

MAINE STATE LEGISLATURE

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MAINE PUBLIC DOCUMENTS

1942-1944

(in three volumes)

VOLUME III

Report
OF THE
DEPARTMENT
OF
PERSONNEL



State of
MAINE

for the
FISCAL BIENNIUM
ENDED
JUNE 30, 1944

STATE OF MAINE

REPORT

of the

DEPARTMENT OF PERSONNEL

for the

FISCAL BIENNIUM ENDED JUNE 30, 1944

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submitted by

Earle R. Hayes - Director

to the

State Personnel Board

for Transmittal

to

His Excellency Sumner Sewall

Governor of Maine

State Personnel Board

Edward F. Dow, Crono - Chairman
Edward L. Lincoln, Portland - Member
Agnes P. Mantor, Farmington - Member

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The regular meetings of the Board
are held on the first Friday and
Saturday of each month.

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Earle R. Hayes, Director

STATE PERSONNEL BOARD
EDWARD F. DOW, CHAIRMAN
EDWARD L. LINCOLN
AGNES P. MANTOR

EARLE R. HAYES
DIRECTOR



STATE OF MAINE
DEPARTMENT OF PERSONNEL
AUGUSTA

December 31, 1944

To Governor Sumner Sewall
and
Members of the Executive Council

Gentlemen:

We submit herewith the report of the
Director of Personnel for two years ended
June 30, 1944.

State
Personnel
Board

(Edward F. Dow, Chairman
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(Edward L. Lincoln
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(Agnes P. Mantor

December 31, 1944

State Personnel Board
State House
Augusta, Maine

Honorable Members:

Pursuant to the requirements of the Personnel Law, the report of the Director is hereby submitted to you for review and transmittal to the Governor.

The original Section of the Personnel Law in this connection provided for an "Annual" report. Chapter 221 of the Public Laws of 1943 changed this procedure by providing that all Departmental reports be published biennially, and cover the two fiscal years immediately prior to each regular session of the Legislature.

Since the last report made covered the calendar year of 1942, the present report will present a picture of the operations of the Department of Personnel for the fiscal year and a half, ended June 30, 1944.

Objectives of the Personnel Law

The Maine Personnel Law, the purposes and intent of which might be more readily and generally understood and accepted if we called it the Civil Service Law, provides for a merit system of public personnel administration. It was established, first, to insure to all properly qualified citizens of Maine an equal opportunity of competing by means of the various types of examination processes used, for eligibility to appointment to positions in the classified service of the state; second, to insure standardization of requirements and salary for similar duties and responsibilities, and protection of the rights of persons selected and appointed, to remain

in state service so long as they satisfactorily perform their duties, regardless of political changes and pressures.

Since the enactment of the Personnel Law in 1937, we have gone a long way toward accomplishing many of these things. We believe it to be a fact that political pressure and preference have been practically eliminated in the matter of filling vacancies. Department heads have cooperated 100% in this regard and have been earnestly and constantly supported in doing so by Governor Sewall, who has been a consistent and outspoken advocate of the merit system throughout his two administrations. This factor alone has in no small measure contributed to the success of our operations during this period. As a matter of fact, not only have we seen the growth and strengthening of the merit system for classified employees, but appointments to most of the top management positions in the unclassified service have been made purely on the basis of fitness and ability of the appointee to perform the duties of the position involved. This is truly a definite change from the manner in which such positions were frequently filled in the days of the "spoils" system, and is, I believe, a pointed indication of the influence which is exercised by the Merit System idea over the entire state service.

There are, however, many things yet to be done before we can say that we are really accomplishing everything contemplated under the Personnel Law. In reviewing briefly some of the things we have done, we will be reminded of goals not yet attained and so will try to point out what we believe will help accomplish these desirable ends.

Recruiting

At any time, recruiting is one of the major activities of a civil service system, but in a War emergency period it is almost the major problem. It is practically the first step in the operation of a merit

system. Fundamentally a merit system law contemplates the ideal of letting everyone know all about it every time an open competitive examination is to be given for any position in the service. Just exactly how this ideal is to be accomplished 100%, no one has yet discovered. There just does not seem to be enough channels open up for the dissemination of examination announcements to the extent that "everyone" sees or knows all about them. To even approximate such an ideal coverage would require an expenditure of more money for that purpose alone each year than the Department of Personnel has ever had for its entire appropriation.

