo Warranto.**

This case was brought by the District Attorney in the name of the people to test the right to the office of State Game and Fish Commissioner, claimed by both James A. Shinn and Walter B. Fraser; the former being incumbent who refused to take the examination given by the Civil Service Commission, and the latter having taken the examination and passed highest.

The case was tried before Judge John H. Denison of the District Court, whose finding was in favor of the right of Fraser, and

a writ of ouster was entered and a stay of proceedings denied. Shinn thereupon appealed to the Supreme Court and applied for a writ of supersedeas, which was denied, and Fraser was installed in the office of State Game and Fish Commissioner. This case is also still pending in the Supreme Court, undetermined.

**Borcherdt vs. The Civil Service Commission, State Auditor, Governor, et al.—In Mandamus.**

Borcherdt, the petitioner, was Deputy State Game and Fish Commissioner under James A. Shinn. He sought a writ to compel the Governor to sign the voucher, the Civil Service Commission to certify him for pay, and the State Auditor to issue a warrant from January 27, 1914, to June 6, 1914; the claim being that he was Deputy Game and Fish Commissioner under Shinn, the former incumbent; that Fraser had been appointed by the Governor as a result of a Civil Service examination and had qualified on January 27, 1914; that on February 28, 1914, Fraser had discharged the petitioner from his position; that Fraser did not get his writ of ouster in *quo warranto* and possession of his office until June 6, and therefore had no authority to discharge any of the employes of the Game and Fish Department prior to that time; and hence he claimed the right to salary from February 28 to June 6.

The Civil Service Commission and the other defendants, through their attorneys, filed a demurrer to this petition, which was argued before Judge C. C. Butler of Division 3 of the District Court at Denver, who sustained the demurrer and dismissed the writ.

**Pierce, Burke and Cummings vs. The Civil Service Commission et al.—In Mandamus.**

This case arose upon the same facts as those stated above in the Borcherdt case and the same pleading was filed, setting up practically the same state of facts, except that the three petitioners joined as petitioners, claiming a common right, and each claiming the right to an order for a different amount of salary; that is, each claiming his own salary from February 28 to June 6.

The demurrer filed was upon the grounds:

(1) That the petitioners had not taken an examination nor been certified by the Civil Service Commission as entitled to pay for the time claimed;

(2) That there was an improper joinder of petitioners, in that the rights of the petitioners were severable and not joined, and that each did not have an interest in the whole cause of action;

(3) That the petitioners were employed by the former incumbent, Shinn, who was not, during the time for which the petitioners were claiming salary, a *de facto* officer; that they were discharged on February 28, 1914, by Fraser for



the sake of economy in the department, who was both *de jure* and *de facto* officer at that time.

The court sustained the demurrer on all the points raised, and dismissed the writ.

Neither the Borchardt case nor the Pierce case was appealed to the Supreme Court.

#### **Murray vs. Kenehan, as State Auditor.**

Plaintiff was a stenographer in the office of the Public Utilities Commission. She sought to mandamus the Auditor for her salary. He refused payment on the ground that her name was not certified by the Civil Service Commission. A demurrer to the alternative writ was filed on this ground. The demurrer was overruled by Judge George W. Allen in the District Court and his decision was affirmed by the Supreme Court by a four-to-three decision. The latter court also dismissed the writ of error. No opinion was filed. The decision has the effect of leaving the law in the greatest uncertainty, as a repeal by implication—a thing presumably not favored theretofore—is the result of the court's holding. It is difficult to understand wherein the conflict lies, and therefore impossible for this Commission to judge what the holding might be in the case of employes of other subsequently created departments, concerning which disputes may arise as to whether or not employes thereof are included in the classified service. The holding of the majority of the Supreme Court leaves the door open to political manipulation and further litigation. The Commission was divided on the above question, Judge Hicks taking the position that it was intended by the legislature to exempt the employes of the Public Utilities Commission.

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In all the foregoing cases one or more members of the Commission appeared as counsel, gratis, in the interests of the merit system.

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APPENDIX II.

SCHEDULES  
OF EXAMINATIONS

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## APPENDIX II.

### SCHEDULES OF EXAMINATIONS

#### NOTICE OF EXAMINATIONS

FOR

State Commissioner of Public Printing

AND

State Commissioner of Insurance

Denver, Colo., Jan. 4, 1913.

PUBLIC NOTICE is hereby given that examinations for the positions of:

State Commissioner of Public Printing

will be held January 22, 1913, at Denver.

#### INFORMATION

The above examination is held for the purpose of filling a vacancy shortly to occur in the position of State Commissioner of Public Printing, and for creating an eligible list from which vacancies may be filled as they occur.

This examination is open to citizens of the State of Colorado, who must be practical printers, with a thorough knowledge of the details of all kinds of book and job work, and who have had at least five years' experience therein, said experience not more than one year removed from date of examination, and must qualify in a bond to the State of Colorado in the amount of \$20,000. The position carries a salary of \$2,500 per annum.

The subjects of the examination and the weights given them are as follows: Spelling 5, Arithmetic 5, Letter Writing 5, Penmanship 3, Copying from rough draft 17, Abbreviations 5, Correcting proof (embracing interpretation of proofreaders' marks) 15, Tabulating (arranging of matter in tabular form and indication of the cast) 10, Experience as job and book compositor, estimating and computing job and book work 35.

**State Commissioner of Insurance**

will be held January 23, 1913, at Denver.

## INFORMATION

The above examination is held for the purpose of filling a vacancy shortly to occur in the position of State Commissioner of Insurance and for creating an eligible list from which vacancies may be filled as they occur.

This examination is open to electors of the State of Colorado, who must be experienced in the insurance business and qualify in a bond to the state in the amount of \$30,000. The position carries a salary of \$3,000 per annum.

The subjects of the examination and the weights given them are as follows: Spelling 7, Arithmetic 5, Letter Writing 5, Penmanship 3, Duties of the Position 20, Experience and Personal Qualifications 30, Insurance 30.

## DATE OF FILING APPLICATIONS

Applications must be made on blanks furnished by the Commission and filed with the Commission at Denver on or before January 20, 1913.

Write at once for application blanks and other information to:

T. L. H. FRIBOURG,

Clerk Civil Service Commission,  
514 Boston Bldg., Denver, Colo.



## NOTICE OF EXAMINATIONS

NOTICE IS HEREBY GIVEN that open competitive examinations to fill vacancies shortly to occur in the state positions hereinafter named will be held at Denver, Colorado, on the dates herein stated:

Position	Salary	Examination
Commissioner of Immigration.....	\$3,600.00	March 4, 1913
do Deputy.....	1,500.00	do
Inspector of Oils.....	1,600.00	March 10, 1913
do Deputy.....	1,500.00	do
State Engineer.....	3,000.00	March 17, 1913
do Deputy.....	6.00 per day	do
Inspector of Steam Boilers.....	2,500.00	March 24, 1913
do Deputy.....	1,800.00	do
Warden of the Penitentiary.....	2,500.00	March 31, 1913
Warden of the Reformatory.....	2,500.00	do
Game and Fish Commissioner.....	2,000.00	April, 7, 1913
do Deputy.....	1,500.00	do
Dairy Commissioner.....	2,000.00	April 14, 1913
do Deputy.....	1,500.00	do

Applications for the above examinations must be made on blanks furnished by the Commission and filed with the Commission at Denver at least seven (7) days prior to the date set for the examination desired.

Write at once for application blanks and information to:

ERWIN L. REGENNITTER,  
Secretary and Chief Examiner,  
514 Boston Building, Denver, Colo.

## SCHEDULE OF EXAMINATIONS

TO BE HELD BY THE

### Civil Service Commission of the State of Colorado

Denver, Colo., August 18, 1913.

PUBLIC NOTICE is hereby given that the Civil Service Commission of the State of Colorado will hold open, competitive examinations for positions in the State Institutions and Departments, as follows, to-wit:

Position	Salary Per Month	Date of Examination 1913	Last Day for Filing Applications 1913
*Clerk (two grades).....	\$ 25 to \$100	Oct. 18	Oct. 10
*Stenographer (two grades).....	25 to 100	Oct. 18	Oct. 10
*Typist.....	25 to 50	Oct. 18	Oct. 10
*Bookkeeper.....	\$ 25 to \$100	Oct. 25	Oct. 20
(NOTE—Applicants for above-named positions may take any or all by so stating on the application blank.)			
*Printer (Teacher of Printing).....	\$ 60	Oct. 25	Oct. 20
Nurse Attendant (for the Insane).....	\$ 25 to \$ 33	Oct. 20	Oct. 15
Nurse (Practical).....	25 to 50	Oct. 20	Oct. 15
Nurse (Professional).....	Regular rates	Oct. 20	Oct. 15
Matron and Nurse for Children.....	\$ 20 to \$ 50	Oct. 20	Oct. 15
Matron and Housekeeper.....	10 to 35	Oct. 20	Oct. 15
Supervisor for Boys and Girls.....	25 to 35	Oct. 20	Oct. 15
*Guard (Penitentiary and Reformatory).....	\$ 65 to \$ 75	Oct. 25	Oct. 20
*Turnkey, Cell-House Keeper, Overseer.....	} \$ 25 to \$ 85	Oct. 25	Oct. 20
*Watchman (Gateman, etc.).....			
Cook.....	\$ 20 to \$ 75	Oct. 30	Oct. 25
Baker.....	20 to 60	Oct. 30	Oct. 25
Laundryman and Laundress.....	20 to 65	Oct. 30	Oct. 25
Seamstress (Teacher of Dressmaking).....	25 to 40	Oct. 30	Oct. 25
Tailor (Teacher of Tailoring).....	50 to 95	Oct. 30	Oct. 25
Blacksmith (Teacher of Smithing).....	70	Oct. 30	Oct. 25
Shoemaker (Teacher of Shoemaking).....	70	Oct. 30	Oct. 25
Carpenter.....	paid by the hour, or \$ 50 to \$75	Nov. 8	Nov. 1
Plumber (Plumbers' Helper) paid by the hour, or	40	Nov. 8	Nov. 1
Chaplain (and Teacher).....	30 to 75	Nov. 15	Nov. 10
Sloyd Teacher.....	60	Nov. 15	Nov. 10
Mason (and Teacher of Masonry).....	60	Nov. 15	Nov. 10
Dairyman.....	30 to 45	Nov. 15	Nov. 10
Driver and Hostler.....	25	Nov. 15	Nov. 10
Superintendent of Stables.....	60 to \$ 90	Nov. 15	Nov. 10
Herdsmen (Fort Collins).....	60	Nov. 15	Nov. 10
Farmer (Ranch Superintendent).....	} 40 to 100	Nov. 22	Nov. 17
Farm Hands for Teaming, Irrigating, etc.....			

Position	Salary Per Month	Date of Examination 1913	Last Day for Filing Applications 1913
Gardener, Florist.....	25 to 75	Nov. 22	Nov. 17
*Machinist.....by the hour, or	\$ 70	Nov. 22	Nov. 17
*Electrician.....	60 to \$110	Nov. 22	Nov. 17
*Engineer.....	100 to 110	Nov. 22	Nov. 17
Fireman.....	\$ 25 to \$ 75	Nov. 22	Nov. 17
Janitor.....	25 to 75	Nov. 22	Nov. 17
Elevator Pilot.....	25 to 75	Nov. 22	Nov. 17
*Telephone Operator.....	\$ 25 to \$ 75	Dec. 6	Dec. 1
*Librarian.....	40 to 125	Dec. 6	Dec. 1
*Quartermaster, Commissary, Steward, etc.....	30 to 125	Dec. 6	Dec. 1
Laborers, Yard Men, Domestics, Carboys, Maids, etc.....	\$ 20 to \$ 65	Dec. 6	Dec. 1

(The salaries for positions in institutions are generally supplemented by maintenance.)

Those applying for examinations marked thus (\*) may take any of such examinations at any one of the following places:

Boulder	Denver	Granby	Lamar
Buena Vista	Durango	Grand Junction	Leadville
Canon City	Fort Collins	Greeley	Monte Vista
Colorado Springs	Fort Morgan	Gunnison	Montrose
Cripple Creek	Glenwood Springs	Hugo	Pueblo
Delta	Golden	La Junta	Steamboat Springs
			Trinidad

Those applying for positions *not* marked thus (\*) *need not present themselves* at any given examination point, as no written tests will be given for these positions, the examination being confined to experience and personal fitness for the position sought, and ratings will be made on experience, training, qualifications and personal characteristics, as shown on the application blank, by answers to questions pertaining to experience in each separate position appearing on the application blank, and by investigation of references, record, etc.

All applications must be made on blanks furnished by the Commission and filed with the Commission, either in person or by mail, on or before the last days named in the schedule. These application blanks will be furnished on request during the period of thirty days immediately preceding the last days for filing applications.

In requesting application blanks of the Commission, applicants should state specifically the position, or positions, for which examination is desired.

For application blanks and further information, address:

CIVIL SERVICE COMMISSION OF THE STATE OF COLORADO,

ERWIN L. REGENNITTER,

Secretary and Chief Examiner,

Capitol Building, Denver, Colo.

## SCHEDULE OF EXAMINATIONS

TO BE HELD BY THE

### Civil Service Commission of the State of Colorado

Denver, Colo., November 28, 1913.

NOTICE IS HEREBY GIVEN that the Civil Service Commission of the State of Colorado will hold open, competitive examinations for the purpose of creating eligible lists for the positions hereinafter named, as follows:

Position	Salary	Last Day for Filing 1913	Date of Examination 1913
Warden of the State Reformatory.....	\$ 2,500.00	Dec. 17	Dec. 22
Deputy Warden of the Reformatory.....	1,200.00	Dec. 17	Dec. 22
Game and Fish Commissioner.....	2,000.00	Dec. 17	Dec. 23
Deputy Game and Fish Commissioner.....	1,500.00	Dec. 17	Dec. 23
Superintendent of State Fish Hatcheries.....	1,500.00	Dec. 17	Dec. 23
Inspector of Steam Boilers.....	2,500.00	Dec. 17	Dec. 24
Deputy Inspector of Steam Boilers.....	1,800.00	Dec 17	Dec. 24
		1914	1914
Superintendent of the State Insane Asylum.....	3,000.00	Jan. 8	Jan. 15
Assistant Superintendent of the State Insane Asylum .....	1,500.00	Jan. 8	Jan. 15
Physicians and Alienists at the Insane Asylum and the State Home and Training School for Mental Defectives.....	1,200.00 to 1,500.00	Jan. 8	Jan. 15

These examinations will all be held in the Chamber of the House of Representatives, Capitol Building, Denver, Colorado, at 9 o'clock a. m., on the dates given above.

These examinations will be open to qualified electors of the State of Colorado.

Applicants for examination for the position of Inspector of Steam Boilers are required by statute to be well qualified, from practical experience, in the use and construction of boilers, engines, generators, superheaters, and their appurtenances used for the generating of steam for power, steaming or heating purposes, to enable them to judge of their safety for use as such, and shall be neither directly nor indirectly interested in the manufacture, ownership or sale thereof.

Applicants for examination for the position of Deputy Inspector of Steam Boilers are required by statute to have not less than five years' actual practical experience in the operation of steam engines, steam boilers and steam machinery.

Applicants for examination for the position of Superintendent of the State Insane Asylum are required by statute to be physicians, graduates of an incorporated medical college, of at least

ten years' experience in the practice of its profession, and with at least five years' actual experience in a hospital for the treatment of the insane.

Applicants for examination for the position of Assistant Superintendent of the State Insane Asylum are required to be physicians of at least five years' practice in their profession.

Applications for the above examinations must be made on blanks furnished by the Commission and filed at the office of the Commission in Denver, either in person or by mail, on or before the last days for filing named above.

For application blanks and further information, address:

CIVIL SERVICE COMMISSION OF THE STATE OF COLORADO,

ALICE ADAMS FULTON,

Secretary and Chief Examiner,  
Capitol Building, Denver. Colo.



## SCHEDULE OF EXAMINATIONS

TO BE HELD BY THE

### Civil Service Commission of the State of Colorado

Denver, Colo., June 20, 1914.

NOTICE IS HEREBY GIVEN that the Civil Service Commission of the State of Colorado will hold open, competitive examinations for the purpose of creating eligible lists for the positions hereinafter named, as follows:

Position	Salary	Last Day for Filing 1914	Date of Examination 1914
Secretary of the State Wage Board.....	\$ 1,200.00	July 10	July 15
Minor Employes in the State Game and Fish Department (Chief Game Wardens, Deputy Game Wardens, Fish Culturists, Spawn Takers, etc.)	600.00 to 1,200.00	Sept. 9	Sept. 19
Pure Food Commissioner.....	2,500.00	Oct. 12	Oct. 17
Clerks and Stenographers (General and Legislative).....	900.00 to 1,200.00	Oct. 19	Oct. 24
State Bank Commissioner.....	3,600.00	Nov. 9	Nov. 14
Chief Deputy State Bank Commissioner.....	2,400.00	Nov. 9	Nov. 14
Deputy State Bank Commissioners.....	1,800.00	Nov. 9	Nov. 14

These examinations will be held in the Senate Chamber, Capitol Building, Denver, Colorado, at nine (9) o'clock a. m., on the dates given above. The examination for minor employes in the State Game and Fish Department will also be held in Durango, Grand Junction and Steamboat Springs, and when requesting application blanks applicants for examination for positions in that department should state where they desire to take the examination.

