

MAINE STATE LEGISLATURE

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MAINE PUBLIC DOCUMENTS

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VOLUME III

STATE OF MAINE

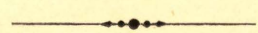
Report

of the

Department of Personnel

for the

Fiscal Biennium Ended June 30, 1946



submitted by

Earle R. Hayes, Director

to the

State Personnel Board

for Transmittal

to

His Excellency Horace Hildreth

Governor of Maine

STATE OF MAINE

REPORT

of the

DEPARTMENT OF PERSONNEL

for the

FISCAL BIENNIUM ENDED JUNE 30, 1946

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State Personnel Board

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State Personnel Board

Edward F. Dow, Orono - Chairman (Resigned September 1946)

Harold E. Rodgers, Saco - Chairman (Appointed October 1946)

Edward L. Lincoln, Portland - Member

Agnes P. Mantor, Farmington - Member

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

Earle R. Hayes, Director

Ober C. Vaughan - Classification Supervisor

Offices Located

in

Vickery and Hill Building

Augusta, Maine

STATE PERSONNEL BOARD

H. E. RODGERS, CHAIRMAN
EDWARD L. LINCOLN
AGNES P. MANTER

EARLE R. HAYES
DIRECTOR



STATE OF MAINE
DEPARTMENT OF PERSONNEL
AUGUSTA

December 31, 1946

To Governor Horace Hildreth
and
Members of the Executive Council

Gentlemen:

We submit herewith the report of the Director of Personnel
for two years ended June 30, 1946.

State
Personnel
Board

(Harold E. Rodgers, Chairman
(
(Edward L. Lincoln
(
(Agnes P. Mantor

December 31, 1946

State Personnel Board
State House
Augusta, Maine

Honorable Members:

Pursuant to the requirements of Section 15 of Chapter 38 of the Revised Statutes, the report of the Director covering the two fiscal years immediately prior to the 1947 regular session of Legislature is hereby submitted to you for review and transmittal to the Governor.

The Maine Personnel Law, the purposes and intent of which might be more generally understood and accepted if it was called a Civil Service Law, provides for a merit system of public personnel administration.

Too few persons know the meaning of a merit system. Because of the good results in public service that a plan of this type develops, it should be more widely understood. It attempts to furnish the best qualified personnel available to Maine Governmental Departments and assures the taxpayers of a maximum utilization of their money through the accomplishments of competent and qualified employees.

A merit system is a plan for the appointment, promotion, and separation of employees on a merit basis.

The key to an efficient public administration lies in the ability and efficiency of the individual employees with opportunity for advancement on the basis of merit. While democratic government calls for top governmental positions to be filled at the voting polls or by Executive

appointment, nevertheless, if there is to be efficiency these chosen leaders must be assisted by men and women whose career is effective government administration.

The Maine Department of Personnel is primarily a service organization that secures qualified people through recruitment and through examination makes them available to appointing authorities in the various State Departments.

Recruiting is a major problem of a Civil Service System at any time, but in a War emergency period, it is the major problem.

In our attempts to find properly qualified persons to fill vacancies in the State Service, examination notices are mailed to a fixed mailing list of approximately a thousand persons and places including boards of county commissioners, city clerks, first and second class post offices, town clerks in towns of major size, members of the state committees of both political parties, colleges, high schools, business colleges, weekly and daily newspapers, radio stations and in addition many individuals who have from time to time indicated to us their interest in knowing about examinations for particular positions.

We have, during the war years, tried all sorts of schemes to secure 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.

By open lists, we mean that applications for positions are accepted continually and examinations are conducted as often as a

sufficient number of applicants have filed. During the War period the public service, because of relatively inflexible pay standards, was seriously handicapped in competing for available personnel in an already depleted labor market. It is to be hoped that the turn has been reached and that the shortages that plague us will diminish, during the months to come.

Turnover among State employees in the last two years has continued at a pace, only slightly less than during the first two years of the War.

In spite of added inducement by way of salary increases made available in part by readjustments upward of certain salary ranges, and in part by Legislative cost of living increases, the recruiting situation in respect to stenographers and typists particularly has continued to be most difficult not only in connection with appointments in Augusta, but in the various branch offices throughout the State.

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 and prosecution of the War the shortage of candidates and the immediate 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.

In this regard, we proceeded in no different manner than did

many of our sister States operating under State wide Civil Service Systems. The only practical difference between the procedures pursued by us during the War emergency, in the filling of governmental positions and those pursued by some of our sister Civil Service States is to be found in the fact that most of the other States made what they were pleased to call, "War Time appointments", whereas, in Maine we continued to make appointments on a permanent basis.