But we can and do cover the field fairly well by using the more obvious points of contact with the public. The examination notices are mailed to a fixed mailing list of some 700 or 800 persons and places, including all Boards of County Commissioners, all city clerks, all 1st and 2nd class Post Offices, all Town Clerks in towns of major size, all members of the state committees of both political parties, all colleges, high schools, business colleges, weekly newspapers, daily papers, radio stations and many individuals active in one line or another who have from time to time indicated to us their interest in knowing about examinations which are to be given. Added to this rather sizable list are all of those individuals or groups who have by letter or otherwise advised us of their interest in some special examination, such as the positions of Clerk, Typist, Stenographer, Accountant, Welfare Worker, etc.

In normal times we would mail out from 1200 to 1500 announcements to such a combined list of public and private points of interest, on the occasion of an examination for Clerks and Stenographers, for instance.

In these days of labor shortages, however, the private inquiry list

is negligible and so it frequently occurs that not more than a hundred announcements, over and above the regular mailing list of seven or eight hundred names, now have to be mailed out. That brings us back to the first statement in this section of the report. Recruiting in these days is our major "headache". We have tried all sorts of schemes to get candidates. We have, since October, 1942, maintained the "open list" policy, so called, in connection with practically every type of position in which any considerable number of employees are used. This procedure holds for Clerks, Typists, Stenographers, Accountants, Auditors, Liquor Store Clerks, Warehousemen, Inspectors of various kinds, Machine Operators, and others. By "open lists" we mean that applications for such positions are accepted continually, and examinations are conducted on the same basis.

To those applicants living near enough to the State House, we give the tests required at any time they wish to appear at our offices. To those applicants residing at points too far away to make this procedure practicable, we authorize their appointment, if the vacancy is in their area, and require them to take the next public examination that may be announced. To anyone inquiring if such a process does not tend to eliminate the basic idea of fair competition as between candidates, or foster the development of a system whereby appointments are made of persons possessing below average abilities, or on the basis of personal preference, I can only assure such inquirers that, since this plan went into effect in October, 1942, we have never yet had enough candidates on hand at any one time to take care of our everyday needs, let alone having anyone left over who could complain about not having been considered on an equitable basis.

Turnover among state employees in the last two years has attained huge proportions. Some of our departments have experienced

as high as 60%, while several of our State Institutions have exceeded 100% in this direction. Such a state of affairs is regrettable but there are definite reasons for it, and we have found no adequate remedy as yet.

The primary reason is, of course, the inability of the State to meet outside competition as to salaries paid. Even though, through the mutual cooperation of all parties concerned, the Legislature, the Chief Executive, department heads, and the Personnel Board, salaries for all jobs in the state service have been raised to definitely higher levels since 1941, we still have no adequate answer when our starting salary for Junior Clerk Stenographers, for instance, is \$988.00 a year, as compared to the same grade of position in the Federal service which pays to start normally \$1,440.00 per annum, and in War times 21% more on top of that. Speaking of Federal levels, perhaps we might compete with some degree of success if it were Washington only that offered this lure. Unfortunately, however, the call comes not alone from Washington. We hear it almost daily right here in Maine, right in the capital city in fact, where there have been located many branch offices of one or another Federal agency, to which we have lost scores of our girls since 1941. Can we blame them for being interested in a weekly difference of some \$14.00 more than we can pay? We cannot, but that doesn't solve our problem. We still have the vacancies to fill, and it still has to be done at the \$19.00 a week figure. For the most part we have done it in spite of the tremendous handicaps of higher wages offered outside, and the acute shortage of labor.

It has been accomplished, however, only by the untiring efforts and cooperation of everyone involved in filling vacancies. Every department head, every supervisor, and practically every subordinate

employee has been a recruiting agent, so to speak, for the Department of Personnel. In this attempt to meet the issue we have had the most helpful and heartening response. Without it we frequently would have failed miserably in the matter of finding properly qualified persons to fill many a vacancy during the last two years.

From all this we must not get the idea that Federal agencies have taken all the employees who have left us during this period, or the "lion's share" of new candidates. Many have gone to private industry as well, but in both instances the answer is the same-- more money!

Then too, of course we have lost to the U. S. Armed Forces almost 500 of our regular employees, but not for the same reason. The reason for their leaving is clear and acceptable. So acceptable, in fact, that the Legislature recognized it and enacted a Military Leave Law, under the provisions of which every such regular employee is guaranteed his or her job back, upon discharge from Military or Naval service, and without the loss of any rights as to seniority status or retirement benefits. In this connection it is interesting to note that the Revision Committee believed the Military Leave Act to be so much a definite personnel matter that they made it a part of the Personnel Law and it is now to be found in Chapter 59 of the 8th Revision of the Statutes, as Section 23 of the Personnel Law.