These examinations will be open to qualified electors of the State of Colorado.

Applicants for examination for the position of State Bank Commissioner are required by statute to have had at least five years' experience as bankers, and shall not be interested, directly or indirectly, in any bank in Colorado, except as depositors.

Applications for the above examinations must be made on blanks furnished by the Commission and filed at the office of the Commission in Denver, either in person or by mail, on or before the last days for filing named above.

For application blanks and further information, address:

CIVIL SERVICE COMMISSION OF THE STATE OF COLORADO,

ALICE ADAMS FULTON,

Secretary and Chief Examiner,

Capitol Building, Denver, Colo.

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APPENDIX III.

METHOD OF CONDUCTING AN  
ASSEMBLED EXAMINATION

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## APPENDIX III.

### METHOD OF CONDUCTING AN ASSEMBLED EXAMINATION

(1) Notice of each examination is published in accordance with the Rules, which notice sets forth the nature of the examination, the date upon which the same will be held, the final date for receipt of applications, and the preliminary requirements, if any, for entry to the examination.

(2) Upon receipt of request for application blanks, after the examination has been advertised, the applicant receives a notice giving more specific information regarding the examination, including the subjects covered in the examination, together with their weights, and at the same time the application blanks are furnished, which must be filled out and filed at the office of the Commission on or before the last day named in the published schedule.

(3) The applications are then examined for the purpose of ascertaining whether or not the applicants have complied with the preliminary requirements, such as age, residence, citizenship, and the statutory requirements in cases where they exist, which entitle them to enter the examination.

(4) After the last day for filing, notices to appear for examination at the hour and place designated are sent to applicants who have filed their applications and are entitled to enter the examination; but each such notice states specifically that the examination of the applicant is not conclusive that his application has been finally accepted, and that he may be disqualified for cause even after examination.

(5) At the time and place designated, the applicants are assembled for examination. Each is handed a large envelope, numbered, and a slip bearing the same number which appears on

the envelope. This number is used for identification during the conduct of the examination only, and then destroyed.

(6) The applicant is first required to fill out a "Declaration Sheet," which he then places, together with the State Treasurer's receipt for the examination fee, both bearing his name, in an "Official Envelope," which is sealed and, in turn, placed in the large envelope. All the papers referred to in this paragraph are handed the applicant on entrance to the examination room, excepting the receipt for the fee, which he must present for admittance. The applicant is cautioned not to place any number or any mark of any kind on the official envelope or any of the other papers by which his identity might become known to the examiners. If an identification mark of any kind appears on any of the papers, the applicant is disqualified and his papers are not rated.

(7) The applicant is then handed a "Preliminary Sheet," with printed instructions in regard to the examination, and also containing a list of the subjects to be covered in the examination, with the percentage to be given each subject, corresponding with the first notice which accompanied the application blank. This preliminary sheet is for the information and guidance of the applicant and is placed in the large envelope with all the other papers at the close of the examination. It is on the spaces provided on this preliminary sheet that the final ratings are placed.

(8) Question sheets pertaining to each subject to be covered are given out separately, or in such order that no one leaves the room leaving a subject or sheet unfinished.

(9) Should an applicant retire during the examination, or should they all leave the room for lunch, no unfinished subjects or pages are left upon the desks, but all papers must be placed in the large envelope, which is handed to the examiner in charge and which is not returned to the applicant; but the applicant retains the number corresponding to that on the large envelope in order that all papers at the close of the examination may be placed in his envelope, which is identified by the number on the slip.

(10) At the conclusion all papers are placed in the numbered envelopes; the applicant then seals his envelope and destroys the slip bearing his number; and the corresponding number on the envelope is erased.

(11) Each envelope is later numbered, the seal broken and all the papers, and the official envelope contained in it, are given an identical number, in order that the papers of each applicant may be kept together. The papers are then rated, the identity of the applicants remaining unknown; the final averages, exclusive of "Experience" being credited to "Candidate No. 1," etc.

(12) The subject of "Experience and Personal Qualifications" is rated on the applications, and the ratings on that subject are, of course, credited to the candidate whose name is necessarily known.



(13) The ratings on the written examination and on "Experience" are made up in separate tables, and when such ratings have been approved by the Commission, the "Official Envelopes" are opened, in the presence of the Commissioners. The identity of "Candidate No. 1" being thus disclosed, his rating on the written examination is added to his rating on "Experience," and his total average rating is ascertained.

All applicants are then notified of their ratings, the rank in which they stood, and whether they passed or failed.

The eligible list is then made up, containing all the necessary information, and the examination papers are indexed and filed.



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APPENDIX IV.

EXAMINATIONS

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## COMPETITIVE EXAMINATIONS HELD

Date	Examination for	Subjects of Examination	Weights
1913		1. Spelling..... 2. Arithmetic..... 3. Letter-Writing..... 4. Penmanship..... 5. Copying from Rough Draft..... 6. Abbreviations..... 7. Correcting Proof..... 8. Special Subject..... (Estimating, Tabulating and Computing) 9. Education, Experience and Personal Qualifications.....	5% 5% 5% 3% 17% 5% 15% 20% 25%
Jan. 22	<b>COMMISSIONER OF PUBLIC PRINTING</b>		100%
Jan. 23	<b>COMMISSIONER OF INSURANCE</b>	1. Spelling..... 2. Arithmetic..... 3. Letter-Writing..... 4. Penmanship..... 5. Duties of the Position..... 6. Insurance..... 7. Education, Experience and Personal Qualifications.....	7% 5% 5% 3% 20% 30% 30%
			100%

<p>Mar. 4</p>	<p><b>COMMISSIONER OF IMMIGRATION AND DEPUTY</b></p>	<p>1. Spelling..... 5%                  2. Arithmetic..... 5%                  3. Geography and General Information..... 10%                  4. Thesis..... 25%                      Composition, Argumentation, Conciseness, } each..... 10%                      Resources, Attractions, Possibilities, } each..... 15%                      -----                      25%                  5. Publicity and Methods..... 25%                      (Each answer to each question extracted in same manner as experience, and rated for comparative knowledge shown.)                  6. Education, Experience and Personal Qualifications..... 30%</p>	<p>100%</p>
<p>Mar. 10</p>	<p><b>INSPECTOR OF OILS, AND DEPUTY</b></p>	<p>1. Spelling..... 5%                  2. Arithmetic..... 5%                  3. Letter-Writing (Composition, etc.)..... 5%                  4. Duties of the Position..... 20%                  5. Practical Questions..... 30%                  6. Education, Experience and Personal Qualifications..... 35%</p>	<p>100%</p>



Date	Examination for	Subjects of Examination	Grade A Weights	Grade B Weights
1913		<ol style="list-style-type: none"> <li>1. Spelling.....</li> <li>2. Arithmetic.....</li> <li>3. Copying from Plain Copy..... (Rated for accuracy, neatness and form)</li> <li>4. Copying from Rough Draft..... (Rated for accuracy)</li> <li>5. Letter-Writing..... (Rated for composition, style, punctuation, capitalization)</li> <li>6. Penmanship (rated on letter-writing).....</li> <li>7. Office Methods, Practice and General Information.....</li> <li>8. Education, Experience and Personal Qualifications..... General Experience as Clerk, rated for length of time, class of positions held and degree of responsibility..... 50% Special and Incidental Experience..... 30% Education..... 20%</li> </ol>	<p>5% 10% 5% 5% 15% 10% 20% 30%</p>	<p>5% 10% 15% 15% 10% 15% 10% 20%</p>
Oct. 18	<p><b>CLERK</b> (Grade A, positions paying \$60.00 per month and over.)  (Grade B, positions paying less than \$60.00 per month.)</p>	<p>100%</p>	<p>100%</p>	<p>100%</p>

<p>Oct. 18</p>	<p><b>STENOGRAPHER</b> (Grade A, positions paying \$60.00 per month and over.)</p>	<p>1. Spelling..... 5%</p> <p>2. Arithmetic..... 5%</p> <p>3. Copying from Plain Copy..... 10%</p> <p>4. Copying from Rough Draft..... 10%</p> <p>5. Letter-Writing..... 10%</p> <p>6. Stenography and Transcribing..... 40%</p> <p>7. Education, Experience and Personal Qualifications..... 30%</p>	<p>5%</p> <p>5%</p> <p>10%</p> <p>10%</p> <p>10%</p> <p>40%</p> <p>20%</p>
<p>Rated for:</p> <p>(a) Education..... 30%</p> <p>(b) Experience as Stenographer..... 30%</p> <p>(Length of Time, Class of Position, Degree of Responsibility)</p> <p>(c) Special and Incidental Experience, aside from stenographic experience..... 30%</p> <p>(d) References and Record showing qualifications of applicant..... 10%</p>	<p>100%</p> <p>100%</p> <p>30%</p> <p>10%</p> <p>100%</p>	<p>100%</p> <p>100%</p> <p>30%</p> <p>10%</p> <p>100%</p>	<p>100%</p> <p>100%</p> <p>30%</p> <p>10%</p> <p>100%</p>

Date	Examination for	Subjects of Examination	Weights
1913		<p><b>Education, Training, Experience and Personal Qualifications—</b>            Rated on Application as follows:</p>	
Oct. 20	<p><b>MATRON AND HOUSEKEEPER</b></p>	<p>(1) Age and Physical Condition (20% each).....</p> <p>(2) Education and Training.....</p> <p>(3) Experience in Housekeeping, Cooking, Sewing, Teaching, where and character of work; also Teaching and other incidental experience.....</p> <p>(4) References and Record.....</p>	<p>40%</p> <p>20%</p> <p>20%</p> <p>20%</p> <p>100%</p>
		<p>1. Spelling.....</p> <p>2. Arithmetic.....</p> <p>3. Copying from Plain Copy.....</p> <p>4. Letter-Writing (Composition, etc.).....</p> <p>5. Penmanship.....</p> <p>6. Bookkeeping and Practical Questions.....</p> <p>7. Education and Experience.....</p>	<p>5%</p> <p>10%</p> <p>10%</p> <p>10%</p> <p>10%</p> <p>30%</p> <p>25%</p>
Oct. 25	<p><b>BOOKKEEPER</b></p>	<p>Rated for:</p> <p>(a) Education.....</p> <p>(b) General and Incidental Experience.....</p> <p>(c) Bookkeeping Experience.....</p>	<p>100%</p> <p>20%</p> <p>70%</p> <p>100%</p>

<p>1. Spelling.....</p> <p>2. Arithmetic.....</p> <p>3. Copying from Rough Draft.....</p> <p>4. Letter-Writing (Composition, etc.).....</p> <p>5. Abbreviations.....</p> <p>6. Tabulating.....</p> <p>7. Practical Questions.....</p> <p>8. Experience, Education and Personal Qualifications.....</p>	<p>5%</p> <p>5%</p> <p>15%</p> <p>5%</p> <p>5%</p> <p>10%</p> <p>25%</p> <p>30%</p>
<p>Rated for:</p>	
<p>(a) Experience as Printer.....</p>	<p>20%</p>
<p>(b) Experience as Teacher.....</p>	<p>20%</p>
<p>(c) Variety of Presses.....</p>	<p>10%</p>
<p>(d) Experience at the Case.....</p>	<p>10%</p>
<p>(e) Managing Boys.....</p>	<p>10%</p>
<p>(f) Military Drill.....</p>	<p>10%</p>
<p>(g) Other Incidental Experience.....</p>	<p>10%</p>
<p>(h) Length of Time Worked as Printer.....</p>	<p>10%</p>
<p>100%</p>	<p>100%</p>

Oct. 25

**PRINTER AND**

**TEACHER OF PRINTING**  
(Industrial School for Boys)

Date	Examination for	Subjects of Examination	Weights
1913		1. Spelling..... 2. Arithmetic..... 3. Copying from Plain Copy..... 4. Duties of the Position (Practical Questions)..... 5. Verbal Orders (Memory Test)..... 6. Education, Experience and Personal Qualifications.....	5% 5% 10% 30% 15% 35%
Oct. 25	<b>GUARD</b> (Penitentiary) (Reformatory)	Rated as follows: (a) Age and Physical Condition..... 10% (b) Experience as Guard, Overseer, in Army or Navy, or some other similar position..... 40% (c) Experience as Farmer, Gardener, Horseman, Miner, Road-Builder, Carpentering, Tailoring, or other Trade or Craft; or Teaching or any other incidental experience..... 40% (d) References and Record..... 10%	100% 100%



<p>Oct. 25</p>	<p><b>WATCHMAN</b></p>	<p>1. Spelling..... 5%</p> <p>2. Arithmetic..... 5%</p> <p>3. Copying from Plain Copy..... 10%</p> <p>4. Duties of the Position (Practical Questions)..... 30%</p> <p>5. Experience and Personal Qualifications..... 50%</p> <p>Rated for:</p> <p>(a) Age..... 33 1/2%</p> <p>(b) Experience..... 33 1/2%</p> <p>(c) Physical Condition..... 33 1/2%</p> <p>100%</p>
<p>Oct. 30</p>	<p><b>SHOEMAKER AND TEACHER OF SHOEMAKING</b></p>	<p><b>Experience and Personal Qualifications—</b> Rated on Application, as follows:</p> <p>(1) Age and Physical Condition..... 20%</p> <p>(2) General Experience as Shoemaker..... 20%</p> <p>(3) Special Experience especially applicable to position sought..... 20%</p> <p>(4) Experience as Teacher..... 20%</p> <p>(5) References and Record..... 20%</p> <p>100%</p>

Date	Examination for	Subjects of Examination	Weights
Oct. 30	<b>COOK</b>	<p><b>Experience, Training and Personal Qualifications—</b>                      Rated on Application, as follows:</p> <ul style="list-style-type: none"> <li>(1) Age and Physical Condition.....</li> <li>(2) Experience and Training.....                      (Kind of experience considered)</li> <li>(3) References and Record.....</li> </ul>	<p>33½%                      33½%                      33½%</p> <hr/> <p>100%</p>
1913	<b>SEAMSTRESS</b>	<p><b>Experience and Personal Qualifications—</b>                      Rated on Application, as follows:</p> <ul style="list-style-type: none"> <li>(1) Age.....</li> <li>(2) Physical Condition.....</li> <li>(3) General Incidental Experience.....</li> <li>(4) Special Experience in Institutions.....</li> <li>(5) References and Record.....</li> </ul>	<p>20%                      20%                      20%                      20%                      20%</p> <hr/> <p>100%</p>

<p>Oct. 30</p>	<p><b>BLACKSMITH</b></p>	<p><b>Experience and Personal Qualifications—</b>                      Rated on Application, as follows:</p> <p>(1) Age and Physical Condition.....</p> <p>(2) Special Experience pertaining to position sought.....</p> <p>(3) References and Record.....</p>	<p>33½%</p> <p>33½%</p> <p>33½%</p> <hr/> <p>100%</p>
<p>Nov. 8</p>	<p><b>CARPENTER AND SLOYD TEACHER</b></p>	<p><b>Experience and Personal Qualifications—</b>                      Rated on Application, as follows:</p> <p>(1) Age and Physical Condition.....</p> <p>(2) General Experience (as Carpenter).....</p> <p>(3) Special Experience (incidental to position sought).....</p> <p>(4) Experience as Teacher.....</p> <p>(5) Reference and Record.....</p>	<p>20%</p> <p>20%</p> <p>20%</p> <p>20%</p> <p>20%</p> <hr/> <p>100%</p>

Date	Examination for	Subjects of Examination	Weights
1913	<p style="text-align: center;"><b>CHAPLAIN AND TEACHER</b></p>	<p style="text-align: center;"><b>Experience, Education and Personal Qualifications—</b>                      Rated on Application, as follows:</p> <p>(1) Education..... 20%</p> <p>(2) Age and Physical Condition..... 20%</p> <p>(3) General and Incidental Experience, including sociological, charitable, correctional work, research work, penology, etc..... 20%</p> <p>(4) Experience as Teacher..... 20%</p> <p>(5) References and Record..... 20%</p>	<p style="text-align: center;">100%</p>
Nov. 15		<p style="text-align: center;"><b>FARMER, RANCH SUPERINTENDENT, HERDSMAN, ETC.</b></p>	<p style="text-align: center;"><b>Experience, Training, Education and Personal Qualifications—</b>                      Rated on Application, as follows:</p> <p>(1) Age and Physical Condition..... 25%</p> <p>(2) Education (Agricultural)..... 25%</p> <p>(3) Experience..... 25%</p> <p>(4) References..... 25%</p>

