

MAINE STATE LEGISLATURE

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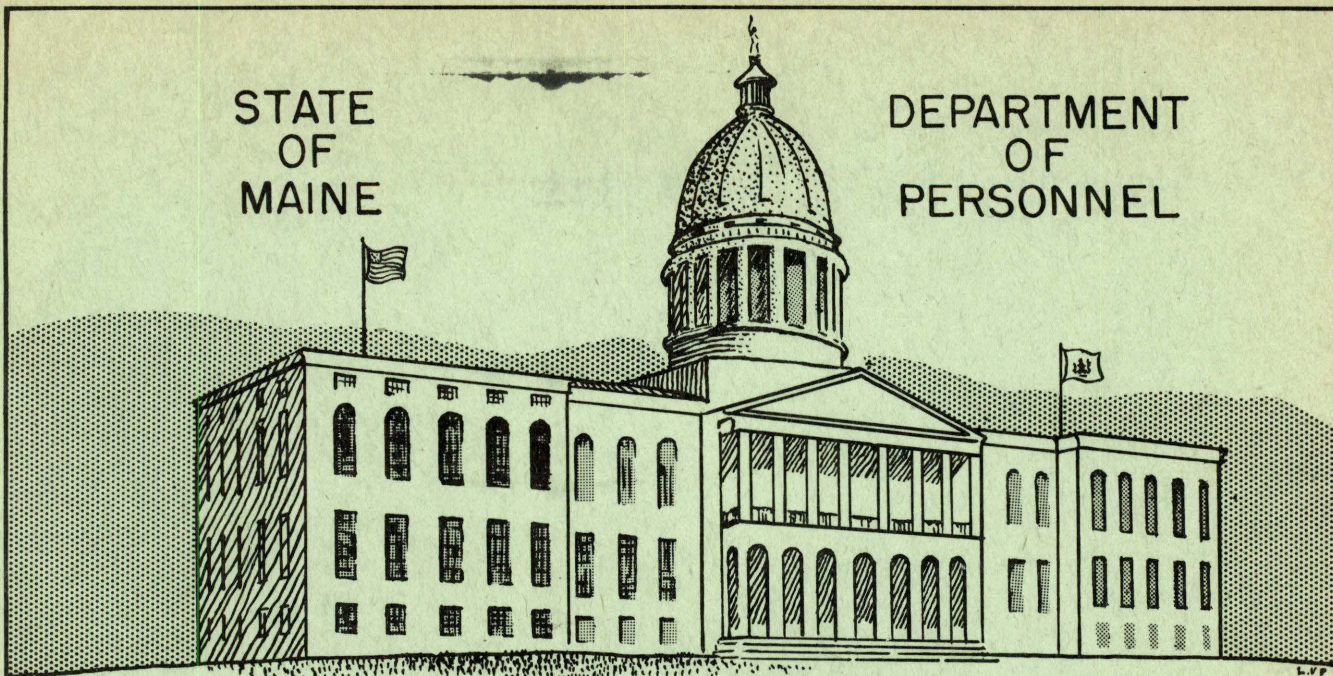
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(In three volumes)

VOLUME III.

STATE
OF
MAINE

DEPARTMENT
OF
PERSONNEL



Report
For the Fiscal Biennium

Ended June 30, 1948

Submitted By

Ober C. Vaughan, Director

To The

State Personnel Board

For Transmittal To

His Excellency, Horace Hildreth

Governor of Maine

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STATE OF MAINE

REPORT

of the

DEPARTMENT OF PERSONNEL

for the

FISCAL BIENNIUM ENDED JUNE 30, 1948

submitted by

Ober C. Vaughan - Director

to the

State Personnel Board

for Transmittal

to

His Excellency Horace Hildreth

Governor of Maine

State Personnel Board

Harold E. Rodgers, Saco - Chairman (Resigned September 1948)

Robert L. Getchell, Portland - Chairman (Appointed October 1948)

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.

- - - - -

Ober C. Vaughan, Director

Willis H. Allen, Jr. - Classification Supervisor

William H. Hughes - Examination Supervisor

Offices located

in

Vickery and Hill Building

Augusta, Maine

December 31, 1948

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, 1948.

State
Personnel
Board

(Robert L. Getchell, Chairman
(
(Edward L. Lincoln
(
(Agnes P. Mantor



December 31, 1948

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 of Personnel, covering the two fiscal years immediately prior to the 1949 session of the Legislature, is hereby submitted to you for review and transmittal to the Governor.

Career Service.

To attract the best employees to the States service and thus to make State government function more efficiently, it is imperative that State employees be placed on a career basis so that it will become a worthwhile life work with entrance open and attractive to young men and women of ability, and with opportunity of advancement, through service and growth, to posts of distinction.

By career is meant a life work. It is an occupation which one normally takes up in youth with the expectation of advancement and pursues until retirement.

Career service in State government is thus a public service which is so organized and conducted as to encourage careers. The practical results and implications of a career service program benefits the public through lower costs, efficient operation and effective service. Such a program benefits the government worker by offering him an honorable career with adequate remuneration and retirement pension.