With the termination of the war, this whole recruiting program will be reversed. First, we will have, we hope, all of the employees back from military leave, other discharged veterans, and then an unending line of applicants made immediately available and eager for jobs by reason of the folding up over night, so to speak, of countless Federal wartime agencies and private industries heretofore

engaged in wartime production. Our recruiting then will be comparatively easy, but the next important step in the merit system process, namely, the examination program, will have to assume at once the real burden.

Examinations

Prior to the war emergency we had developed our examination techniques to what we felt was at least a good beginning for a comparatively new agency and one which had always lacked sufficient funds with which to work. With the start of the War, the shortage of candidates and the immediate and compelling necessity of filling many jobs in a hurry, due to the rapid and constant turnover, compelled us to practically abandon many of the established methods and procedures normally pursued in conducting tests of various kinds.

Now, however, with the end of the War not too far away, we must prepare in advance for a substantially enlarged program of open competitive examinations and not only for those positions for which we have been accustomed to give fairly regular examinations, but for many other positions in the service, for which we have not as yet ever conducted open competitive tests. Why? Because of two obvious factors, as I see it. First, the immediate availability of literally hundreds of new applicants for various jobs; and second, because of the very fact that there will be so many candidates, no procedures other than open competitive tests can hope to solve the problem of determining who is best fitted to fill the positions that may be vacant, and by virtue of which eligible lists may be established, from which the actual appointments can be made. It will be at this point that those vested with the authority to make appointments to positions in the classified service should be thankful that there is a Personnel Law on the books.

A factor which is almost certain to enter at this point, is a veterans' preference provision to be made a part of the Personnel Law. Practically every civil service law in existence in this country at the moment, beginning with the Federal level and running down through the states, has some such provision in it, or one is in the making. The trend is here--it is real--it's no longer a mere rumor and a thing to be ignored or sidetracked by merit system advocates. The proper approach to this problem is one of frank, open, careful, and helpful consideration by all parties involved. It cannot be successfully argued now that veterans of this war, or any other for that matter, are not entitled to special preference, whether it be in connection with appointments to positions in the public service, or other matters. Ardent advocates of a true merit system may always argue that point, and probably with much force and truth, but that is not the point to be argued now. The real decision must be made, I believe, as to what a veterans' preference provision in the law should provide for, and how far it should go. The foremost authorities in this country in the field of personnel administration are presently, and have been for some time, engaged in discussing this problem and some definite suggestions as to its solution have been developed. I trust all those interested in retaining all the basic features of a real merit system will carefully consider these findings and suggestions, if and when an amendment to the Personnel Law, purporting to grant preference to veterans, is proposed. The legislative committee, to which such an amendment will go for consideration, friends of civil service, administrative officials, and the Legislature as a whole, which in the last analysis will make the final decision, should all

make available to themselves as much of the information that has been developed the country over as it is possible to do. In this way, and only in this way can a veterans' preference program be worked out on a basis fair and equitable to veteran and civilian applicant alike.

Our final word in this section dedicated to examinations, then, is one that points out the need to greatly expand our testing techniques and program and to indicate that we are already making plans to that end.

Eligible Lists, Certifications, and Appointments

As in the case of examinations, prior to the war emergency we usually had lists or registers in existence most of the time from which we could and did secure sufficient eligibles to fill existing vacancies in many positions. During the last two-year period, however, eligible lists as such have been almost non-existent, at least for any appreciable length of time. If perchance we were so fortunate as to have 25 or 30 names on a Junior Typist list, for instance as of the date the list was set up, the chances were at least 2 to 1 that the very next day, when we attempted to fill a vacancy from that list, it would be found necessary to contact at least half of them before we got one who could or would take the job. As a matter of record, it has frequently been true that a girl would report to our office in the morning, take the regular test in typing or dictation, or both, and be appointed to fill a vacancy that afternoon in some department or other. Eligible lists-- what do you mean, lists? We don't have applicants even, let alone lists of them. But all this too will change with the end of the War.

We will have eligible lists, many of them for many positions and many of them will be sizable too. Then we shall find it

necessary and desirable to tighten up to the strict requirements of the law in the matter of certification of eligibles from these lists, and the resulting selections and appointments. Now if on a certification of a typist or stenographer to a department head he tells us he doesn't want her, we don't inquire too closely as to his reasons, we just say "That's fine, we'll send her right down to so and so." We're glad to have her available to send to another department head and at the same time have to feel sorry for the first one who turned the girl down, because we know just how hard it's going to be to get anyone for him, let alone one better. But all that will change when real lists are available.