<p>Nov. 22</p> <p style="text-align: center;"><b>MACHINIST</b></p>	<p><b>1. Practical Questions</b>..... 60%</p> <p>(Rated by Mechanical Engineering Department of University of Colorado)</p> <p><b>2. Training, Experience and Personal Qualifications</b> ..... 40%</p> <p>Rated for:</p> <table border="1" style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 80%;">(a) Education.....</td> <td style="width: 20%; text-align: right;">15%</td> </tr> <tr> <td>(b) Training.....</td> <td style="text-align: right;">15%</td> </tr> <tr> <td>(c) Physical Condition.....</td> <td style="text-align: right;">15%</td> </tr> <tr> <td>(d) Habits, etc.....</td> <td style="text-align: right;">15%</td> </tr> <tr> <td>(e) General Experience as Machinist.....</td> <td style="text-align: right;">20%</td> </tr> <tr> <td>(f) Special and Incidental Experience.....</td> <td style="text-align: right;">20%</td> </tr> <tr> <td colspan="2" style="border-top: 1px solid black; text-align: right;"><b>100%</b></td> </tr> </table>	(a) Education.....	15%	(b) Training.....	15%	(c) Physical Condition.....	15%	(d) Habits, etc.....	15%	(e) General Experience as Machinist.....	20%	(f) Special and Incidental Experience.....	20%	<b>100%</b>	
(a) Education.....	15%														
(b) Training.....	15%														
(c) Physical Condition.....	15%														
(d) Habits, etc.....	15%														
(e) General Experience as Machinist.....	20%														
(f) Special and Incidental Experience.....	20%														
<b>100%</b>															



Date	Examination for	Subjects of Examination	Weights
1913		<b>1. Practical Questions.</b> (Rated at University of Colorado)	60%
Nov. 22	<b>ELECTRICIAN</b>	<b>2. Training, Experience and Personal Qualifications</b> Rated for: (a) Education..... 15% (b) Training..... 15% (c) Physical Condition..... 15% (d) Habits, etc..... 15% (e) General Experience as Electrician..... 20% (f) Special and Incidental Experience..... 20%	40%
			100%
Nov. 22	<b>ENGINEER (STEAM)</b>	<b>1. Practical Questions.</b> (Rated by Mechanical Engineering Department of University of Colorado)	60%
		<b>2. Training, Experience and Personal Qualifications</b> Rated for: (a) Education..... 15% (b) Training..... 15% (c) Physical Condition..... 15% (d) Habits, etc..... 15%	40%
			100%

		<p>(e) Experience as Engineer..... 20%</p> <p>(f) Incidental Experience, such as Machinist, Electrician, etc..... 20%</p> <hr/> <p>100%</p>	
<p>Nov. 22</p>	<p><b>FIREMAN</b></p>	<p><b>Experience and Personal Qualifications—</b>                  Rated on Application, as follows:</p> <p>(1) Age and Physical Condition..... 33½%</p> <p>(2) Experience as Fireman, or in work incidental..... 33½%</p> <p>(3) References and Record..... 33½%</p> <hr/> <p>100%</p>	
<p>Nov. 22</p>	<p><b>JANITOR</b></p>	<p><b>Experience and Personal Qualifications—</b>                  Rated on Application, as follows:</p> <p>(1) Age and Physical Condition..... 33½%</p> <p>(2) Experience as Janitor, in care of rooms, radiators, pipes, heating systems, plumbing, furnaces and all things incidental..... 33½%</p> <p>(3) References and Record..... 33½%</p> <hr/> <p>100%</p>	

Date	Examination for	Subjects of Examination	Weights
1913 Dec. 11	TELEPHONE OPERATOR	<ol style="list-style-type: none"> <li>1. Training, Education and Personal Qualifications .....</li> <li>2. Verbal Orders (accuracy and memory test).....</li> <li>3. Practical Questions and Duties of the Position.....</li> </ol>	<p>25%</p> <p>25%</p> <p>50%</p> <hr/> <p>100%</p>
Dec. 11	QUARTERMASTER, COMMISSARY, STEWARD	<ol style="list-style-type: none"> <li>1. Education, Training, Personal Qualifications and Experience in Similar Positions .....</li> <li>2. Bookkeeping.....</li> <li>3. Spelling, 5%; Penmanship, 5%..... (Rating on answers to bookkeeping questions)</li> <li>4. Knowledge of General Merchandise.....</li> <li>5. Arithmetic.....</li> </ol>	<p>30%</p> <p>20%</p> <p>10%</p> <hr/> <p>30%</p> <p>10%</p> <hr/> <p>100%</p>

<p>Dec. 11</p>	<p><b>LIBRARIAN</b> (GENERAL ASSISTANT SCHOOL OF MINES TRAVELING LIBRARY)</p>	<p>Rated for:</p>
<p>1. Education, Training, Experience and Personal Qualifications .....</p>		<p>30%</p>
<p>(a) Education and Training.....</p>		<p>40%</p>
<p>(b) Experience in Libraries..... (Size of library, character of library, length of time and duties considered in rating)</p>		<p>50%</p>
<p>(c) Other Clerical and Incidental Experience.....</p>		<p>10%</p>
<p>2. Practical Questions and Cataloguing.....</p>		<p>70%</p>
<p>.....</p>		<p>100%</p>
<p>.....</p>		<p>100%</p>

Date	Examination for	Subjects of Examination	Weights
1913		<p><b>1. Experience, Training and Personal Qualifications</b> .....</p> <p>Rated for:</p> <p>(a) Knowledge of and experience in work of sociological nature and methods of controlling and directing offenders against the law, as shown on application 15%</p> <p>(b) Experience in educational work and knowledge of work of a reformatory nature gained by observation and study..... 15%</p> <p>(c) <b>Executive Experience</b>—class of experience, degree of responsibility and initiative necessary to produce results and success obtained..... 50%</p> <p>(d) References and Record, showing fitness for position..... 20%</p>	40%
Dec. 22	<p><b>WARDEN OF REFORMATORY AND DEPUTY</b></p>	<p><b>2. Thesis</b>..... 100%</p> <p>Subject:</p> <p>“Write a thesis on “The Objects and Purposes of a Reformatory,” giving in addition your ideas as to the proper conduct of the Colorado State Reformatory (having all its peculiarities in mind), so as to obtain</p> <p>(a) The best economic results to the State;</p> <p>(b) The best discipline;</p> <p>(c) The best mental, moral and physical effect on the inmates and the best preparation for efficiency, respect of laws and usefulness after leaving the institution.”</p> <p><b>3. Practical Questions:</b>.....</p>	30%
			100%



- 1. Fish Culture (Practical Questions)..... 20%
- 2. Game and Fish Laws (Practical Questions)..... 20%
- 3. Essay on Special Subject..... 25%

Subject of Essay:

"Write an essay, enumerating and describing briefly the duties which devolve by law upon the Game and Fish Commissioner and upon the Deputy Game and Fish Commissioner; also giving your ideas of the most effective and economical method of conducting the Game and Fish Department of Colorado; stating the number of employees specifically fixed by statute, with the titles of their positions and salaries; also what employes, in addition to those specified by statute, you consider necessary for the proper propagation, preservation, and care of the game and fish of the state and an estimated total amount necessary to be expended in salaries."

Rated for:

- Spelling..... 5%
- Composition..... 5%
- Subject-Matter..... 15%

35%

4. Experience, Fitness for Position Sought and Personal Qualifications

Rated on Application for:

- (a) Executive, financial and general business experience and training ..... 50%
- (b) Knowledge of game and fish and of fish culture, theoretical and practical ..... 25%
- (c) Knowledge of Colorado lakes, streams and forests and general local conditions..... 15%
- (d) References and Record..... 10%

100%

Date	Examination for	Subjects of Examination	
1913		<ol style="list-style-type: none"> <li>1. <b>Fish Culture (Practical Questions)</b>.....</li> <li>2. <b>Game and Fish Laws (Practical Questions)</b>.....</li> <li>3. <b>Essay on Special Subject (Same as for Commissioner)</b>.....</li> <li>4. <b>Experience, Fitness for Position Sought and Personal Qualifications</b> .....</li> </ol>	<p>20%</p> <p>20%</p> <p>25%</p> <p>35%</p>
Dec. 23	<p><b>DEPUTY GAME AND FISH COMMISSIONER</b></p>	<p>Rated for:</p> <ul style="list-style-type: none"> <li>(a) Executive, financial and general business experience and training . . . . .</li> <li>(b) Knowledge of game and fish and of fish culture, theoretical and practical. . . . .</li> <li>(c) Knowledge of Colorado lakes, streams and forests and general local conditions.....</li> <li>(d) References and Record.....</li> </ul>	<p>25%</p> <p>35%</p> <p>30%</p> <p>10%</p> <hr/> <p>100%</p>

<p>Dec. 23</p> <p style="text-align: center;"><b>SUPERINTENDENT OF STATE FISH HATCHERIES</b></p>	<p>1. <b>Practical Questions on Fish Culture and Hatcheries</b>..... 40%</p> <p>2. <b>Essay on Special Subject</b>..... 20%</p> <p style="padding-left: 2em;">Subject of Essay:</p> <p style="padding-left: 4em;">"Write an essay, containing not over 300 words, outlining the duties of the Superintendent of State Fish Hatcheries and making suggestions in relation to the improvement of fish culture in the state."</p> <p>3. <b>Experience, Fitness for Position and Personal Qualifications</b>..... 40%</p> <p style="padding-left: 2em;">Rated for:</p> <p style="padding-left: 4em;">(a) Executive experience in the conduct of hatcheries..... 30%</p> <p style="padding-left: 4em;">(b) Knowledge of fish (scientific and practical)..... 30%</p> <p style="padding-left: 4em;">(c) Knowledge of Colorado (streams, temperature, etc.)..... 30%</p> <p style="padding-left: 4em;">(d) References and Record..... 10%</p> <hr style="border: 0.5px solid black;"/> <p style="text-align: right;">100%</p>
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Date	Examination for	Subjects of Examination	Weights
1913		<p><b>1. Experience and Personal Qualifications</b>.....</p> <p>Rated for:</p> <p>(a) Actual experience in the use, care and repair of steam boilers ..... 50%</p> <p>(b) Apprenticeship or experience as boiler-maker or repairer, or in supervising repairs..... 20%</p> <p>(c) Incidental knowledge pertaining to boilers..... 15%</p> <p>(d) Experience as official inspector, or as inspector in any capacity where responsibility is involved, according to degree..... 15%</p>	40%
Dec. 24	<p><b>INSPECTOR OF STEAM BOILERS AND DEPUTY</b></p>	<p><b>2. Practical Questions</b>..... 100%</p> <p>(Various lists submitted and model answers, by experts).....</p> <p><b>3. Duties of the Position and Laws Regulating the Use and Inspection of Steam Boilers</b>....</p> <p><b>4. Special Subject (Report)</b>.....</p>	30%
		<p>Subject: "Write a report, addressed to the Civil Service Commission, on an imaginary inspection of a steam boiler, calling attention to imaginary defects and your idea as to their cause; and also stating the directions given for remedying the defects mentioned."</p>	15% 15% 100%

<p>1914 Jan. 15</p>	<p><b>SUPERINTENDENT OF THE STATE INSANE ASYLUM</b></p>	<p>1. Experience, Training and Personal Qualifications ..... 45%</p> <p>2. Questions on Medicine, Surgery and Care and Treatment of the Insane ..... 30%</p> <p>3. Essay on Administration..... 25%</p> <hr/> <p>Subject: "Write an essay as follows: Give your views on the organization of the medical service of the Colorado State Insane Asylum. All important medical factors in the modern care and treatment of the insane, with due consideration of every branch of the service coming under the direct supervision and jurisdiction of the medical department, should be included in this organization."</p> <p>100%</p>
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Date	Examination for	Subjects of Examination	Weights
1914		<p><b>1. Experience, Education, Training and Personal Fitness for the Position</b> .....</p> <p>Rated for:</p> <p>(a) Experience in general office work, considering particularly that of executive character, class of positions held, etc. .... 50%</p> <p>(b) Experience in sociological work. .... 50%</p> <p>Divided into three equal parts, as follows:</p> <p>(1) Actual contact with labor, whether as employer or employe, or representative of either. ....</p> <p>(2) Investigation of labor conditions (extent and purpose). ....</p> <p>(3) Experience incidental to and allied with sociology. .... 100%</p>	40%
July 15	<p><b>SECRETARY OF THE STATE WAGE BOARD</b></p>	<p><b>2. Thesis</b> .....</p> <p>Subject:</p> <p>"Write a report, addressed to the State Wage Board, on an investigation of some factory or shop in Denver, or some other place in the State of Colorado, where women and minors are employed, making recommendations as required by law to the State Wage Board, giving your ideas as to the necessary cost of living at the place of employment and the minimum wage to be paid to: (a) Women employes; (b) Male minors; (c) Female minors.</p> <p>State what effect you think the payment of the minimum wage recommended would have on the establishment itself (whether beneficial or otherwise), and if you think the payment of such wage might result in closing the establishment, state whether you think such result would be beneficial to the employes or otherwise."</p>	30%
		<p><b>3. Practical Questions</b> .....</p>	100%

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APPENDIX V.

STATISTICAL ABSTRACT

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# APPENDIX V.

## STATISTICAL ABSTRACT

### TABLE I.

#### Examinations Held, Number Passed or Failed and Certified

The following table gives the number of applicants examined, the number passed, number failed and the number certified on requisition, during the biennial period:

Date of Exam. 1913	Examination For	Applicants Examined	No. Passed	No. Failed	No. Certified
Jan. 22	Commissioner of Public Printing . . . .	20	12	8	1
23	Commissioner of Insurance . . . . .	13	11	2	1
Mar. 4	Commissioner of Immigration . . . . .	37	21	16	1
	Deputy Commissioner of Immigration	7	1	6	0
10	Inspector of Oils . . . . .	6	3	3	1
	Deputy Inspector of Oils . . . . .	4	3	1	2
Oct. 18	*Clerk (Grade A) . . . . .	25	13	12	3
	†Clerk (Grade B) . . . . .	4	0	4	0
	‡Stenographer (Grade A) . . . . .	11	8	3	3
	‡Stenographer (Grade B) . . . . .	1	0	1	0
	Clerk and Stenographer . . . . .	6	5	1	3
20	Matron and Housekeeper . . . . .	13	11	2	3
25	Bookkeeper . . . . .	7	7	0	0
	Printer and Teacher of Printing . . . .	2	2	0	1
	Guard (Penitentiary and Reformatory)	15	13	2	7
	Watchman . . . . .	5	3	2	1
30	Cook . . . . .	2	2	0	0
	Seamstress . . . . .	3	3	0	0
	Blacksmith and Teacher of Smithing.	1	1	0	0
	Shoemaker and Teacher of Shoemak- ing . . . . .	2	2	0	0
Nov. 8	Carpenter and Sloyd Teacher . . . . .	2	2	0	1
15	Chaplain and Teacher . . . . .	4	4	0	0
	Herdsmen . . . . .	1	1	0	0
	Farmer, Ranch Superintendent, etc. . .	5	5	0	1
22	Machinist . . . . .	2	2	0	1
	Electrician . . . . .	4	3	1	0
	§Engineer (Stationary) . . . . .	5	4	1	0
	Fireman . . . . .	5	5	0	1
Dec. 11	Janitor . . . . .	3	3	0	1
	Telephone Operator . . . . .	6	6	0	0
	Librarian (School of Mines) . . . . .	3	2	1	1
	Librarian (Traveling Library) . . . . .	4	1	3	0
	Librarian (General and Assistant) . .	7	4	3	0
	Steward, Quartermaster, etc. . . . .	2	1	1	0
22	Warden of State Reformatory . . . . .	18	9	9	1
	Deputy Warden of State Reformatory	13	5	8	1
23	Game and Fish Commissioner . . . . .	14	5	9	1
	Deputy Game and Fish Commissioner	9	8	1	1
	Superintendent of State Fish Hatch- eries . . . . .	7	5	2	1
24	Inspector of Steam Boilers . . . . .	17	11	6	1
	Deputy Inspector of Steam Boilers . .	19	13	6	2
1914					
Jan. 15	Superintendent State Insane Asylum.	1	1	0	1
July 15	Secretary State Wage Board . . . . .	7	4	3	1
Oct. 24	Clerk . . . . .				
	Stenographer . . . . .				
	Clerk and Stenographer . . . . .				
		342	225	117	43

\*Positions paying \$60 to \$100 per month. One clerk refused temporary appointment.

†Positions paying less than \$60 per month.

‡Positions paying \$60 to \$100 per month. Three stenographers refused temporary appointment and one certified to two temporary positions.

§Three engineers refused appointment, not being plumbers as required. The fourth applicant failed to notify the Commission of his whereabouts.

||Examinations for "clerks" and "stenographers" were held on October 24, 1914, and 250 applicants were examined. The results of these examinations have not yet been obtained.

Examinations for the following positions were advertised to be held on the following dates, respectively. For these examinations no applications were filed:

	1913
Typist.....	Oct. 18
Nurse-Attendant (for insane).....	Oct. 20
Nurse (practical).....	Oct. 20
Nurse (professional).....	Oct. 20
Matron and Nurse for Children.....	Oct. 20
Supervisor for Boys and Girls.....	Oct. 20
Turnkey, Cell-House Keeper, Overseer.....	Oct. 25
Baker.....	Oct. 30
Laundryman and Laundress.....	Oct. 30
Tailor.....	Oct. 30
Plumber.....	Nov. 8
Mason.....	Nov. 15
Dairyman.....	Nov. 15
Driver and Hostler.....	Nov. 15
Superintendent of Stables.....	Nov. 15
Farm Hands for teaming, irrigating, etc.....	Nov. 22
Gardener, Florist.....	Nov. 22
Elevator Pilot.....	Nov. 22
Laborers, Yard Men, Domestic, Car Boys, Maids, etc.....	Dec. 6
Physicians and Alienists.....	1914 Jan. 15

TABLE II.