One of the principal reasons which motivated our decision to continue to make appointments on practically a permanent basis rather than on a war duration basis, was our firm conviction that it would be exceedingly difficult to secure anyone to fill existing vacancies, in the face of a promise that their appointment would continue for the duration of the War only, or possibly six months thereafter. As a matter of fact, we found it extremely difficult to secure anyone, even though we held out the prospects of permanent employment.

Another advantage in connection with pursuing this procedure appears to us rather obvious at the moment when we view the situation that some of the other States find themselves in, because of War duration appointments. Whereas most of the appointees whom we have secured and held during the War years, have in one manner or another properly qualified for the position they hold, and have attained permanent status, we note that many of the States are now attempting to develop large scale examination processes for the purpose of subjecting these War duration appointees to an examination before they can be given permanent status and continued in service. We suspect that these eleventh hour con-

cessions to fundamental principles of a merit system will work in many instances to the very distinct disadvantage of all parties concerned, the governmental agencies themselves, the employees involved and the public generally.

We now find ourselves in a position where for several reasons we must embark upon a substantially enlarged program of open competitive examinations, not only for those positions for which we have been accustomed to give fairly regular tests, but for many other positions in the service for which we have not conducted periodic formal examinations. Among other reasons for this necessity may be found: a slow but increasing number of available applicants for various types of positions in the classified service; the enactment by the Legislature in the 1945 session of a Veterans' Preference Clause in the Personnel Law; and a well developed and ably managed association of State employees who are constantly on the alert to see that their interests are properly safeguarded, particularly with reference to promotions within the service and prompt reward for faithful service by means of regular salary increases. Add to this, the growing awareness of the public generally that there is on the statute books of Maine, a Civil Service Law which is designed to give every properly qualified person in the State an equal opportunity to compete for eligibility for appointment to various positions in the classified service of the State.

The two years just past have seen practically the completion of our Classification Study began in 1943. At my request, Mr. Ober

Vaughan, our Classification Supervisor, developed a brief outline of what constitutes a Classification and Compensation Plan, and I present it here as submitted:

"Position classification reduced to its simplest terms consists of placing like things in the same class and unlike things in different classes. Classification brings order by consideration of classes, rather than thousands of individual positions, and makes possible equitable treatment of employees and orderly analysis of administrative problems.

Positions are classified and assigned to levels or grades in the state service in accordance with the nature of their duties and responsibilities. The same pay scale is applicable to all positions falling in the same grade in whatever department they may be located. The salary of a position is based upon the character, difficulty, and responsibility of the work involved.

Position classification is concerned with the description and analysis of positions whether occupied or vacant. A position is something distinct and apart from the employee who occupies it.

Classification adheres strictly to the view that current duties and responsibilities are the sole basis for position classification, but it does recognize that these may change in character, difficulty, and scope by reason of the capabilities or deficiencies of the employee, thereby developing the possibility of a subsequent change in the classification of the position.

The establishment of classes of positions, the writing of class

specifications, and the allocation of positions are not short-lived tasks of a period of transition or reorganization. On the contrary, they are constantly recurring tasks which are important parts of the continuous administration of a sound classification plan. Positions in the state service are subject to constant change. In order to keep a classification plan completely current it is necessary to maintain a continuous review and audit of positions. Classification of positions is a necessary administrative tool used to provide a basis for developing and administering a compensation plan.

The values to personnel administration are many. Classification exercises an impartial, orderly approach and helps avoid a purely personalized treatment of work and pay problems. Under the same employment conditions employees doing work of the same difficulty and responsibility get the same pay. Thus, an important aspect of classification is equity, "equal pay for equal work". In its use as a sound basis for a fairly administered pay plan, classification serves the interest of the taxpayer, government operating officials and employees. At the same time, the existence of ranges allows advances for meritorious service. It identifies positions in their proper relationship for promotion and transfer. It raises employee morale. It facilitates the development of good employee-management relationships and is an indispensable foundation in budget planning.

Standards for classes have been developed for positions in the

state service through consultation with experts in the various fields and through consultation with a committee on allocations composed of representatives of management and employees.

The classification program initiated in Maine in 1943 comprehends a complete survey of all state departments. We are pleased to report that as of June 30, 1946, all positions in the clerical service have been allocated to class and in the following departments all positions have been allocated:

- Accounts and Control
- Agriculture
- Attorney General
- Audit
- Banks and Banking
- Bureau of Social Welfare
- Highway
- Industrial Accident Commission
- Library
- Liquor Commission
- Milk Control Board
- State Parks
- Personnel and Employees' Retirement System
- Purchases
- Revisor of Statutes
- Secretary of State
- Taxation
- Treasury
- Maine Unemployment Compensation Commission
- Maine State Employment Service

Other departments will be reached in due course until the entire state service has been surveyed and allocated to class. Each position will be classified according to the duties performed:

Number of individual positions allocated	11432
Number of classes of positions for which specifications have been completed and salary ranges established	281*

During 1946 a salary study covering the 48 states was attempted. Completed questionnaires were returned by 20 jurisdictions representing all sections of the United States.