Certifications will be made in response to the department heads' requisitions, and either appointments will be made from those eligibles so certified or the jobs will be unfilled. Strict adherence to the intent of the law and the rights of the eligibles will be the order of the day. May all the elements that are involved speed that day!

Classification of Positions

There are, broadly speaking, two basic features of any civil service system that should early be established and ever maintained on a current working basis. The first of these is a classification plan, and the second, a compensation plan. These two factors are to a merit system what the foundation walls are to a house. If the foundation is weak, full of holes, and warped out of shape, it usually follows that the house that rests on it is in much the same general condition. If, however, the foundation is strong, solid and level, then we will find that the house above it is much the same. It is not enough, however, to have a solid and level foundation, with a fairly perfect house on top of

it. It is quite as important to see that that foundation and that house are kept in constant repair, the holes plugged, the floors and ceilings level and the roof tight.

Sec. 9 of Chap. 221 of the Public Laws of 1937, known as the Personnel Law, and which, by the way, has now become Ch. 59 of the R.S. 8th Revision, provides for such a classification plan. Unfortunately the Legislature did not provide money enough to permit carrying out the provisions of this section until the session of 1943, a delay of some six years from the effective date of the law. Meanwhile we had gotten along as best we could, making an attempt from time to time to develop some job specifications and as occasion demanded, determining from what facts were apparent how this job or that job should be classified.

With the money granted us for the fiscal year 1943-1944 and earmarked, so to speak, for the classification job, we embarked on a complete reclassification study, looking toward the establishing of a classification plan as originally intended and contemplated under the law. We employed a special consultant, Mr. Charles McKenney of Portland, to do the job. Mr. McKenney's background both from an educational and experience standpoint was considered as most excellent for the type of work we had to undertake. A graduate of the University of Maine with an experience background of several years in the business world where he contacted and studies all types of people, coupled with some seven years in the Federal service in an administrative position, involving many of the very factors and problems which would be encountered in our proposed study, we felt made of him an ideal man for the job. In addition to his technical fitness for the job, he is a native of Maine and knows how to meet and deal with Maine folks and their

problems.

The results so far obtained bear out our first impression of Mr. McKenney and his ability. He has accomplished far more, I believe, in the way of educating department heads and employees alike to the real purpose of a classification plan and what it will do for both of them, and he has contacted, discussed with, and finally "sold" the whole idea to everyone concerned in a far better and more lasting manner than could have been done through the medium of an outside professional consulting agency.

It was originally thought and hoped that the job could be completed in about a year. We soon discovered we were entirely wrong. Indeed, when we consider that any one of the public administration consulting agencies who do this sort of work would expect to take from six to eight months to complete such a job and use a staff of five or six persons especially trained in certain phases of the work, it is not at all surprising that our one-man staff found it impossible to complete the job in one year, or even two.

As we neared the end of the first fiscal year we were confronted with the alternatives of trying to set up a half developed classification plan, scrapping everything so far accomplished, or finding the necessary funds with which to complete the job. The facts were laid before the Governor and Council and they agreed with us that the job was of sufficient importance to warrant a transfer from the contingent fund of a sum which we felt would satisfactorily complete the study.

To this end, some six thousand dollars was transferred to our appropriation for use during the fiscal year 1944-45. This

amount was designed, not only to pay the salary of the consultant originally employed for at least half of the current fiscal year, but also contemplated the employing of a competent person to help finish setting up the plan and then carry it on on a permanent basis, once it was established. For this task we were most fortunate to secure the services of Mr. Ober Vaughan, who by virtue of his educational background and experience in the Maine Unemployment Compensation Commission, and later in the United States Employment Service as an Interviewer and Manager, had acquired much of the basic training needed to carry on the classification section of our work.

While reference to the progress of the work as of this date may seem to be reporting something of our activities which more properly should be held over until the next biennial report, we believe it desirable to indicate here that we hope the initial draft of the new Classification Plan will be in process of compilation as this report goes to the printer, and that beginning as of January 1, 1945, we shall have for the first time since the enactment of the Personnel Law a complete set of job specifications for practically every type of position in the Classified Service, and employees allocated to their proper classes.