### Permanent Appointments on Non-Competitive Examination

In conformity with Rule VII., subdivision 1, paragraph 2, which provides:

“The Commission may, \* \* \* in its discretion, permit a permanent appointment to be made upon non-competitive examination, without first making a provisional appointment or advertising a competitive examination, if within one year prior to the date of such appointment, it has held a competitive examination for the position in question and has been unable to establish an appropriate and adequate eligible list therefrom,”

the following permanent appointments on nomination for non-competitive examinations were authorized during the biennial period:

POSITION FILLED	No. Appts.
Car Boy.....	8
Chaplain.....	1
Cook.....	9
Cottage Matron.....	2
Dishwasher.....	1
Domestic.....	15
Farmer.....	1
Fireman.....	2
Guard.....	1
House Girl.....	1
Janitor.....	1
Kitchen Helper.....	2
Laborer.....	9
Laundress.....	14
Matron.....	15
Nurse.....	11
Nurse-Attendant.....	108
Overseer (Blacksmith Shop).....	1
Tailor.....	1
Waitress.....	7
Watchman.....	2
Total.....	212



TABLE III.

## Provisional and Temporary Appointments

In the absence of adequate or appropriate eligible lists, the following provisional and temporary appointments were authorized during the biennial period on nomination for non-competitive examination, in conformity with Rule VII., subdivision 1, paragraph 1:

Position Filled	No. Appts.	Position Filled	No. Appts.
Accountant.....	1	Dairy Inspector.....	1
Accountant Clerk.....	1	Dairyman.....	5
Appraiser (Land Board).....	1	Deputy Factory Inspector.....	1
Assay Stock Man.....	1	Deputy Game Warden.....	4
Assistant at Fish Hatchery.....	4	Deputy State Entomologist.....	1
Assistant in Irrigation.....	1	Deputy State Examiner.....	1
Assistant Recorder.....	1	Dietitian.....	1
Assistant Shopman.....	1	Dining-Room Manager.....	1
Assistant Superintendent State Home for Dependent and Neglected Children...	1	Domestic.....	34
Baker.....	3	Domestic Science Teacher.....	1
Bookkeeper.....	1	Elevator Pilot.....	1
Boys' Supervisor.....	5	Engineer (Stationary).....	7
Brand Clerk.....	1	Engineer, Draftsman, and Bookkeeper..	1
Brand and Sanitary Inspector.....	7	Farmer.....	6
Brand and Sanitary Inspector (Special)..	7	Farmer and Guard.....	1
Butcher.....	3	Field Assistant (Geological Survey)....	1
Car Boy.....	11	File Clerk.....	1
Carpenter.....	16	Fireman.....	14
Cement Construction Supervisor.....	1	Fish Man.....	4
Chaplain.....	3	Food Inspector.....	1
Chemist.....	1	Gardener.....	2
Chief Clerk.....	3	Gateman.....	1
Chief Nurse and Assistant Physician....	1	General Assistant (Geological Survey)...	5
Clerical Assistant.....	4	Geologist.....	4
Clerk.....	12	Guard.....	25
Clerk (Assignable).....	1	Head Matron.....	4
Clerk and Stenographer.....	5	Herdsmen.....	6
Clerk, Stenographer and Bookkeeper....	1	Hospital Maid.....	4
Clinical Clerk.....	1	Hospital Steward.....	2
Commandant Soldiers' and Sailors' Home	1	Hydrographer.....	3
Cook.....	29		

TABLE III.—Continued

Position Filled	No. Appts.	Positions Filled	No. Appts.
Industrial Teacher.....	2	Ranch Overseer.....	4
Insurance Examiner.....	2	Road Supervisor.....	2
Janitor.....	22	Seamstress.....	5
Laborer.....	76	Secretary.....	2
Laundress.....	24	Spawn Collector.....	12
Laundryman.....	7	State Bank Commissioner.....	1
Librarian.....	1	State Bank Commissioner (Chief Deputy)	1
Librarian (Assistant).....	6	State Bank Commissioner (Deputy) ....	2
Machine Operator.....	1	State Engineer.....	1
Machinist.....	1	State Engineer (Deputy).....	2
Manager Integral Club (School of Mines)	2	State Highway Commissioner.....	1
Mange Inspector.....	5	Stenographer.....	22
Matron.....	34	Stenographer and Bookkeeper.....	2
Medical Inspector.....	1	Steward.....	2
Messenger.....	1	Stockman.....	1
Multigraph Operator.....	1	Tailor.....	2
Night Captain.....	1	Teacher (Scholastic).....	3
Night Captain (Assistant).....	1	Teacher (Cooking and Basketry).....	1
Night Superintendent Hospital.....	1	Teamster.....	2
Nurse.....	13	Telephone Operator.....	3
Nurse (Attendant, Insane).....	138	Topographer.....	1
Orchestra Teacher.....	1	Typist.....	1
Overseer.....	1	Utility Man.....	1
Painter.....	2	Visitors' Attendant.....	1
Parole Officer.....	3	Waitress.....	5
Physician.....	9	Warden State Reformatory.....	1
Physicist.....	1	Watchman.....	10
Physicist (Assistant).....	1	Yardman.....	2
Pure Food Commissioner.....	1		
		Total.....	724

It may be stated, in explanation of the above table, that, in every case where a provisional or temporary appointment was authorized on nomination for non-competitive examination, the person nominated was required to file an application under oath, setting forth his experience and qualifications in detail, and giving references to former employers, all of which were carefully examined and verified by the Commission.

TABLE IV.

## Number of Persons in the Classified Service by Grades

Grade	SALARY PER ANNUM	Total No.
1.	Not more than \$400.....	95
2.	More than \$400 and not more than \$700 .....	305
3.	More than \$700 and not more than \$1,000.....	271
4.	More than \$1,000 and not more than \$1,500.....	345
5.	More than \$1,500 and not more than \$2,000.....	61
6.	More than \$2,000 and not more than \$2,500.....	26
7.	More than \$2,500.....	28
		1,131

NOTE.—In computing compensation, full maintenance in the state institutions is valued at \$150 per annum.

TABLE V.

**Number of Persons in the Classified Service by Grades in the  
Various Departments and Institutions**

DEPARTMENT OR INSTITUTION	GRADES							Total
	1	2	3	4	5	6	7	
State Home for Dependent and Neglected Children	1	22	4	1	...	1	...	29
House of Detention.....	...	1	...	1	...	...	...	2
State Industrial School for Boys.....	7	5	20	6	...	...	1	39
State Industrial School for Girls.....	2	23	2	1	1	...	...	29
State Insane Asylum.....	1	92	12	8	1	...	1	115
State Home and Training School for Mental De- fectives .....	1	12	5	3	1	...	1	23
State Penitentiary.....	...	46	19	2	...	...	1	68
State Reformatory.....	1	...	9	8	...	...	1	19
Soldiers' and Sailors' Home.....	26	12	5	2	1	...	...	46
*State Agricultural College and Fort Lewis School..	23	27	21	5	1	...	...	77
School for Deaf and Blind.....	1	26	8	3	...	...	...	38
Colorado School of Mines.....	...	3	16	3	...	1	...	23
Industrial Workshop for the Blind.....	1	...	3	1	...	...	...	5
State Teachers' College and State Normal School..	...	2	15	3	...	...	...	20
University of Colorado.....	24	16	19	2	...	...	...	61
<hr/>								
Court of Appeals.....	...	...	1	6	...	...	1	8
Attorney General (including Inheritance Tax De- partment .....	...	...	...	4	...	...	...	4
State Auditor.....	...	...	...	4	2	...	...	6
Public Examiner.....	...	...	...	8	5	...	1	14
State Bank Commissioner.....	...	...	...	2	2	1	1	6
Inspector of Steam Boilers.....	...	...	1	...	2	1	...	4
Board of Capitol Managers.....	3	1	40	10	1	...	...	55
Board of Charities and Corrections (including Board of Pardons).....	...	...	...	4	1	...	...	5
Bureau of Child and Animal Protection.....	...	...	...	4	1	...	...	5
Civil Service Commission.....	...	...	...	2	...	1	...	3
Inspector of Coal Mines.....	...	...	...	2	...	...	...	2
State Dairy Commissioner.....	...	1	1	...	...	...	...	2
State Engineer.....	...	1	...	13	1	2	3	20

\*There are a number of students who are employed at irregular intervals and paid sums greatly varying in amount and cannot be properly included in any one of the grades.

TABLE V.—Continued

DEPARTMENT OR INSTITUTION	GRADES							Total
	1	2	3	4	5	6	7	
State Entomologist.....			1	3				4
Board of Equalization.....					1			1
Game and Fish Department.....		2	5	23	1			31
Geological Survey.....		7	9	6	8	6	1	37
Governor's Office.....				3				3
Board of Health.....			5	8		1		14
Highway Commission.....				4		1	1	6
Historical and Natural History Society.....				2				2
Board of Immigration.....							1	1
Superintendent of Public Instruction (including State Teacher of Adult Blind and Assistant State Librarian).....		1	2	2				5
Commissioner of Insurance.....				5	1		1	7
State Board of Land Commissioners.....				15		2		17
Traveling Library Commission.....				1				1
Meat Inspection Department.....				1				1
Bureau of Mines.....				2	4	1		7
Inspector of Oils.....				2	1			3
Commissioner of Public Printing.....						1		1
†Public Utilities Commission.....								
Secretary of State (including Bureau of Labor Statistics and Factory Inspection Department).....		5	34	3	1			43
‡Board of Stock Inspection Commissioners (including State Veterinarian).....	2		2	31	1	1		37
Supreme Court.....				10		1	2	13
State Tax Commission.....				3	1		3	7
State Treasurer.....				9	1			10
State Wage Board.....				1				1
Senate.....			4	32	4	1		41
House of Representatives.....			6	40	5	1		52
§District Court, Second Judicial District (City and County of Denver).....	1			14	8	1	7	31
§County Court, City and County of Denver.....			1	13	3	2	1	20
§County Court, El Paso County.....				4	1			5
§County Court, Fremont County.....	1		1					2
Totals.....	95	305	271	345	61	26	28	1,131

†Under litigation.

‡There are a number of special brand and sanitary inspectors who are employed at irregular intervals and paid at the rate of 3 cents per head for inspections and cannot be properly placed in any one of the grades. At this date these special inspectors number 48.

§All courts not specifically mentioned herein have failed to comply with the express provisions of the Civil Service Law and are liable to the accumulated fines thereunder for non-compliance.

||The total number of persons in the classified service, with the addition of the 48 special inspectors above mentioned, is 1,179, of whom about 800 are men and about 379 are women.

## TABLE VI.

### Transfers

The following transfers were authorized during the biennial period:

TRANSFERRED FROM POSITION	TO
Superintendent State Insane Asylum	Superintendent State Home and Training School for Mental Defectives
Stenographer State Board of Horticulture	Stenographer State Railroad Commission
Stenographer State Railroad Commission	Stenographer State Board of Horticulture
Stenographer State Board of Horticulture	Stenographer and Clerk Inspector of Steam Boilers
Stenographer Justice of Court of Appeals	Stenographer Another Justice of Court of Appeals
Inheritance Tax Clerk State Treasurer's Office	Clerk Board of Equalization
Stenographer State Board of Health	Stenographer Inheritance Tax Department
Tailor State Reformatory	Tailor State Insane Asylum
Watchman Industrial School for Boys	Watchman State Capitol Building



TABLE

Comparative Statistical Table, Showing in Detail Appropriations and Amount of Work Done, in

	California	Colorado
Total Appropriation (present fiscal year).....	\$25,000	\$ 5,800
Total Appropriation (past fiscal year).....	25,000	5,800
Total Expenditures (last year).....	24,109.27	5,458.27
Number of Commissioners.....	3	3
Present Yearly Salary of Each (Chairman).....		{ Serve
Present Yearly Salary of Each (Members).....	(3)\$ 3,000	{ without pay
Salary of Chief Examiner.....	} 2,400	2,400
Salary of Secretary.....		
Salary of Assistant Chief Examiner.....		
Salary of Assistant Secretary.....		
Salary of Chief Clerk.....	1,500	1,500
Salary of Special Examiner.....		
Salaries of Examiners.....		
Salary of Examination Clerk.....		
Salary of Clerk.....	480	
Salary of Emergency Examiners, Clerks, etc.....		
Salaries of Stenographers.....	(1) 1,080 (2) 960 (1) 900	(1) 1,200
Salary of Physical Inspector.....		
Salary of Pay-Roll Inspection Clerk.....	1,500	
Salary of Register of Labor.....		
Salary of Messenger.....		
Salary of Typist.....	(2) 540	
Number of Local Examiners and Their Expense.....	As required	County officials serve without pay
Number of Examinations Held Last Year:		
(a) Competitive—open.....	29	40
(b) Non-competitive—permanent appointments.....	14	105
Non-competitive—provisional appointments.....		556
(c) Promotional—competitive.....		
(d) Promotional—non-competitive.....		
Number of Candidates Examined:		
(a) Competitive—open.....	2,019	334
(b) Competitive—promotional.....		
(c) Non-competitive.....	520	661
Present Number of State Employes in Classified Service....	4,489	1,179
Number of State Employes Not in Classified Service.....	345	Record incom- plete

\*For incidental and contingent expenses for biennial period

There are nine states having Civil Service Commissions. The ninth (Connecticut), not herein referred to, has been inactive.

VII.

for Civil Service Commissions, Number of Employees, Salaries Paid Eight States, Including Colorado

Illinois	Massachusetts	New Jersey	New York	Ohio	Wisconsin
\$46,440	\$57,966.68	\$25,000	\$74,750	\$66,820	\$23,565
33,300	55,000		70,993.25	17,020	23,565
37,041.21	56,869.01		68,729.36	17,020	
3	3	3	3	3	3
\$ 4,000	\$ 2,500	\$ 2,500			
(2) 3,000	(2) 2,000	(2) 2,000	(3) \$5,000	(3) \$ 4,000	(3)\$ 800
3,500	3,500	3,000	3,600	3,000	3,000
1,680	2,500	2,000	4,000		1,980
			3,000		
			2,200		1,080
			1,800		
				(1) 1,900	
1,500			(1) 2,000	(1) 1,700	
			(1) 1,300		
			(1) 1,800		
			(2) 1,200		
1,200			(1) 1,000	(2) 1,700	
	22 clerks and stenogs paid from \$1,800 to \$360		(3) 720	(3) 840	(1) 900
			(1) 600	(1) 900	(1) 660
				5 clerks paid from \$1,560 to \$720	
(1) 1,100			11 stenogs. paid from \$1,300 to \$480	(1) 900	(1) 900
(1) 1,020				(3) 840	(1) 780
(3) 960					
(2) 900					
	(1) 2,500				
	(1) 1,800				
	(1) 1,000				
	(1) 2,000				
840					
7 in addition to state employes at \$5 per day			65 regulars and assistants: total cost, \$5,854.95		
104	2,525		186	(Just begun)	162
	85		240		91
4	14		63		2
	57		42		23
4,002	6,250		7,364		2,544
			1,157		127
	85		3,567		23
Approx. 5,000	Estimated 60,000		Not incl. laborers 14,277		Incl. state and county 20,000
1,000	Not known		901		

### TABLE VIII.

#### Legislative Employments

The following charts and tables, based upon dependable records, summarize in brief the effect of the application of the Civil Service Law in Wisconsin regarding the cost of legislative employes, compared with that of the State of Colorado, where these legislative employes have not been certified from eligible lists. It also shows the possibilities in saving money and increasing the efficiency of the legislative service.

#### Comparative Daily Salary Cost of Legislative Employes in Ten States, Including Colorado

WISCONSIN \$313.00	POPULATION (1910) 2,333,000
COLORADO \$320.80	800,000
IOWA \$564.02	2,224,000
OREGON \$685.73	672,000
MINNESOTA \$718.69	2,075,000
ILLINOIS \$891.47	5,638,000
CALIFORNIA \$998.50	2,377,000
PENNSYLVANIA \$1,172.00	7,665,000
MARYLAND \$1,365.85	1,295,000
NEW YORK \$1,551.00	9,113,000

NOTE.—The above table is reproduced from the Fourth Biennial Report of the State Civil Service Commission of Wisconsin, 1912, to which Colorado was added from the figures taken from the pay rolls of the 19th General Assembly (Regular Session).

**TABLE IX.**

**AVERAGE SALARY COST OF LEGISLATION  
Wisconsin Compared with Colorado**

**Colorado**

LEGISLATIVE SESSION, 1913

Number of days in session . . . . .	105
Total cost of session in salaries . .	\$33,683
Total number of members of the legislature . . . . .	100
Number of employes . . . . .	87
Cost per day in salaries . . . . .	\$320.80
Total number of bills passed . . . .	166

**COST PER BILL**

**in Salaries for Employes**

**\$202.30**

**Wisconsin**

LEGISLATIVE SESSION, 1913

Number of days in session . . . . .	214
Total cost of session in salaries	\$70,086
Total number of members of the legislature . . . . .	133
Number of employes . . . . .	82
Cost per day in salaries . . . . .	\$327.50
Total number of bills passed . . . .	778

**COST PER BILL**

**in Salaries for Employes**

**\$90.99**

Population (1910), 2,333,000

Population (1910), 800,000

## AUTHORITATIVE COMMENTS ON THE ADVISABILITY OF THE MERIT SYSTEM IN SELECTING LEGISLATIVE EMPLOYEES

In this connection, Mr. Gardner Colby, of the New Jersey Legislature, said:

“I believe the system of selecting legislative employes according to merit and fitness would do away with the evils attendant upon the distribution of legislative patronage. These evils have assumed a large proportion in this state. Not only are those who fill the positions to a large extent utterly incompetent, but at least two-thirds of the jobs are mere sinecures.”