A consolidation of the material received seemed to indicate fairly conclusively that base salaries in the state were low compared to the average being paid by other States. Therefore, this department went on record as approving the bill then pending before the special session of Legislature providing for a cost of living increase to be added to base salaries being paid, which it was believed would place Maine in a relatively fair position as to salaries being paid state employees throughout the country.

Following is a group of selected positions representing a cross section of the total consolidated report showing:

- Column 1 Maine's base salary range (Minimum and Maximum)
- Column 2 Maine's gross salary range (including cost of living increase)
- Column 3 Average gross salary range of 20 States
- Column 4 Difference plus or minus between Maine's base salary range and average gross salary range of 20 States
- Column 5 Maine's gross salary range and average gross salary range of 20 States

POSITION TITLE	MAINE		MAINE		AVERAGE		DIFFERENCE		DIFFERENCE						
	BASE		GROSS		STATE		MAINE BASE		MAINE GROSS						
					GROSS		AVERAGE		AVERAGE						
					GROSS		STATE		STATE						
Junior Clerk	1040	-	1248	1415	-	1623	1484	-	1759	-444	-	-511	-69	-	-136
Clerk	1248	-	1560	1623	-	1935	1689	-	2092	-435	-	-532	-66	-	-157
Senior Clerk	1664	-	1872	2049	-	2247	1938	-	2407	-274	-	-535	+111	-	-160
Office Manager	2340	-	2808	2715	-	3183	2571	-	3173	-231	-	-365	+144	-	+10
Tabulating Equipment Operator	1664	-	1976	2049	-	2351	1748	-	2124	-84	-	-148	+301	-	+227
Key Punch Operator	1248	-	1560	1623	-	1935	1652	-	1843	-404	-	-283	-29	-	+92
Telephone Operator	1248	-	1560	1623	-	1935	1466	-	1808	-248	-	-248	+157	-	+127
Social Worker (Child Welfare)	1664	-	1976	2049	-	2351	1996	-	2445	-332	-	-469	+53	-	-94
Social Worker (Public Assistance)	1664	-	1976	2049	-	2351	1888	-	2342	-224	-	-366	+161	-	+9
Junior Accountant Auditor	1872	-	2340	2247	-	2715	2304	-	2702	-432	-	-362	-57	-	+13
Senior Accountant Auditor	2496	-	3120	2781	-	3493	2905	-	3526	-509	-	-406	-124	-	-31
Supervising Accountant Auditor	3328	-	3952	3703	-	4347	3694	-	4541	-366	-	-589	+9	-	-194

<u>POSITION TITLE</u>	<u>MAINE BASE</u>	<u>MAINE GROSS</u>	<u>AVERAGE STATE GROSS</u>	<u>DIFFERENCE MAINE BASE AVERAGE STATE GROSS</u>	<u>DIFFERENCE MAINE GROSS AVERAGE STATE GROSS</u>
Statistical Clerk	1560 - 1872	2049 - 2247	1671 - 2057	-111 - -185	+378 - +190
Statistician	1872 - 2340	2247 - 2716	2416 - 3024	-544 - -784	-179 - -308
Senior Statistician	2340 - 2808	2715 - 3183	3124 - 3604	-784 - -796	-409 - -421
Field Examiner (M.U.C.C.)	2340 - 2808	2715 - 3183	2980 - 3040	-540 - -232	-265 - +143
Deputy (M.U.C.C.)	2340 - 2808	2715 - 3183	2494 - 3083	-154 - -275	+221 - +100
Assistant Bank Examiner	2028 - 2632	2303 - 3027	2558 - 3308	-530 - -676	-225 - -181
Bank Examiner	2912 - 3744	3287 - 4119	3421 - 4180	-509 - -436	-134 - -61
Highway Engineer	2496 - 3744	2971 - 4119	3436 - 4310	-940 - -566	-465 - -181
Appraisal Engineer	3120 - 3744	3495 - 4119	3580 - 3908	-460 - -164	-95 - +111
Librarian	1872 - 2652	2247 - 3027	2412 - 3064	-540 - -412	-165 - -37
District Health Officer	4000 - 5000	4375 - 5375	4701 - 5704	-701 - -704	-326 - -329
Public Health Nurse	1872 - 2184	2247 - 2559	2088 - 2623	-216 - -439	+159 - -64
Sanitary Engineer	2496 - 3120	2971 - 3495	2705 - 3521	-209 - -401	+266 - -26

The foregoing tabulation shows quite conclusively, we believe, that with the so-called "cost of living" salary increase of \$7.20 per week, the average salary of our employees compares very favorably with the average being paid for similar positions in the 20 states covered by this survey.