Again, while it may seem to be reporting in advance, so to speak, we feel it should be recorded here that much credit for the successful completion of the Classification Plan is to be given to those individual department heads and employees who have served, and still are serving on the various Allocation Committees, in conjunction with our classification staff, in the matter of making final determination as to who is doing what job and to what class the job should be allocated. This idea of having representative

department heads and employees take an active part in the final phases of the work was borrowed from a sister state which had already found it most valuable.

Incidentally, this gives us the opportunity of offering a word of commendation on behalf of the newly organized State Employees' Association. The employee members of the Allocation Committees just referred to were selected by the officers of the Association itself, and are, therefore, considered by us to be truly representative of the employee group. While the Association is only a bit over a year old, it has enjoyed a healthy growth, has merited and won the respect of employee and employer alike, has conducted its activities in a business-like and constructive manner and will, I believe, live to accomplish much good, not alone for the employees as a group, but for the public service as a whole.

I know of no better or more effective way of actually selling the idea of and equitably administering a public service merit system than by having the employee group know what it is all about and be willing to cooperate 100% to see that it really works.

Employees' Retirement System

While a separate and detailed report must necessarily be made covering this subject, it is so closely tied in with personnel procedures that some reference to it cannot be entirely avoided here.

The law establishing the system was enacted at the special session of the Legislature in January, 1942, and it became operative as of July 1, that year. Although no such specific provision was made in the law, it was immediately conceded by all concerned that the administration of an Employees' Retirement System was so

closely tied in with personnel routines and procedures as to make it highly desirable, if not almost necessary, to place the administration of the new law in the Department of Personnel. To this end the Governor appointed the chairman of the Personnel Board, Mr. Edward F. Dow, of Orono, as a member of the Board of Trustees of the Retirement System, and at the 1943 regular legislative session this procedure was incorporated in the law itself. In further recognition of the necessity of combining the two activities, the Director of Personnel was named Secretary of the Retirement System.

The wisdom of this coordination of administration of two such closely allied functions of state government is already apparent, both from the standpoint of elimination of duplication of effort and records, and savings in cost.

Other Personnel Activities

The procedures heretofore enumerated are only a small part of the activities of a state personnel agency, even though they may be considered the most important in many ways.

There are, however, a hundred and one routine, day by day items that engage the constant attention of the staff, many of which anyone not closely connected with the work would never think about. Every procedure involved in constructing and conducting examinations, setting up lists, certifying eligibles, authorizing appointments, starting salaries, changes in salary, transfers, promotions, vacations, sick leave, leaves without pay, etc., engages the attention and effort of every member of the staff on a full-time, high pressure basis, day in and day out.

Practically every move that must be made in connection with personnel matters must also be taken cognizance of in relation to

the Retirement System. The combined routines are carried on by a staff of five full-time and two half-time clerks, typists, and stenographers, one half-time accountant, the newly acquired Classification Supervisor, and the Director. All functions of the Department of Personnel are subject to the overall supervision and control of the State Personnel Board, which is quasi-legislative and judicial in nature, rather than administrative.

It may be of public interest to note here that the Maine Department of Personnel is presently operating on an annual appropriation of less than half as much as any similar department in any other state in the Union. In our contacts with the civil service agencies of some twenty-five of our sister states, they cannot understand how we have accomplished so much on so little money.

Frankly, it would have been quite impossible without: first, the constant enthusiasm and loyalty of a hard working and faithful staff, to whom ordinary office hours and relatively small pay haven't meant a thing; second, to the thoughtful and constant support and guidance of a State Personnel Board made up of public spirited citizens who are keenly alive to the basic principles of the merit system and who have the courage of their convictions; third, to the splendid cooperation of the employee group and department heads, especially the Governor, who has constantly and consistently espoused the cause of civil service; and last, the many helpful ideas, suggestions, and materials that have been furnished us by civil service agencies in other states.

Recommendations

When we review in some detail and at some length the work of the past two years and then look ahead to what we should do in the

next two years, we are both at a loss to comprehend how we have done so much with so little money, and equally convinced we can do no more in the future unless we have more to work with. The staff is overworked now, how then can more things be accomplished without more staff? It just can't be done.