Hon. W. S. Irvine, sergeant-at-arms of the Wisconsin Assembly, in speaking of the efficiency of legislative employes under civil service, said:

“I was a member of the legislature in 1903, and again in 1905. I was sergeant-at-arms of the Assembly in 1907, 1909, and 1911. I have been familiar with the work of legislative employes for a ten years' period. While I was a member of the Assembly, employes were appointed through political influence. \* \* \* I believe the competitive method of selecting employes has resulted in an improvement of over one hundred per cent in efficiency. The present employes are more punctual, better qualified and render better service. \* \* \* Civil service has the effect of securing better discipline. \* \* \* I have been compelled to discharge but one man for improper conduct and inefficiency during three sessions. \* \* \* ”

Mr. C. A. Leicht, sergeant-at-arms of the Wisconsin Senate, said:

“I believe the service of employes has been greatly improved through the selection of employes by civil service examinations. The new manner is much better than the old one. \* \* \* I have known many incompetents to hold positions before the Civil Service Law was enacted, who were not taken out of service for fear of the wrath of senators or assemblymen. Now \* \* \* if an employe be found incapable of performing the duties required, he will be promptly discharged without fear of the result.”

Mr. C. E. Schaffer, chief clerk of the Wisconsin Assembly, said:

“I believe the service of employes has been greatly improved through the selection of employes by civil service examinations. I have been connected with the legislature for seven sessions. \* \* \* I don't believe there is any comparison in the efficiency, quantity, or quality of the work of present employes with the employes of the legislature before the Civil Service Law became effective. \* \* \* Before the Civil Service Law became effective, employes were appointed at the instigation of members, not because of their qualifications, but because they were constituents, or because they rendered service during the campaign period. \* \* \* I have found it necessary to remove but one employe and that for misconduct. The attitude of members of the legislature \* \* \* is almost unanimous in favor of the civil service system.”





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APPENDIX VI.

CIVIL SERVICE LAW

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## APPENDIX VI.

# CIVIL SERVICE LAW

Section 1. As soon as this Act shall go into effect, the Governor shall appoint three persons as Civil Service Commissioners, to serve for six years, four years and two years, respectively, from the date of their appointment, and until their successors are appointed and qualified. Every alternate year thereafter the Governor, with the consent of the Senate, shall appoint one person, as the successor of the Commissioner whose term shall expire, to serve for the term of six years from the date of appointment and until a successor is appointed and qualified. Any vacancy shall be filled for the unexpired term by appointment by the Governor. At no time shall more than two Commissioners be adherents of the same political party.

The Governor may remove any Commissioner appointed under this Act for incompetency, inefficiency, neglect or violation of its provisions, or of the rules in force hereunder, after first specifying in writing the cause of removal.

Section 2. The Commissioners shall serve without compensation, but shall be paid their traveling and other necessary expenses actually incurred in the discharge of their official duties. They may appoint one of their number president.

Section 3 [as amended]. The employees of the Commission shall be a secretary and chief examiner and such examiners, stenographers and other assistants as the Commission may deem necessary. The secretary and chief examiner shall be paid a salary of two thousand four hundred dollars (\$2,400) per annum. The compensation of other employees shall be fixed by the Commission.

There is hereby appropriated annually from the general revenues of the State, as a continuing annual appropriation, the sum of two thousand four hundred (\$2,400) dollars to pay said salary, and the further sum of three thousand four hundred dollars (\$3,400) per annum for the salaries of additional employees, and for traveling, incidental and contingent expenses of the members and employees of said Commission. The salaries shall be paid at the end of each month upon certificate made by the Commission to the Auditor of State, who shall draw his warrant upon the State Treasurer, and other sums shall be paid upon proper audit and certification by the State Auditing Board.

Section 4. Whenever desirable, the Commissioners may designate one or more of their number to act as examiners, or one or more persons in the service of the State, or of any municipality affected by this Act, with the consent of the head of the department or office in which said person is employed, who shall act as assistants to the Commissioners in any examination held under this Act. All officers of the State or of any municipally affected by this Act, shall assist the Commission in carrying out the provisions of this Act.

Section 5. It shall be the duty of the Commission to investigate all alleged breaches of this Act, and of its rules, and in the course of such investigation they, or any of them, or the secretary, may subpoena witnesses, administer oaths, compel the testimony of witnesses and the production of books, papers and records relevant to such inquiry and it shall be the duty of any person so subpoenaed to appear and testify, and to produce such books, papers and records as are called for in such subpoena. The same compensation shall be allowed for the attendance of witnesses service of papers by officers, as is allowed by law in the district courts for the respective counties in which such investigations shall be held, and the Commission shall certify such amounts to the Auditor of the State for payment from the fund which shall be appropriated for the purpose of carrying this Act into effect.

Section 6. The Secretary of State shall provide the necessary printing, stationery and postage, and a suitable and properly furnished office in the State Capitol for the Commission. On the request of the Commission, the custodians of public buildings of the State, and of the municipalities affected by this Act, shall make suitable provision for the work of the Commission.

Section 7. The Commission shall keep records of its proceedings, and of all examinations made by it, or under its authority. All records and documents filed with the Commission shall be preserved as public records and open to public inspection.

The Commission shall on or before the 15th day of November preceding each regular session of the General Assembly, make a report to the Governor of its work during the two preceding years, including any rules adopted under the provisions of this Act, and any suggestions for legislation to carry out its purposes, or to improve the public service. This report shall be printed and distributed as a public document.

Section 8. The Commission shall make and enforce rules to carry out the purposes of this Act, and may alter or rescind them. All rules and all changes and rescissions thereof shall be approved by the Governor, and forthwith printed by the Commission for distribution, and one copy thereof sent to each officer, or board of officers, having the right to appoint or employ any person in the public service under this act. If the Governor does not act on a rule or change in a rule within ten days after submission, then such rule or change shall become effective as though

approved. The rules shall be printed in one or more newspapers published at the State Capitol [state capital], and in any such publication a date shall be specified not less than ten days subsequent to the date of the publication, when such rules or changes shall go into operation.

Section 9. The rule [rules] shall not be inconsistent with law, may be of general or limited application and, among other things, shall provide, as nearly as the conditions of good administration will warrant, as follows:

First. For the classification of the offices, positions and employments to be filled.

Second. For open and competitive examinations to test the practicable fitness of applicants.

Third. For appointment to positions requiring technical, professional or scientific knowledge or training, by non-competitive examination when necessary.

Fourth. For lists of eligibles based upon such examinations, from which all vacancies shall be filled, and for requisition and certification.

Fifth. For periods of probation before appointment or employment is made permanent, during which probationers shall not be discharged without consent of the Commission.

Sixth. For provisional, temporary and emergency appointments, and employments; for transfers, reappointments and reinstatements.

Seventh. For increase of compensation, and promotion by successive grades upon ascertained merit, seniority in service and competitive examination. When practicable, vacancies shall be filled by promotion.

Eighth. For suspension, reduction in grade or compensation, and discharge.

Ninth. For the registration and appointment of laborers, skilled and unskilled, according to priority of application and rating. The rating need not relate to more than capacity to labor, habits of industry, sobriety and honesty.

Tenth. For non-competitive examinations when appropriate competitive examinations do not furnish an appropriate list of eligibles.

Section 10 [as amended]. All appointive officers and employees in the Civil Service of the State and of all State Institutions shall be included in the classified service, except judges of courts of record, members of boards or commissions appointed by the Governor, the Governor's private secretary, appointees to fill vacancies in elective offices, one deputy of each elective officer, officers and instructors in the public schools and in educational institutions not reformatory or charitable in character, the professional assistants of the Attorney General, the President pro tempore of the Senate, the Speaker of the House of Representa-



tives, and all appointive officers and employees in cities of the first and second class, whether organized under general law or special charter, whenever any such cities shall adopt this Act as hereinafter provided, except one employee of each elective officer, and the corporation counsel and his professional assistants. The City and County of Denver and any city organized under Article XX of the Constitution may avail itself of the provisions of this Act.

Except as otherwise provided in the Constitution, all appointments to positions in the classified service shall be without reference to the Senate, and for good behavior.

Section 11. [Statute Sec. 12.] Every applicant for examination, except unskilled laborers, shall pay the State Treasurer the sum of one dollar, to be placed to the credit of the Commission, in a special fund for the purpose of defraying so far as possible, the expenses to be incurred hereunder, and no one shall be examined until he or she exhibits the Treasurer's receipt therefor. [Old Sec. 11 repealed.]

Section 12. [St. Sec. 13.] All examinations shall be absolutely impartial, practical in their character, and with paramount regard to matters which will fairly test the relative capacity and fitness of the persons examined for the service which they seek to enter.

No statement in any application, recommendation, or question in any examination shall relate to political or religious opinions or affiliations, and no appointment or selection to office, or employment within the scope of this Act, shall be in any manner affected or influenced by such opinions or affiliations.

The Commission may refuse to examine, or after examination, to certify, an applicant who is found to lack any preliminary requirement, established by rule, for the examination or position for which he applies; or who is found physically unfit to perform the duties attaching to said position, or who is addicted to the habitual use of intoxicating beverages to excess; or who has been guilty of a crime or of infamous or notoriously disgraceful conduct; or who has within two years been dismissed from the public service for delinquency or misconduct; or who has intentionally made a false statement of any material fact, or practiced or attempted to practice any deception or fraud in his application, or in his examination, or in securing his eligibility or appointment.

Section 13. [St. Sec. 14.] No person shall wilfully or corruptly, by himself or in co-operation with one or more persons, defeat, deceive or obstruct any person in respect to his or her right of examination, or falsely mark, grade, estimate or report upon the examination or proper standing of any person examined hereunder, or aid in so doing, or make any false representation concerning the same, or concerning the person examined, or furnish to any person and special or secret information for the

purpose of either improving or injuring the prospects or chances of any persons so examined, or to be examined; or impersonate another person, or permit or aid another person to impersonate him in any application, examination or registration.

Section 14. [St. Sec. 15.] Whenever there is an appointment to be made in the classified service under this Act, the appointing officer or power shall make requisition upon the Commission for the name of an eligible person, specifying the nature of the position to be filled, and upon receipt of such requisition, the Commission shall certify the name of the person standing highest upon the most appropriate list; and the person so certified shall be appointed. In case the requisition, or any law or regulation, shall designate sex, only that sex shall be certified; otherwise, sex shall be disregarded.

Section 15. [St. Sec. 16.] Discharges from the classified service, or reduction in grade or compensation, or both, may be made for any cause not political or religious, which may promote the efficiency of the service, but such cause shall be specifically stated in writing by the authority making the discharge or reduction; and the person to be discharged or reduced shall be furnished a copy of the specifications, and be allowed a reasonable time to file an answer thereto. A copy of the order of discharge or reduction, the specification and answer shall be made a part of the record of the division of the civil service in which the discharge or reduction is made, and copies of these papers shall be filed by the said authority with the Commission immediately on being issued or received.

Section 16. [St. Sec. 17, as amended.] No officer or employee of the State, or of any municipality, shall discharge, promote, degrade, or in any manner change the official rank or compensation of any other officer or employee, or promise or threaten to do so, for giving or withholding, or neglecting to make any contribution of money or other valuable thing, for any political purpose, or for any political reason whatsoever.

No person in the public service shall, directly or indirectly, solicit or receive, or be in any manner concerned in soliciting or receiving, any assessment, subscription or contribution, whether voluntary or involuntary, for any political purpose whatever, or to secure the nomination or election of any person, from any individual or corporation; and no person shall, directly or indirectly, solicit, or be in any manner concerned in soliciting any assessment, subscription or contribution, whether voluntary or involuntary, for any political service whatsoever, or to secure the nomination or election of any person, from any officer or employee in the classified service.

No person in the public service shall use his official authority or influence for the purpose of interfering with an election or affecting the result thereof. No person in the classified service shall take part in political management or political campaigns

further than to vote as he pleases, and to express his opinion on political subjects.

Section 17. [St. Sec. 18.] No person while holding any public office or employment in the service of the state, or of any municipality, or in nomination for, or while seeking a nomination or appointment for any office, shall corruptly use, or promise to use either directly or indirectly, any official authority or influence, whether then possessed, or anticipated, in the way of conferring upon any person, or in order to secure or aid any person in securing any office or public employment, or any nomination, confirmation, promotion or increase of salary, or to interfere with any election, upon the consideration or condition that the vote or political influence, or the action of the last named person, or any other, shall be given or used in behalf of any candidate, officer or party, or upon any other corrupt condition or consideration.

Section 18. [St. Sec. 19.] The Commission shall maintain in its office as a public record a complete roster of all persons in the civil service affected by this Act. The roster shall show in connection with each name the date of appointment, employment, promotion, reduction or reinstatement, the compensation, title of the position and the nature of the duties thereof and the date and causes of any termination of such employment.

Section 19. [St. Sec. 20.] All officers, boards and commissioners of the State and of any municipality affected by this Act shall furnish all reasonable information upon request for said roster, and report immediately to the Commission every change occurring in any office, position or employment covered by this Act.

Section 20. [St. Sec. 21, as amended.] The Commission shall certify monthly to the appropriate auditing officer or board the name of and amount due every person in the classified service whose appointment is in conformity with law. Without such certificate no warrant shall be issued or payment made to any one in said service. Four times the amount of any payment contrary to the provisions of this Act, or of the rules hereunder, may be recovered from any member of a board or officer signing or countersigning any warrant therefor or paying any such warrant, or from the sureties on the official bond of such officer or member, or from the officer and his said sureties, in an action brought by the State or any municipality affected, or by any tax-payer. The amount of such judgment shall be paid to the State or municipality affected, except where the suit is brought by a tax-payer, in which event one-half of the judgment shall be paid to the tax-payer.

Section 21. [St. Sec. 22.] Any person occupying any position in the service of the State, or of any municipality affected by this Act, who shall violate any of the provisions of this Act or the rules hereunder, shall be discharged from such position and



shall be ineligible to reinstatement therein, or appointment to any other branch of the public service for two years thereafter.

Section 22. [St. Sec. 23.] Whoever makes an appointment to office or selects a person for employment, contrary to, or wilfully refuses or otherwise neglects to comply with the provisions of this Act or of any rule hereunder shall be deemed guilty of a misdemeanor and for each and every offense, shall, upon conviction, be punished by a fine of not less than one hundred dollars nor more than fifteen hundred dollars, or by imprisonment for a term not less than one month, nor more than one year, or by both fine and imprisonment.

Section 23. [St. Sec. 24.] Any city of the first or second class, whether organized under general law or special charter, may adopt the provisions of this Act in the manner following:

The council may and upon the petition of bona fide residents in number not less than 15 per cent. of the last preceding vote for mayor, shall, submit the question of adopting the provisions of this Act, to a vote of the qualified electors at the next general election for municipal officers, or at a special election which the council may call for such purpose. The signatures to such petition shall be acknowledged before a notary public, and need not all be on one paper. The election shall be called and held, and the vote counted and canvassed, and the result determined and certified, in all respects as nearly as may be in accordance with the provisions of law now governing the election of municipal officers in said city. The election notice shall state that the purpose of the election is to ascertain whether or not the city will adopt the provisions of this Act, and that the election is held thereunder. All persons voting on the question submitted at such election shall vote by separate ballot prepared substantially in the manner and form in which official ballots are prepared for the election of municipal officers in said city, and shall have printed thereon the words "For the merit system" and "Against the merit system," and the voter shall designate his choice by placing a cross (X) opposite the proposition of his choice, in the manner now provided by law for voting upon amendments to the Constitution of the state of Colorado. The ballots shall be deposited in a separate ballot box in each polling place provided by the city for that purpose. If upon the official determination of the result of such election, it appear that a majority of all the votes cast are in favor of the adoption of the provisions of this Act, then this Act and all rules made thereunder shall immediately thereafter be in full force and effect in said city, and the clerk of the city shall immediately certify the result of said election to the Civil Service Commission.

Section 24. [St. Sec. 25.] All acts and parts of acts inconsistent with the provisions of this Act, are hereby repealed.



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APPENDIX VII.

RULES

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# APPENDIX VII.

## RULES

### I.

#### ORGANIZATION AND POWERS OF THE COMMISSION

(Civil Service Law, sections 1-9)

(1) The Commission may prescribe regulations for the instruction of its officers and for the execution of these rules, and, subject to its direction, may grant to its president and secretary such general authority and responsibility in the administration of these rules as may not be inconsistent with the powers reserved to the Commission itself by the law or by these rules or vested directly in some other office.

### II.

#### CLASSIFICATION

(Civil Service Law, Section 10)

(1) All positions in the civil service of the State of Colorado shall be classified as follows:

#### CLASS "A." EXECUTIVE SERVICE

All positions, the duties of which are of an executive character.

**SUB-CLASS 1. Superintendents** (Penal and Charitable institutions—except such as are hereinafter specially provided for).

State Home for Dependent and Neglected Children.

State Industrial School for Boys.

State Industrial School for Girls.