We do not hold any brief for the specific amount of \$7.20, and it may not be the best possible answer to the cost of living situation. The amount might as well be an even \$7.00 or \$8.00 per week, but the fact remains that the nation wide survey, above referred to, indicates that the total salaries now being paid our employees is on the average quite as good as any being paid for similar jobs throughout the states on which we were able to get the figures.

At least we can state with little chance of contradiction, that without the so-called cost of living increase of \$7.20 our salaries would be well below the average.

The constantly increasing demands made upon us by certain Federal Agencies is a serious problem. The Congress has, from time to time, during the last decade made available to the States considerable sums of money, particularly in the fields of Public Assistance and Relief. It has created Federal Agencies to supervise and control the expenditure of these monies. It has endowed these Federal Agencies with authority and powers, real or assumed, that are fast producing a situation which from the State viewpoint at least, is difficult and burdensome.

In the administration of the State Civil Service Law for instance, we are constantly being "advised" and "assisted", as the Federal Laws

involved apparently intend, but the "advice" and "assistance" is fast developing into "demand" and "insistence".

I appreciate the fact that a considerable sum of Federal money is being allocated to the State Department of Health and Welfare for instance, but for years large sums of Federal money have been expended in Maine by our Highway Department, the Department of the Adjutant General, the Department of Education, and the Department of Agriculture, and we have never been subjected in that connection to the annoying and dictatorial tactics of Federal agencies.

We are administering a Maine law and are answerable only to the Citizens of Maine.

If by reason of not having been able to foresee this Federal encroachment on State functions, we failed to include in our law certain safeguards against just such evils; then it is high time the law was amended to accomplish just that.

In the administration of a state civil service system, there are 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 of salary, transfers, promotions, vacations, sick leaves, leaves without pay, etc., engage the attention and effort of every member of the staff 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

Employees' 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, a Classification Supervisor and the Director. When we review in detail and at length, the work of the past two years and then look ahead to what we should do in the next two years, we are at a loss to comprehend how we have done so much with so little money, and equally convinced that we can do no more in the future unless we have much more money to work with.

In view of the real need for a more adequate appropriation, we are proposing to ask of the 1947 Legislature a substantial increase over the amount of money made available for the current biennium. In the light of what is contemplated under the law, as to the setting up and maintenance of a complete civil service system, the whole job cannot be done with less than a yearly appropriation of at least \$75,000.00.

There is an old saying, "that comparisons are odious". That may be true in certain instances, but I am sure you will agree with me that sometimes comparisons are quite necessary and frequently desirable in arriving at conclusions.

To that end, I wish to mention a few instances taken from the records of other states where State-Wide Civil Service Agencies are in operation, which will tend to show, I believe, quite clearly the extremely unenviable situation we are in with reference to the amount of funds with which to operate on. For instance, our neighboring State of New Hampshire, while not having a State-wide merit system, does have a Merit System Council which has, under its jurisdiction,

four State Departments only, namely, those dealing with public assistance, health, unemployment compensation, and the employment service. For these four departments alone and for the relatively small number of employees involved, the Merit System in New Hampshire is expending an annual appropriation of something like \$18,000.00, approximately the same amount of money that we are expending in Maine, in the attempt to maintain a merit system for some forty departments involving approximately four thousand employees. Rhode Island, a State which is comparable to ours so far as the number of covered employees are concerned, has an annual appropriation at the moment of some \$120,000.00 and a staff of about thirty five or six people. The State of Colorado, which has something like a thousand employees less than we have under the system, had in 1945, an appropriation of \$31,944.00. The States of Alabama and Indiana, which so far as covered employees are concerned compares with us very favorably, had for the same year, an appropriation of \$40,000.00 and \$68,000.00, respectively. These are a few of the instances of the lowest amount of appropriation provided for the operation of state civil service systems. In other states where state-wide civil service systems are maintained, which by virtue of the number of covered employees involved are not fairly comparable to Maine, we find appropriations running anywhere from \$82,000.00 a year up to a figure of approximately three quarters of a million dollars for the state civil service system of the State of New York.

These facts point up very definitely, we believe, the relative situation that Maine finds itself in, as far as available funds for

the civil service system are concerned and also indicate that we are at the bottom of the ladder, so to speak, in the amount of money with which to do the job.

The requirements which are provided for in the law itself, the increasing difficulty which we are encountering in the recruiting and proper selection of appointees, the necessity of protecting the veterans' rights, the watchfulness and interest of the State Employee group and the increasing demands made upon us by the Social Security Administration are sufficient in themselves to warrant the Legislature providing adequate funds with which to administer the State Civil Service System as is contemplated under the provisions of the existing Personnel Law.

Respectfully submitted

Earle R. Hayes
Director