In spite of the real need for a more adequate appropriation, we are not proposing to ask of the 1945 Legislature any substantial increase over the amount of money made available for the current biennium. In this we may be wrong. In the light of what is contemplated under the law as to the setting up and maintenance of a complete civil service system, we probably are. The history of our progress since the enactment of the law in 1937, however, would seem to justify our position. We started on a "shoe string"-- a mere \$5,000 a year. Some of the friends of the merit system and most of its enemies said we couldn't accomplish anything worth talking about on so small an appropriation. Our contemporaries in the field of public personnel administration said we couldn't even make a start, and certainly wouldn't live long. We surprised our friends, confounded our enemies, and astonished our contemporaries, because we did start, we did live, and we did accomplish something!

Now, after some six years of operation, we have convinced the Legislature of the worthwhileness of the merit system in state government to the extent of providing approximately three times the amount of the original appropriation. \$15,000.00 a year, however, is not a sufficient amount of money to do the job contemplated under the law. Frankly, at the moment we don't know just how much more it would take. We do know we are now doing all our present staff can possibly handle. Every one of them is overloaded and

consequently overworked. This is not a healthy condition and is one that cannot continue indefinitely. This condition, however, is not peculiar to our agency alone, many other state departments find themselves in the same over-taxed situation. It may be a definite trend; or it may be partially due to war conditions. If it is the latter, we may expect to see a letting up of certain pressures and demands of the present. If it is a real trend, then we must face the issue and act accordingly.

In the belief, or perhaps the hope, that it is quite largely due to the War emergency, and in keeping with our history of progress already referred to, we are proposing to carry on for another two years, at least, on about the same basis as to money as is currently being provided. By the same token, we are convinced that we should have at least another five thousand dollars per annum over and above our current appropriation for the fiscal years '47-'48 and '48-'49. Even this amount will not bring us to the minimum level provided for public personnel agencies in states that, as to number of employees involved and other features, are comparable to ours.

The Personnel Law is fairly adequate in its present form. There are few changes that need to be made in its basic provisions. There are, however, one or two features that require some clarification or change, and possibly some additions or deletions should be made. To wit:

The Personnel Law is now a part of the 8th Revision of the Revised Statutes of 1944, being Chap. 59 thereof.

Add to Sec. 4 a new paragraph to be numbered IX, and read as follows:

'(IX) In the event of any hearing conducted by the Board, arising out of any petition or appeal of any

employee or any other person, the decision rendered by the Board shall be final and absolute, subject to review only by a court of competent jurisdiction.'

Delete from Sec. 7 the following:

In Paragraph III everything after the words "consent of the council".

Strike out all of Paragraphs X and XIII.

Amend Sec. 16 by inserting after the words "the Board" in the 6th line, the words

'may order the employee re-instated without prejudice, or'

and further amend by adding to the last sentence of said Sec. after the words "In case such" the words

're-instatement or'

Amend Sec. 20, by inserting after the words "solicit or receive" in the second line thereof, the words

'or be solicited for'

further amend by inserting after the word "receiving" in the third line the words

'or being solicited for'

further amend by inserting in the fourth line thereof after the word "from" the words

'or by' and by striking out the word "from" where it appears in the fifth line thereof.

At the earliest possible date following the setting up of the revised Classification Plan, our next proposed project is the development of an Employees' Handbook. We hope to include in this booklet a brief but clear outline of what the purposes and intent of the Personnel Law are, and explain certain fixed procedures for which it provides. We hope also to answer therein many of the more common questions that arise in the mind of the new employee as to what the law requires of him and what it does for him. It is possible that a short word-picture can be included, describing our state government and its functions. By virtue of the close relationship existing between the functions of the Department of Personnel and the State Employees' Retirement System, it is planned to include in the Handbook certain information relative to the Retirement System, which we hope will be of help and interest to new and old employees alike.

The old saying that "In times of peace prepare for war" must be reversed now. Our job for the coming months must be to prepare for peace. From the standpoint of public personnel administration, the tasks ahead loom large. Soon we shall be dealing with the problem of too many recruits rather than too few. Our examination program must go into "high gear". Our testing techniques must be such as will secure for appointment to the public service the "cream of the crop".

To be adequately ready for this post-war job we must be developing our procedures and processes now. To do this we must have a reasonably adequate appropriation with which to retain and somewhat expand our present staff. We feel confident that the many advocates of civil service, both in and out of the Legislature, and administrative departments will see to it that the basic

principles of a merit system, as opposed to the "spoils system" will continue to be protected and strengthened.

It is the hope of the staff of the Department of Personnel that this report will give to the citizens of Maine a better understanding of the personnel problems with which we have been confronted during the past few years and something of the problems which lie ahead, and the efforts we have made and propose to make to meet and solve them.

Respectfully submitted,

Earle R. Hayes

Director of Personnel