Colorado Industrial Workshop for the Blind.

House of Detention.

**SUB-CLASS 2. Assistant Superintendents** (Same).

State Home for Dependent and Neglected Children.

**SUB-CLASS 3. Wardens** (Penal Institutions).

Colorado State Penitentiary.

Colorado State Reformatory.

**SUB-CLASS 4. Deputy Wardens** (Same).

Colorado State Penitentiary.

Colorado State Reformatory.

**SUB-CLASS 5. Commandants.**

Colorado Soldiers' and Sailors' Home.

**SUB-CLASS 6. Commissioners.**

State Bank Commissioner.  
 State Game and Fish Commissioner.  
 State Highway Commissioner.  
 Commissioner of Immigration.  
 Commissioner of Insurance.  
 Commissioner of Public Printing.  
 Pure Food Commissioner.  
 State Dairy Commissioner.  
 State Tax Commissioner.

**SUB-CLASS 7. Deputy Commissioners.**

Chief Deputy State Bank Commissioner.  
 Deputy State Bank Commissioners.  
 Deputy State Game and Fish Commissioner.  
 Deputy Commissioner of Immigration.

**CLASS "B." CLERICAL SERVICE**

All positions, the duties of which are of a clerical character, and which are not otherwise specially provided for herein.

**SUB-CLASS 1. Secretaries.**

State Board of Capitol Managers.  
 State Board of Charities and Corrections.  
 State Bureau of Child and Animal Protection.  
 State Civil Service Commission.  
 State Geological Survey.  
 State Highway Commission.  
 State Board of Law Examiners.  
 Public Utilities Commission.  
 State Board of Stock Inspection Commissioners.  
 State Tax Commission.  
 State Wage Board.  
 The General Assembly—  
     Senate.  
 Universities and Colleges—  
     Deans' Secretaries.

**Adjutants.**

Soldiers' and Sailors' Home.

**Chief Clerks.**

Civil Service Commission.  
 State Inspector of Coal Mines.  
 State Insurance Department.  
 State Game and Fish Department.  
 State Board of Land Commissioners.  
 Bureau of Mines.  
 Secretary of State.  
 State Tax Commission.  
 The General Assembly—  
     House of Representatives.

State Industrial School for Boys.  
 State Penitentiary.  
 State Reformatory.

**Examiners.**

Civil Service Commission.

**Registrars.**

Colorado School of Mines.

**Deputy Registers.**

State Board of Land Commissioners.

**SUB-CLASS 2. Clerks** (except as otherwise provided for herein).

Office of—

Auditor of State.  
 State Bank Commissioner.  
 Inspector of Steam Boilers.  
 Board of Capitol Managers.  
 Board of Charities and Corrections.  
 Board of Pardons.  
 Bureau of Child and Animal Protection.  
 Inspector of Coal Mines.  
 State Engineer.  
 State Board of Equalization.  
 State Game and Fish Department.  
 State Board of Health.  
 State Insurance Department.  
 State Board of Land Commissioners.  
 Traveling Library Commission.  
 Superintendent of Public Instruction.  
 Public Utilities Commission.  
 Secretary of State.  
 State Board of Stock Inspection Commissioners.  
 State Tax Commission.  
 State Treasurer.  
 State Agricultural College.  
 Fort Lewis School of Agriculture.  
 State Normal Schools.  
 University of Colorado.  
 Colorado School for the Deaf and the Blind.  
 State Home for Dependent and Neglected Children.  
 State Industrial School for Girls.  
 State Penitentiary.  
 The General Assembly—  
 Senate.  
 House of Representatives.

**SUB-CLASS 3. Bookkeepers.**

Office of—

Auditor of State.  
 State Insurance Department.  
 Secretary of State.  
 State Treasurer.

State Home for Dependent and Neglected Children.  
 State Industrial School for Girls.  
 State Home and Training School for Mental Defectives.  
 State Penitentiary.  
 Soldiers' and Sailors' Home.

**SUB-CLASS 4. Librarians.**

Traveling Library Commission.  
 Assistant State Librarian.  
 Supreme Court.  
 School of Mines.  
 University of Colorado.  
 Soldiers' and Sailors' Home.

**SUB-CLASS 5. Stenographers.**

Office of—

Attorney General.  
 Inheritance Tax Department.  
 Auditor of State.  
 Public Examiner.  
 State Bank Commissioner.  
 Board of Charities and Corrections.  
 Board of Pardons.  
 Bureau of Child and Animal Protection.  
 Civil Service Commission.  
 State Engineer.  
 State Entomologist.  
 Game and Fish Department.  
 Governor.  
 State Board of Health.  
 State Highway Commission.  
 State Insurance Department.  
 State Board of Land Commissioners.  
 Bureau of Mines.  
 Superintendent of Public Instruction.  
 Public Utilities Commission.  
 Secretary of State.  
 State Board of Stock Inspection Commissioners.  
 State Treasurer.  
 State Tax Commission.  
 State Agricultural College.  
 Fort Lewis School of Agriculture.  
 State Teachers' College.  
 State Normal School.  
 University of Colorado.  
 State Home for Dependent and Neglected Children.  
 State Penitentiary.  
 The General Assembly—  
 Senate.  
 House of Representatives.

**SUB-CLASS 6. Cashiers.**

Office of—

Secretary of State.

**SUB-CLASS 7. Telephone Operators.**

Office of—

Board of Capitol Managers.

State Agricultural College.

State Teachers' College.

**SUB-CLASS 8. Messengers, Office Boys, Pages.**

Office of—

Governor.

Secretary of State.

University of Colorado.

The General Assembly—

Senate.

House of Representatives.

**CLASS "C." MEDICAL SERVICE**

All positions, the duties of which require medical or pharmaceutic knowledge.

**SUB-CLASS 1. Medical Superintendents.**

Colorado State Insane Asylum.

State Home and Training School for Mental Defectives.

**SUB-CLASS 2. Assistant Medical Superintendents.**

Colorado State Insane Asylum.

**Physicians and Surgeons.**

State Home for Dependent and Neglected Children.

State Industrial School for Boys.

State Industrial School for Girls.

State Penitentiary.

State Reformatory.

Soldiers' and Sailors' Home.

**SUB-CLASS 3. Assistant Physicians.**

Colorado State Insane Asylum.

State Home and Training School for Mental Defectives.

**Internes.**

University of Colorado—Medical School.

**SUB-CLASS 4. Pharmacists, Apothecaries, Druggists, Hospital Stewards.**

University of Colorado—Medical School.

State Penitentiary.

Soldiers' and Sailors' Home.

**SUB-CLASS 5. Medical Inspectors.**

State Board of Health.

**SUB-CLASS 6. Veterinarians.**

The State Veterinarian.



## CLASS "D." CUSTODIANS

All positions, the duties of which are the charge of property or persons, or as attendants, except as classified in Class "E."

### SUB-CLASS 1. Stewards.

Colorado State Insane Asylum.  
 State Home and Training School for Mental Defectives.  
 State Penitentiary.  
 State Reformatory.

#### Overseers.

State Penitentiary.

#### Quartermasters.

State Penitentiary.  
 Soldiers' and Sailors' Home.

### SUB-CLASS 2. Matrons.

Colorado School for the Deaf and Blind.  
 State Home for Dependent and Neglected Children.  
 State Industrial School for Boys.  
 State Industrial School for Girls.  
 State Insane Asylum.  
 State Home and Training School for Mental Defectives.  
 State Penitentiary.  
 The General Assembly—  
     Senate.  
     House of Representatives.

#### Housekeepers.

#### Storekeepers.

Colorado School for the Deaf and Blind.  
 Colorado School of Mines—Chemical Laboratory.

#### Commissaries.

Soldiers' and Sailors' Home.

### SUB-CLASS 3. Captains and Lieutenants of Guards.

State Penitentiary.

### SUB-CLASS 4. Parole Officers, State Agents, Humane Officers, Probation Officers.

Penitentiary and Reformatory.  
 Industrial School for Boys.  
 State Home for Dependent and Neglected Children.  
 State Bureau of Child and Animal Protection.  
 County Courts.

### SUB-CLASS 5. Cottage Matrons, Matrons in Charge of Children.

State Home for Dependent and Neglected Children.  
 State Industrial School for Boys.  
 State Industrial School for Girls.

### SUB-CLASS 6. Boys' and Girls' Attendants and Supervisors.

Colorado School for the Deaf and Blind.  
 State Home for Dependent and Neglected Children.

**SUB-CLASS 7. Foremen.** (Grounds, Buildings, Shops, Etc.)

State Board of Capitol Managers.  
 State Agricultural College.  
 State Normal Schools.  
 University of Colorado.  
 Industrial Workshop for the Blind.

**SUB-CLASS 8. Janitors.**

State Board of Capitol Managers.  
 State Agricultural College.  
 Colorado School for the Deaf and the Blind.  
 Colorado School of Mines.  
 State Teachers' College.  
 State Normal School (Gunnison).  
 University of Colorado.  
 State Home for Dependent and Neglected Children.  
 State Industrial School for Boys.  
 State Insane Asylum.  
 State Home and Training School for Mental Defectives.  
 Soldiers' and Sailors' Home.  
 The General Assembly—  
   Senate.  
   House of Representatives.

**Watchmen.**

Board of Capitol Managers.  
 State Agricultural College.  
 Colorado School for the Deaf and Blind.  
 Colorado School of Mines.  
 University of Colorado.  
 State Home for Dependent and Neglected Children.  
 State Industrial School for Boys.  
 State Insane Asylum.  
 The General Assembly—  
   Senate.  
   House of Representatives.

**Keepers.**

State Penitentiary—Cell House Keepers.

**Guards.**

State Penitentiary.  
 State Reformatory.

**Turnkeys.**

State Penitentiary.

**Guides.**

Board of Capitol Managers.  
 Colorado School for the Deaf and the Blind—  
 Visitors' Attendants.

**Custodians.**

Board of Capitol Managers—War Relics Dept.

**Bailiffs.**

Supreme Court.  
 Court of Appeals.  
 District Courts.  
 County Courts.  
 Juvenile Courts.

**Gatemen.**

State Insane Asylum.  
 State Penitentiary.

**Ward Sergeants.**

Soldiers' and Sailors' Home.

**Sergeants at Arms.**

The General Assembly—  
 Senate.  
 House of Representatives.

**SUB-CLASS 9. Chief Game Wardens.**

State Game and Fish Department.

**SUB-CLASS 10. Deputy Game Wardens.**

State Game and Fish Department.

**CLASS "E." NURSING SERVICE**

Officers, Nurses, Attendants, etc., having care of the sick or insane.

**SUB-CLASS 1. Head Nurses.**

State Insane Asylum.  
 State Home and Training School for Mental Defectives.  
 University of Colorado—Medical School.

**SUB-CLASS 2. Trained Nurses.**

In all State Institutions when needed.

**SUB-CLASS 3. Head Ward Nurses.**

State Insane Asylum.  
 State Home and Training School for Mental Defectives.  
 State Home for Dependent and Neglected Children.  
 Soldiers' and Sailors' Home.

**SUB-CLASS 4. Nurses and Attendants.**

Colorado School for the Deaf and Blind.  
 State Industrial School for Boys.  
 State Industrial School for Girls.  
 State Insane Asylum.  
 State Home and Training School for Mental Defectives.  
 Soldiers' and Sailors' Home.  
 University of Colorado—Medical School.

**CLASS "F." TEACHING SERVICE**

All positions, the duties of which are scholastic instruction or to educate or test the ability to instruct. (Educational institutions excepted.)

**SUB-CLASS 1. Principals of Schools** in the institutions which are subject to the provisions of this law.

State Industrial School for Boys.

State Industrial School for Girls.

State Home for Dependent and Neglected Children.

State Reformatory.

**SUB-CLASS 2. Teachers** in all branches, other than such as are specially provided for in this classification.

State Industrial School for Boys.

State Industrial School for Girls.

State Home for Dependent and Neglected Children.

State Home and Training School for Mental Defectives.

State Reformatory.

**SUB-CLASS 3. Examiners.** (Scholastic.)

**CLASS "G." ENGINEERS**

All positions where qualifications of an engineering or cognate character are required.

**SUB-CLASS 1. Civil Engineers.**

Department of—

State Engineer.

State Geological Survey.

State Highway Commission.

Public Utilities Commission.

**SUB-CLASS 2. Hydrographers.**

Department of—

State Engineer.

**SUB-CLASS 3. Draftsmen.**

Department of—

State Engineer.

State Geological Survey.

Public Utilities Commission.

**SUB-CLASS 4. Architects.**

Department of—

State Board of Capitol Managers.

**SUB-CLASS 5. Supervisors of Road Construction.**

Department of—

State Highway Commission.

**SUB-CLASS 6. Steam Engineers.**

Department of—

State Board of Capitol Managers.  
 Colorado School for the Deaf and the Blind.  
 State Home for Dependent and Neglected Children.  
 State Industrial School for Boys.  
 State Industrial School for Girls.  
 State Insane Asylum.  
 State Home and Training School for Mental Defectives.  
 Colorado School of Mines.  
 State Penitentiary.  
 State Reformatory.  
 Soldiers' and Sailors' Home.  
 University of Colorado.

**SUB-CLASS 7. Electrical Engineers, Dynamo Tenders, Electricians.**

Department of—

State Board of Capitol Managers.  
 Public Utilities Commission.  
 Colorado School of Mines.  
 State Reformatory.

**SUB-CLASS 8. Mechanical Engineers.**

Department of—

Public Utilities Commission.

**SUB-CLASS 9. Firemen.**

Department of—

Board of Capitol Managers.  
 Colorado School for the Deaf and the Blind.  
 State Home for Dependent and Neglected Children.  
 State Insane Asylum.  
 State Home and Training School for Mental Defectives.  
 Soldiers' and Sailors' Home.  
 State Industrial School for Boys.  
 Fort Lewis School of Agriculture.  
 Colorado School of Mines.  
 State Teachers' College.  
 University of Colorado.

**SUB-CLASS 10. Elevator Pilots.**

Department of—

Board of Capitol Managers.



**CLASS "H." MECHANICS AND CRAFTSMEN**

All positions requiring special mechanical skill, or as craftsmen, not classed as laborers.

**SUB-CLASS 1. Blacksmiths.**

Industrial School for Boys.  
State Penitentiary.

**SUB-CLASS 2. Carpenters.**

Board of Capitol Managers.  
State Industrial School for Boys.  
State Insane Asylum.  
State Penitentiary.  
Soldiers' and Sailors' Home.  
State Agricultural College.  
University of Colorado.

**SUB-CLASS 3. Machinists.**

Industrial School for Boys.  
Colorado School of Mines.

**SUB-CLASS 4. Masons.**

State Industrial School for Boys.

**SUB-CLASS 5. Plumbers.**

State Insane Asylum.  
University of Colorado.

**SUB-CLASS 6. Printers.**

State Industrial School for Boys.

**SUB-CLASS 7. Shoemakers.**

State Industrial School for Boys.

**SUB-CLASS 8. Instructors** in any handicraft or mechanical or other trade.

State Industrial School for Boys.

**CLASS "I." AGRICULTURAL SERVICE**

All positions, the duties of which require agricultural or horticultural knowledge, including arboriculture and the breeding and care of domestic animals, or any similar knowledge or qualification, and which are not otherwise specially provided for herein.

**SUB-CLASS 1. Farmers, Farm and Ranch Superintendents.**

State Home for Dependent and Neglected Children.  
State Industrial School for Girls.  
State Insane Asylum.  
State Home and Training School for Mental Defectives.  
State Penitentiary.  
State Reformatory.  
State Agricultural College.



**SUB-CLASS 2. Florists, Gardeners.**

State Home for Dependent and Neglected Children.  
 State Industrial School for Boys.  
 State Insane Asylum.  
 Soldiers' and Sailors' Home.

**SUB-CLASS 3. Dairymen.**

State Home for Dependent and Neglected Children.  
 State Insane Asylum.  
 Fort Lewis School of Agriculture.

**SUB-CLASS 4. Stockmen, Herdsmen.**

State Industrial School for Boys.  
 Soldiers' and Sailors' Home.  
 State Agricultural College.

**CLASS "J." LEGAL SERVICE**

All positions requiring some legal qualifications, and positions in the Courts of Record.

**SUB-CLASS 1. Clerks of Courts.**

District Courts.  
 County Courts.  
 Juvenile Courts.

**SUB-CLASS 2. Deputy Clerks of Courts.**

Supreme Court.  
 Court of Appeals.  
 District Courts.  
 County Courts.  
 Juvenile Courts.

**SUB-CLASS 3. Taxing, Transcript, Index Clerks, etc., in Courts of Record.**

District Courts.  
 County Courts.  
 Juvenile Courts.

**SUB-CLASS 4. Reporters of the Appellate Courts.**

Supreme Court.  
 Court of Appeals.

**SUB-CLASS 5. Stenographers and Law Clerks in Appellate Courts.**

Supreme Court.  
 Court of Appeals.

**SUB-CLASS 6. Shorthand Reporters in Courts of Record.**

District Courts.  
 County Courts.  
 Juvenile Courts.

**CLASS "K." MATHEMATICIANS**

All positions requiring special mathematical qualifications.

**SUB-CLASS 1. Public Examiners.**

Department of Auditor of State.

**SUB-CLASS 2. Deputy Public Examiners, State Examiners.**

Department of Auditor of State.

**SUB-CLASS 3. Clerks in the Office of the Public Examiner.**

Department of Auditor of State.

**SUB-CLASS 4. Actuaries.**

State Insurance Department.

**Accountants.**

Public Utilities Commission.

State Agricultural College.

Industrial Workshop for the Blind.

**Statisticians.**

Public Utilities Commission.

Secretary of State—Labor Department.

**SUB-CLASS 5. Rate Experts.**

Public Utilities Commission.

**CLASS "L." INSPECTORS AND SPECIAL AGENTS**

All positions, the duties of which are the inspection of materials, workmanship or sanitation, and all positions requiring detective ability.

**SUB-CLASS 1. Inspectors of Material and Workmanship and Safety Conditions.**

Inspectors of Steam Boilers.

Inspectors of Oils.

Inspectors of Mines.

Inspectors of Factories.

Inspectors of Buildings and Loans.

**SUB-CLASS 2. Deputy Inspectors. (Same as above.)****SUB-CLASS 3. Inspectors of Sanitary Conditions.**

Food Inspectors,

Drug Inspectors,

—Board of Health.

Meat Inspectors—Meat Inspection Department.

Brand and Sanitary Inspectors,

Mange Inspectors,

—Board of Stock Inspection Commissioners.

Dairy Inspectors—Dairy Department.

Bee Inspectors,

Pest Inspectors,

—Entomological Department.

**SUB-CLASS 4. Deputy Labor Commissioner.**

Department of Secretary of State.

**SUB-CLASS 5. Superintendents and Assistant Superintendents of Free Employment Bureaus.**

Department of Secretary of State.

**SUB-CLASS 6. Liquor License Inspectors.**

Department of State Treasurer.

**SUB-CLASS 7. Land Appraisers.**

State Board of Land Commissioners.

**SUB-CLASS 8. Insurance Examiners.**

State Insurance Department.

**SUB-CLASS 9. Mineral Superintendents.**

State Board of Land Commissioners.

**CLASS "M." SCIENTISTS**

All positions requiring special scientific knowledge.

**SUB-CLASS 1. Geologists.**

State Geological Survey.

**SUB-CLASS 2. Assistant Geologists.**

State Geological Survey.

**SUB-CLASS 3. Entomologists.**

State Entomological Department.

**SUB-CLASS 4. Chemists.**

State Board of Health.

State Geological Survey.

**SUB-CLASS 5. Bacteriologists.**

State Board of Health.

**SUB-CLASS 6. Paleontologists.**

State Geological Survey.

**SUB-CLASS 7. Museum Curators.**

State Historical and Natural History Society.

Bureau of Mines.

**CLASS "N." PISCICULTURISTS**

All positions, the duties of which require a knowledge of the culture of fish.

**SUB-CLASS 1. Superintendent of State Fish Hatcheries.****SUB-CLASS 2. Superintendents of Fish Hatcheries.****SUB-CLASS 3. Fish Culturists, Spawn Takers.****SUB-CLASS 4. Assistants in taking spawn; at hatcheries, etc.**

(All above positions in the State Game and Fish Department.)

**CLASS "O." MISCELLANEOUS POSITIONS**

Including all positions requiring expert or other qualifications not embraced in other groups in this classification.

**SUB-CLASS 1. Chaplains.**

Industrial School for Boys.  
State Penitentiary  
State Reformatory.  
Soldiers' and Sailors' Home.

**SUB-CLASS 2. Musicians.**

Industrial School for Boys.  
Industrial School for Girls.

**SUB-CLASS 3. Drivers, Hostlers.**

Industrial School for Boys.  
State Insane Asylum.  
Soldiers' and Sailors' Home.

**SUB-CLASS 4. Bakers.**

Colorado School for the Deaf and Blind.  
Industrial School for Boys.  
State Insane Asylum.  
Soldiers' and Sailors' Home.

**SUB-CLASS 5. Butchers.**

State Insane Asylum.  
Soldiers' and Sailors' Home.

**SUB-CLASS 6. Laundrymen, Laundresses.**

Colorado School for the Deaf and the Blind.  
State Home for Dependent and Neglected Children.  
State Industrial School for Boys.  
State Insane Asylum.  
State Home and Training School for Mental Defectives.  
Soldiers' and Sailors' Home.

**SUB-CLASS 7. Cooks.**

Colorado School for the Deaf and Blind.  
State Home for Dependent and Neglected Children.  
State Industrial School for Boys.  
State Industrial School for Girls.  
State Insane Asylum.  
State Home and Training School for Mental Defectives.  
Soldiers' and Sailors' Home.  
House of Detention.

**SUB-CLASS 8. Seamstresses.**

Colorado School for the Deaf and the Blind.  
State Home for Dependent and Neglected Children.  
State Industrial School for Girls.

**SUB-CLASS 9. Tailors.**

State Industrial School for Boys.  
 State Penitentiary.  
 State Reformatory.  
 Soldiers' and Sailors' Home.

**SUB-CLASS 10. Other Positions**, except those specifically named in this classification as in other groups or hereafter included in them.

**CLASS "P." UNSKILLED LABOR SERVICE**

**SUB-CLASS 1.** All positions of common labor to be filled by males.

**SUB-CLASS 2.** All positions of domestic work or common labor to be filled by females.

(2) The omission in the above classification of any official designation or appellation of a position in the service shall not exclude such position from the classification, as it will be comprised in the class and subclass to which it belongs by the general definition and specifications of such class and subclass.

(3) The Commission may further subdivide, for the purpose of examination, the positions in any class, or subclass thereof, so as to test practically the special qualifications requisite for such positions.

**III.****FEEES AND APPLICATIONS**

(Civil Service Law, section 11 [Statute Sec. 12])

(1) No person shall be admitted to examination or registration for a position in the classified service until he shall have filed an application under oath upon a form prescribed by the Commission, giving such evidence in regard to age, citizenship, character, physical and mental capacity, previous employment, training and fitness as the Commission may require. All applications must be filled out and signed in the handwriting of the applicant except that persons who are unable to write may have their application filled out by some other person, but must have their name identified by their mark, and said mark witnessed.

(2) Every application shall bear the certificates of at least three reputable persons to the effect that they have personally known the applicant; that they have read his statement and believe it to be correct; that they know him to be of good character and reputation, and that they will, upon request, give the Commission such further facts concerning him as they possess; Provided, that the Commission may, in its discretion, waive the requirement as to certificates, and accept, in lieu thereof, refer-



ences to three reputable persons who have personally known the applicant and can give the information required.

(3) The Commission may fix the limits of time between which applications for a given examination shall be presented; but such period shall in no case be less than ten days.

(4) A defective application shall be returned for correction and shall be accepted if returned in correct form before the date of examination.

(5) No application shall be accepted unless the applicant is within the age limitations fixed by the Commission for entrance to the position to which he seeks to be appointed.

(6) Where physical qualifications are necessary the Commission may require the applicant to file with his application a certificate of physical fitness from a reputable physician, or in its discretion may require the applicant to submit to examination before physical examiners appointed by the Commission.

(7) Applications when presented shall be dated, numbered and recorded in the order of their receipt. An application that has been accepted and filed shall not be returned for any reason to the applicant.

#### IV.

### EXAMINATIONS

(Civil Service Law, section 12 [Statute Sec. 13])

(1) Examinations shall be open to all those who comply with the requirements in regard to applications and fees and who are not debarred for sufficient cause under the civil service statute and the rules of the Commission; but no person shall be examined who is not a qualified elector of the State of Colorado. The Commission may, however, waive this requirement in connection with particular examinations because of the technical or professional character of the position to be filled, or because of the difficulty in procuring applicants who are electors of the State of Colorado.

(2) All examinations shall be public and shall relate to such matters as will fairly test the relative capacity and fitness of the persons examined to discharge the duties of that service into which they seek to be appointed and may include special practical tests of fitness for any particular positions requiring scientific, professional and technical knowledge or manual skill.

(3) So far as practicable examinations shall be held periodically and the dates of examinations published at the beginning of the year.

(4) All examinations shall be advertised at least two weeks prior to the final date for the receipt of applications by at least two insertions in one or more newspapers published in the State, or by such other methods as the Commission may elect. Notices of examination shall, at the same time, be posted in the office of



the Commission and sent to at least ten of the principal newspapers throughout the State and to at least two hundred and fifty of the principal postmasters and to all county recorders, with a request that they be posted in their offices. The notice of examination shall set forth in each case (a) the title of the position, (b) the time and place of examination, (c) the date upon which receipt of applications will close, (d) such other information as the Commission may deem pertinent and necessary.

(5) Competitive examinations, except for positions in grade 4, 5, 6 or 7, shall be held simultaneously in the city of Denver and at a place to be selected by the Commission in each county of the state in which a state institution is located. If the Commission considers it desirable for the best interests of the service, examinations may be held at other places as well.

(6) The Commission may designate three persons at each state institution and wherever expedient, to act as a local board of examiners, and to perform such duties in the administration of the Civil Service Act, as the Commission shall direct.

(7) The subjects of examinations and the weight to be attached to each subject in marking shall be determined by the chief examiner, subject to the direction of the Commission.

(8) Each subject shall be marked upon a scale of 100, which shall represent the maximum possible attainment. No person shall be placed upon the eligible list whose final average rating is less than 70 per cent.

(9) In preparing the questions to be used in an examination the chief examiner may consult with the head of the department or with experts, in regard to the duties of the position to be filled. But the questions actually to be used shall be kept absolutely secret in advance of the examination.

(10) Whenever practicable the examinations shall be written, but the Commission may determine whether the examination shall be written or oral, or both, provided the same is decided upon in advance of the examination, and a written record is made of the oral examination.

(11) Medical and physical examinations, when deemed necessary, shall be conducted by physicians designated by the Commission, and a failure to pass such examinations shall absolutely debar a candidate from the eligible list.

(12) Whenever, in its opinion, any position to be filled in the competitive class has a fiduciary or executive character the Commission may require, as a part of the examination, such special certificates by reputable and responsible citizens as to the character, trustworthiness and business experience of an applicant or eligible as it may deem proper and expedient. All such special certificates shall be properly filed and retained as records in the office of the Commission.

(13) When the position to be filled involves fiduciary responsibility, the appointing officer may require the appointee to furnish a bond in such amount as the Commission may deem reasonable.

(14) Before proceeding to answer the questions in the examination each competitor shall be required to fill out and sign a declaration sheet, giving his full name and address and such other information as the Commission may require, and to seal the same in an official envelope. The envelope and the papers of the candidate shall be marked with an identical number. At the close of the examination the envelope shall be placed in a sealed package and deposited in a safe place, and the package shall be opened for the identification of the papers only after the marking has been completed on all the papers. Any paper bearing the name of the candidate, or any other identification mark, shall be rejected, and specific announcement of this fact shall be made at the commencement of the examination.

(15) Upon the completion of the marking each candidate shall receive notice of his rating, and shall, on application, subject to the regulations of the Commission, be permitted to see the eligible list and inspect his papers.

(16) No request for a review of the marking shall be entertained by the Commission unless made within ten days of the date when the notice as to the standing of the candidates is sent out, nor unless the applicant shall specify the matters to which he objects; and no change in rating shall be made unless some manifest error shall appear on the face of the papers.

(17) A person legally holding a position by appointment for a fixed term may be retained without examination at the expiration of such term.

## V.

### ELIGIBLE LISTS

(1) The names of all candidates who receive a final average rating of 70 per cent. or over in the examination shall be placed on the appropriate eligible list in the order of their standing in the examination, and against each name shall be noted the date of examination, the date on which the name was entered on the list and the average rating.

(2) When two or more eligibles have received the same average rating the person first filing his application, or if the examination be for promotion, the first appointed in the department, shall have priority.

(3) A name will be removed from the eligible list at the expiration of two years, unless, in the judgment of the Commission, it is advisable that the names of all those whose eligibility is about to expire be continued on the list for a third year. Persons shall be notified when their eligibility has terminated.

## VI.

**REQUISITION, CERTIFICATION AND APPOINTMENT**  
**(Civil Service Law, section 14 [Statute Sec. 15])**

(1) The requisition shall state specifically the title and duties of the position to be filled, the compensation to be paid, and whether the position is to be filled permanently or for a temporary period.

(2) The Commission in making certification in response to such requisition shall give the full name and address and the average obtained in the examination of the person standing highest upon the most appropriate list, and shall immediately notify such person by mail of such certification, and the title and salary of the position to be filled. A certification shall remain in force for 15 days. If there be more than one vacancy to be filled the Commission shall certify as many names as there are vacancies, but appointments must be made in the order of standing on the eligible list.

(3) The appointing officer must select for appointment on probation the person certified by the Commission, unless proof of his unsuitability for the reason specified in section 12 [Statute Sec. 13], clause 3, of the Civil Service Law is submitted to the Commission, in which case the Commission may certify an additional name.

(4) The person selected for appointment or promotion shall be duly notified by the appointing officer, and upon accepting and reporting for duty shall receive from such officer a certificate of appointment or promotion for a probationary period of three months, during which period he shall not be discharged without the consent of the Commission. His retention in the service beyond the period of probation shall be equivalent to his absolute appointment.

(5) The name of any person certified as eligible for probationary appointment who shall decline such appointment shall be stricken from the eligible list unless such declination be for one of the following reasons: (a) residence in a county other than that in which the duties are to be performed; (b) insufficiency of the compensation offered; (c) temporary inability, physical or otherwise, the evidence of which must be acceptable to and approved by the Commission and set forth in its minutes.

An eligible who has declined appointment on the ground of residence shall not again be certified for another position in the same county as the one declined.

An eligible who has declined appointment by reason of the insufficiency of the compensation offered shall not again be certified for a similar position at the same or any less compensation.

The failure of an eligible to accept an offer of appointment within one week next succeeding the mailing of notice of appointment shall be considered a declination.



On notification from an appointing officer that a person named in a certification has declined appointment, and on receipt of such declination in writing, or of evidence of the failure of such person to respond to a notice properly sent, such certification shall be completed by the addition of the name of the eligible next in order.

(6) If a person who is not entitled to certification is appointed, his appointment, upon due notification from the Commission, shall be revoked.

(7) All persons appointed or promoted in the classified service shall be assigned to, and perform the duties of, the position to which appointed or promoted. In case of exigency an employe may be temporarily assigned without extra pay to other than his regular duties. But no such assignment shall be for a period of more than ten days without the consent in writing of the Commission thereto.

## VII.

### PROVISIONAL, TEMPORARY AND EMERGENCY APPOINTMENTS

(1) Whenever there are urgent reasons for filling a vacancy for which no appropriate eligible list exists the Commission may authorize the appointing power to nominate a person for non-competitive examination, and if such person shall be certified as qualified, after such examination, he may be appointed provisionally for a period not to exceed sixty days. The Commission shall proceed at once to advertise and hold a competitive examination and upon completion of the eligible list the provisional appointment shall cease. In case the competitive examination does not furnish an appropriate eligible list the Commission may allow the provisional appointment to be made permanent.

The Commission may, however, in its discretion, permit a permanent appointment to be made upon non-competitive examination, without first making a provisional appointment or advertising a competitive examination, if within one year prior to the date of such appointment it has held a competitive examination for the position in question and has been unable to establish an appropriate and adequate eligible list therefrom.

The local board of examiners at each State Institution may be called upon by the Commission to receive applications, conduct non-competitive examinations and make reports thereon to the Commission, in accordance with its instructions.

(2) Where there is a vacancy in any position in the classified service demanding peculiar and exceptional qualifications of a scientific, professional or educational character, and upon satisfactory evidence that for special reasons competition in such special case is not practicable, and that the position can be filled by the selection of some designated person of high and recognized

attainment in such qualities, the Commission may authorize the appointing power to select a suitable person who shall be subject to examination and, if found qualified, certified for appointment.

(3) When services of a temporary or occasional character are required, and for periods in the aggregate not exceeding six months in any one year, the appointing officer shall notify the Commission, which shall either certify the person standing highest on the eligible list who is willing to accept such temporary appointment, or if it deems this impracticable allow the temporary appointment upon non-competitive examination of a person designated by the appointing officer. But no such appointment shall continue beyond the period authorized by the Commission. Neither acceptance nor declination of any such temporary employment shall affect the right of the eligible to continued certification for permanent employment; nor shall acceptance confer upon such eligible any of the rights of promotion, transfer or reinstatement.

(4) Where there is a vacancy of an emergency character in a position in the classified service, and it is not practicable either to secure a person by certification from an eligible list or to conduct a non-competitive examination in the absence of such a list in time to meet such emergency, an appointment may be made without certification or examination, subject to the subsequent approval of the Commission, for a period not exceeding two weeks.

(5) Inmates or students at the State institutions may be assigned by the lawful authorities without examination or registration to such minor duties in their respective institutions as they are fitted to perform; but the compensation of such inmate or student for such services shall not exceed twenty dollars in any month.

(6) No person shall be appointed to any position who is related by blood or affinity to the appointing power, or any member thereof, without consent of the Commission.

## VIII.

### PROMOTIONS

(1) A change in rank or grade shall constitute a promotion or a reduction. A material change in duties and in responsibilities shall be deemed a change in rank, and an increase in salary beyond the limits fixed for the grade by clause 8 of this rule, shall be deemed a change in grade.

Whenever a change in grade occurs without a change in position or a material change in duties or responsibilities, persons so affected may be promoted without further examination, when, in the opinion of the Commission, their merit and fitness have been determined by previous examinations and by the records of

efficiency of the department or institution in which they are employed.

(2) Vacancies in positions in the classified service above the lowest rank or grade shall, so far as practicable, be filled by promotion from among persons in the same department, office or institution, who have held positions for at least six months in the next lower rank or grade.

(3) Promotion shall be based on (a) the competitive mental examination; (b) the comparative efficiency, character, conduct and seniority in service of the candidates for promotion, to each of which shall be given a weight of 50 per cent.

The departments, offices and institutions subject to the jurisdiction of the civil service law are hereby required to establish and maintain efficiency records for each classified employe, showing (a) the quantity of work performed, (b) the quality of work performed, (c) aptitude and capacity for initiative, (d) punctuality and attendance, (e) character and habits so far as they affect efficiency or trustworthiness. Such record shall also give a list of all fines and penalties imposed and all commendations bestowed. The Commission shall furnish blank efficiency records upon which the entries shall be made monthly by the immediate chief of the employe to be rated. In the first week of January of each year the head of the department shall certify and transmit to the Commission a transcript or summary of such records for the preceding year. Such record shall be open to the inspection of the employe, under proper supervision.

(4) The Commission shall send to each person entitled to compete for promotion an application blank, upon which, if he desires to enter the examination, the candidate shall state in full his experience in the service and before entering the service as qualifying him to enter the examination. Such application shall be signed and sworn to, and may be given such weight as supplementing the efficiency record as the Commission shall see fit.

(5) Examinations for promotion shall be ordered as often as may be necessary to meet or anticipate the needs of the service, and, so far as practicable, shall be held periodically.

(6) If the vacancy to be filled is in a position in Grade 4, 5, 6 or 7, the Commission may, if it deems that on account of the executive ability required to fill the position promotion by competitive examination is impracticable and not for the best interests of the service, hold an original competitive examination without regard to the number of persons in the next lower rank or grade.

(7) The examination shall be conducted, the eligible list drawn up and requisition, certification and appointment made in the same manner as prescribed for original appointment in Rules IV, V and VI.

(8) The grades for all departments, offices and institutions shall be the following:



- Grade 1. All positions, the compensation of which is at the rate of not more than four hundred dollars (\$400) per annum.
- Grade 2. All positions, the compensation of which is at the rate of more than four hundred dollars (\$400) and not more than seven hundred dollars (\$700) per annum.
- Grade 3. All positions, the compensation of which is at the rate of more than seven hundred dollars (\$700) and not more than one thousand dollars (\$1,000) per annum.
- Grade 4. All positions, the compensation of which is at the rate of more than one thousand dollars (\$1,000) and not more than fifteen hundred dollars (\$1,500) per annum.
- Grade 5. All positions, the compensation of which is at the rate of more than fifteen hundred dollars (\$1,500) and not more than two thousand dollars (\$2,000) per annum.
- Grade 6. All positions, the compensation of which is at the rate of more than two thousand dollars (\$2,000) and not more than twenty-five hundred dollars (\$2,500) per annum.
- Grade 7. All positions, the compensation of which is at the rate of more than twenty-five hundred dollars (\$2,500) per annum.

For purposes of this section, full maintenance in state institutions shall be valued at \$150.00 per annum.

## IX.

### TRANSFERS

(1) A person who has been permanently appointed to a position in the classified service may be transferred, with the consent of the Civil Service Commission and of the heads of the departments affected thereby, to a similar position in the same class, sub-class and grade. In special circumstances, one or more of the limitations concerning class, sub-class and grade may be waived by the Commission; but no transfer shall be made to a position which, in the opinion of the Commission, can be adequately filled by promotion.

## X.

### REINSTATEMENTS

(1) A person who has been permanently appointed to a position in the classified service and who has been separated from the service through no delinquency or misconduct on his part, may be

reinstated in a position in the same class, sub-class and grade in the same department or institution, at the request of the appointing officer, within one year from the date of separation.

The names of such persons, except of those who have resigned from the service, shall be entered upon lists of separated appointees in the order of their original appointment, and shall remain there for a period of one year, and upon notice of a vacancy in the same or a similar position in any department or institution, names from such list of separated appointees shall be certified to the appointing officer in preference to names from the eligible lists; Provided, however, that the names of such persons who have resigned from the service on account of illness, removal to another locality, or for a similar reason which, in the opinion of the Commission, should entitle them to the provisions hereof, may be entered on such lists of separated appointees.

(2) Whenever, for lack of work or funds, or for other like cause, it becomes necessary in any department or institution to reduce the force in any employment, the person last appointed shall be first discharged; and when such force is increased, persons so discharged shall be reinstated in the order of their original appointment.

(3) No vacation with pay shall be granted by any department or institution without consent of the Commission to any person in the classified service for more than two weeks in any year; nor unless such person shall have been in the service at least one year and his services shall have been satisfactory during such period; nor unless the duties of his position can, during such vacation period, be performed without any additional expense to the State; and the Commission shall be immediately notified of the giving of such vacation in the same manner as all other changes. In special circumstances, one or more of the above named conditions may be waived by the Commission.

(4) Leave of absence without pay may be granted by the head of department where such absence does not exceed one month or, in case of sickness, six months, but the Commission, in exceptional cases, the circumstances of which shall be stated in its minutes, may extend such periods, not, however, to exceed one year.

(5) Absence without leave for a period of five days, unless it can be subsequently shown that such absence was unavoidable, may be construed as a resignation.

## XI.

### SUSPENSION, REDUCTION AND DISCHARGE

(Civil Service Law, sections 5 and 15 [Statute Secs. 5 and 16])

(1) Officers or employes in the classified service shall be suspended, removed or discharged, or reduced in rank or compensation, for inefficiency, misconduct or insubordination, or to pro-

note the efficiency of the service, only in the manner following, to wit:

The Secretary or any member of the Commission, or any citizen of the State, may file with the Commission charges in writing against any person in the classified service, for inefficiency, misconduct, insubordination, or other legal cause for discipline, suspension or discharge, specifically stating the complaint against said person.

(2) Such charges shall thereupon be investigated by the Commission, or by a disciplinary board designated by the Commission for that purpose. The person concerned shall be given a full copy of the charges, and shall be allowed at least five days in which to make reply to such charges, which reply may be in writing or in person before the said Commission or disciplinary board, as the Commission may direct.

(3) Upon receipt of the explanation, or at the conclusion of a hearing, if such hearing shall be granted, the Commission or disciplinary board shall fix the penalty, if any; but the findings of the disciplinary board shall be subject to the approval of the Commission; and the findings of the Commission, or of the disciplinary board when so approved, shall be final. Such penalty may be reprimand, to be made a matter of record; fine, not exceeding thirty days' pay, or both; or permanent reduction in rank, grade or compensation; or removal from the service. In fixing the penalty the Commission shall take into account the previous record of the person charged with an offense. The Commission shall thereupon transmit its findings to the head of the department where the person affected is employed, and such findings and decision shall forthwith be enforced; Except that heads of departments, with the approval of the Commission, may dispense with services or reduce the compensation of any person employed in a department for any time, irrespective of this section, when there shall be no appropriation to pay for such service, or where economy requires cutting down of the force in such department or the reduction of salaries.

(4) The provisions of this rule as to discharges for cause may be waived, in the discretion of the Civil Service Commission, in cases of discharges for cause from the penal and charitable institutions of the state.

(5) The appointing power may, at any time, suspend without pay for ten days an employe who, in his judgment, is guilty of any misconduct or breach of discipline; and if, within that period, charges are filed with the Commission against such person, he may, with the consent of the Commission, continue such suspension until the Commission shall hear and decide the charges, which must be done within thirty days after the same are filed.

**XII.****SPECIAL PROVISIONS FOR APPOINTMENT OF  
UNSKILLED LABORERS  
(CLASS P)**

(1) The local board of examiners at each state institution shall serve as a board of labor registration. The board shall establish separate registration lists for the different kinds of unskilled labor and shall register applicants thereon in the order in which they apply. A name shall be stricken from the list at the expiration of two years.

(2) The Commission shall require an applicant to furnish such evidence or to pass such examination before the board of registration as they may deem proper with respect to his age, residence, physical condition, ability to labor, sobriety, industry and experience in the employment for which he applies.

(3) Certification and appointment shall be made in the manner prescribed by Rule VI, except that the probationary period for unskilled labor shall be one month.

(4) A laborer discharged from the service shall receive a discharge card from the officer under whom he was working, stating the position in which he was last employed and certifying that his conduct and capacity were "good," "fair" or "poor." In case he received a rating of "good" for both conduct and capacity he shall be registered on a preferred list for reinstatement in the same or a similar position, and his name shall remain on such list for a period of two years. If rated as "poor" in either conduct or capacity he shall not be allowed to register again for a period of two years, except by special permission of the Commission for reasons to be stated in its minutes.

**XIII. (Old Rule XV.)****AMENDMENT OF RULES**

(1) No amendment to these rules shall be adopted by the Commission at the same meeting at which it is proposed, and no final action shall be taken on any amendment in less than seven days after its proposal. The Commission shall furnish a copy of the proposed amendments to anyone requesting the same and shall allow him an opportunity to be heard if he so desires.





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APPENDIX VIII.

REGULATIONS

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## APPENDIX VIII.

# REGULATIONS

### INSTRUCTIONS TO APPLICANTS FOR THE CLASSIFIED SERVICE

#### I. General Suggestions.

These instructions should be carefully read, as they answer most of the questions which applicants ask. The Commission can not undertake to answer inquires as to vacancies in the service, duties, salaries, prospect of appointment or promotion, or as to the course of preparation which applicants should follow, or inquires relating to cases which are not officially before it for decision; nor can it decide, except in the case of actual applicants, questions respecting the application of the rules. Where no exceptions are specified none are allowed. Inquiries in regard to examinations and other business should be made directly to the Civil Service Commission, and preferably by calling in person at its office.

#### II. Obtaining and Filling Out Application Blanks.

Applicants for examination or registration must file applications for the particular examination or registration which they seek, within the time advertised for that purpose, on a form furnished on request by the Commission, and receive official notice of the examination or registration before they can be examined or registered.

Full instructions for the execution of the application will be found on the blank itself, and applicants are cautioned to answer all questions and conform in all respects to the printed instructions.

The certificates of three vouchers required in the application papers are of the utmost importance. Applicants should seek as vouchers men who have employed them or who have known them practically in their calling. The certificates are of weight only so far as they show real or close knowledge of the candidates, and the Commission's action can in no way be biased by the political influence, real or supposed, of the signers. No recommendation other than those provided for in the application blank shall be filed with the Commission.

All statements in applications and in certificates of vouchers shall be subject to investigation by the Commission.

An application will be good for only one examination, and if an applicant desires to take more than one he must file a separate application for each.

All applications which show the applicant to be ineligible for the examination or registration which he seeks, will be disapproved and retained in the files of the Commission. All applications which are defective in their execution and can be corrected by the applicant, will be returned for correction. All unused applications will be canceled, after they have been on file one year, on the order of the Commission.

Applications which have been approved or disapproved and all examination papers of competitors form a part of the official records of the Commission and can not, under any circumstances, be returned to the applicants.

### **III. Persons Who Will Not Be Examined, Registered or Certified.**

No person shall be examined, registered or certified for a position:

1. Who has not paid the State Treasurer the sum of one dollar and does not exhibit the Treasurer's receipt therefor. This applies to all applicants except unskilled laborers.

2. Who has not, within the time limited by the Commission, filed an application upon the form prescribed for the particular examination or registration which he seeks and does not exhibit an official notice to appear for such examination or registration.

3. Who is found to lack any preliminary requirement for the examination or service which he seeks.

4. Who is not within the age limit prescribed for the service which he seeks.

5. Who is physically unfit for the service which he seeks.

6. Who is addicted to the habitual use of intoxicating beverages to excess.

7. Who has been guilty of a crime or notoriously disgraceful conduct.

8. Who has, within two years, been dismissed from the public service for delinquency or misconduct.

9. Who has intentionally made a false statement of any material fact or practiced, or attempted to practice, any deception or fraud in his application, or examination, or in securing eligibility or appointment.

### **IV. Examinations.**

Official notice of the time and place of examination will be given to all candidates whose applications have been duly filed and approved.

The subjects of examination and their relative weights will vary with the requirements of the service for which the examination is held. Practical and oral tests may be given.

Where physical capacity is of importance, a certificate from a reputable physician or a physical examination may be required.

Unskilled laborers will not be examined for registration except as to age, residence, physical condition, ability to labor, sobriety, industry and experience, as to which the application with accompanying certificates will usually be sufficient evidence.

#### **V. What Applicants Should Bring to Examination Room.**

Persons taking the stenographer and typewriter examinations must provide themselves with typewriting machines and stands or tables; those taking the bookkeeper, draughtsman, or other examinations requiring the use of instruments, must furnish the instruments required. All competitors must provide themselves with pens, penholders, pencils, erasers, ink and blotters. Competitors should not bring any paper for use in the examination room, as sufficient blank paper will be furnished for all purposes.

Each applicant must present his notice of examination and a receipt for one dollar from the state treasurer to be admitted to the examination.

#### **VI. Conduct of Examinations.**

The following is a copy of the regulations which are given to each competitor at the beginning of every examination:

1. Before proceeding to answer the questions in the examination, you will fill out and sign a declaration sheet and seal the same in an official envelope. At the close of the examination this envelope and your papers shall all be marked by the examiner with an identical number to be known as your examination number. **YOU MUST NOT FILL IN THE BLANK PROVIDED FOR THIS NUMBER ON YOUR PAPERS.** If any name or other means of identification is found on any examination papers or envelope, the papers will not be examined.

2. See that each sheet received by you pertains to the kind of examination which you are taking, and take care that you do not omit any of the sheets, which must all be returned at the close of the examination. Competitors are held responsible for errors and omissions.

3. Note in the proper blank spaces the place and date of the examination, and the time of commencing and completing each examination sheet.

4. You are not limited in time on any sheet, but you should gauge your work so as to complete the examination within the prescribed limit of time. Time is reckoned from the moment of receiving the first examination sheet. No allowance will be made for time lost in or out of the examination room.

5. Do not leave the room with a sheet before you unfinished, for if you do the sheet will be taken up and will not be returned to you. Competitors are allowed to leave the examination room for luncheon on the completion of any sheet of questions, after 12 o'clock. No additional allowance of time will be granted on account of such absence. No competitor shall leave the room at any time without permission of the examiner.



6. Read carefully the printed instructions on each sheet before commencing work thereon.

7. If necessary, the back of a sheet may be used to complete your work, unless directions to the contrary are printed on the sheet.

8. A question sheet spoiled by you can not be exchanged for another of the same kind.

9. Perform all work on each examination sheet with ink.

10. Pencil and scratch paper may be used in preliminary work, except in spelling exercise, which must be written with ink directly on the examination sheet from the dictation of the examiner.

11. Use no scratch paper except that furnished by the examiner in charge and, on completing an examination sheet, hand him the scratch paper pertaining to that sheet. Have all your work complete on the examination sheet, however, as the scratch paper is collected, not for consideration in the marking, but for destruction.

12. No helps of any kind are allowed. Before the examination is commenced, hand to the examiner any written or printed matter that you may have which might, if used, aid you in your work. Do not make a copy of any of the questions to be taken from the examination room.

13. All conversation or communication between the competitors during the examination is strictly prohibited.

14. CAUTION. Every competitor is cautioned not to attempt to copy from the work of any other competitor nor to permit any competitor to copy from his work or look over the sheets in his possession. All work, as soon as written, should be carefully covered with a blotter or turned over as the sheets are completed. Evidences of copying or collusion in an examination may result in the cancellation of the examination papers and in debarring those guilty from all future examinations.

15. All necessary explanations will be made to the whole class. Examiners are forbidden to explain the meaning of any question or to make any remarks or suggestions that may assist in its solution.

16. No unnecessary delay will occur in marking your papers, and you will be notified of your standing, whether you pass or fail, as soon as your papers are marked. You are requested not to increase the labors of the Commission by making inquiries in regard to your standing.

## VII. Notice of Standing to Competitors.

A notice of standing will be sent to each candidate examined, as soon as practicable, after the papers are rated. The notice will show the general average obtained, which must be at least 70 per

cent to secure the entry of the candidate's name on the appropriate eligible list.

#### **VIII. When Period of Eligibility Begins and Ends.**

The name of each successful candidate is entered upon the appropriate eligible list as soon as practicable after the completion of the rating of the papers. The period of eligibility on all lists is two years from the date of entering the name upon it, unless continued for a third year by the Commission. All persons will be notified when their eligibility has terminated.

#### **IX. Change of Address.**

Applicants and eligibles must keep the Commission informed of any change of postoffice address. A failure to do so will be treated as the fault of the applicant or eligible, and may result in his losing an opportunity of examination or appointment. Requests to have the address changed should be made by letter, and should state whether the applicant has been examined. Such letter should relate only to the change in address. All communications should be directed to the Colorado Civil Service Commission, State Capitol, Denver, Colorado.





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INDEX  
TO  
CIVIL SERVICE LAW  
RULES AND REGULATIONS  
AND  
CLASSIFICATION OF POSITIONS

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