The success or failure of our State government and the kind of service it renders depends upon the capacity and character of the men and women who constitute it. The fact that people are now beginning to recognize the value of such a system clears the way for a new approach to the problem of attracting to the State service, qualified men and women. The public service can become an effective instrument for carrying out the decisions and desires of the people, but only if the contacts of the ordinary citizen with government, which are always through

the agency of some public servant, are skilful, intelligent, honest, impartial and in accordance with the law. In this report I have attempted to point out the progress that has been made during the period covered and further point out the value of extending this system to the extent that the two cardinal principals of the merit system, that is, selection on the basis of merit, and equal pay for equal work, may extend to all employees or potential employees of the States service.

Recruiting.

Our recruiting program has been accelerated during the period and a far better coverage of the States area has been realized. Thus we have been able, even in the face of a vast fluctual labor market, to maintain high standards of minimum qualifications and still keep reasonable current with the demand for employees. Examinations have been conducted in several different localities from Portland to Presque Isle, thus affording a greater service to the people of Maine by offering opportunity for State employment to all residents. In connection with the above we have found that it has only been necessary in very exceptional cases, to extend recruitment outside the State. We have received excellent cooperation from newspapers, radio stations and the Employment offices of the Maine Unemployment Compensation Commission. These media have been used to great advantage in publicizing the program.

A generally expanded program of merit system operation has been entered into during the period. Through extra funds provided by the 1947 Legislature a rather complete reorganization of administrative procedures has been accomplished. The addition of two Division Supervisors to the staff has considerably extended our service. A continuing program of position classification and a vastly extended program of merit examinations has resulted in a definite trend toward better position evaluation, and the selection of better qualified personnel.

Veterans' Preference.

It has been possible for us to view the effects of the Veterans' Preference

Clause in our law which allows a 5-point preference for all veterans and a ten-point preference for disabled veterans, added to earned ratings in examinations. The clause itself, has been very compatible with the merit principal, in that it requires definite qualification before the 5 or 10-point addition is made. This has had the effect of offsetting for the veteran, the experience time which was lost during Military service. The effect has been that veterans, after qualification, have arrived in many instances, at the top of the eligible lists, thus affording them the opportunity to be selected for positions in the State service. Veterans' groups themselves indicate their desire for this type of Legislation which will effect the appointment of the veteran in accordance with all merit requirements that he be equally qualified for the post.

A Personnel or Civil Service Department continually finds itself in the position of deciding highly controversial issues between various groups of employers and employees, thus is eternally subject to criticism from one group or the other. The Maine personnel law provides all the necessary legal authority which is needed in dealing with these problems. Criticisms which have been heard from time to time stem from the inability of the department to equitably administer the law with its present staff.

In the following pages, I have attempted to show the progress which has been made in the fields in which a limited professional staff has been provided. Further, I have attempted to show what could be done with further staff additions.

At my request, Mr. Willis Allen, Jr., Classification Supervisor, and Mr. William Hughes, Examination Supervisor, have prepared the following sections relating to their particular field, and I present them herewith:

CLASSIFICATION AND COMPENSATION

CLASSIFICATION

Fundamental Importance. The classification plan is the foundation upon which all other personnel transactions are based. Without the basic classification plan to provide for equality in rates of pay for comparable types of work; to provide the necessary statement of background and skills and abilities on which recruiting and testing activities are based; to define the interrelationship of classes in such manner as to make clear the lines of promotion and transfer; and to pro-

vide the terminology by which the personnel agency, the budget authorities, the department heads, the employees, the legislature, and the public may refer conveniently and accurately to recognizable classes of employment; most of the work of personnel administration would be difficult if not impossible to do.

Changing laws, changing social and economic concepts, changing emphasis in part of programs in response to public will, changing financial condition of governmental agencies, and ordinary changes brought about by the evolution of work in departments, all combine to keep the classification plan in a constant state of flux. The basic nature of the plan necessarily has remained the same over a number of years but its content at any given moment cannot in any sense, be considered as fixed, but must be subject to almost daily change as conditions require that new classes be created, old classes abolished, and existing classes consolidated or subdivided to serve the purposes of the service.

General Nature of Activities. The activities of those concerned with maintaining the classification plan are divided into four major parts.

The first of these is concerned with the maintaining of the classification plan itself, and includes the necessary conferences, analyses, and preparation of specifications involved in the creation of new classes and the consolidation or division of existing classes, and such procedure as may be incidental to the abolishing of existing classes when no longer needed.

The second activity is concerned with keeping the allocation of positions under the classification plan up to date insofar as it is possible to do so as positions are vacated. Every request for the filling of a new position, or the replacing of an employee in an existing position by appointment, transfer, or reinstatement, should be analyzed to ascertain whether the classification under which it is proposed to fill the position, is appropriate in view of the duties and responsibilities involved. Through the discharge of this responsibility, the classification plan is kept up to date; the departments are assured of effective performance of work through knowing that each position is filled from an appropriate eligible list, and therefore, filled by persons possessing appropriate qualifications; and many economies are effected through assurance that no position is filled at a higher class, and accordingly at a higher salary, than is required. Not only are these direct economies accomplished, but on occasion the study on which the classification determination is based may result in an actual reorganization of functions at an even greater saving.

The third activity has to do with the safeguarding of the classification plan through the safeguarding of individual interests, and requires the individual investigation of cases in response to complaints or when the personnel agency itself has reason to believe that persons are being assigned duties not consistent with their classification. These activities not only maintain the integrity of the plan, but also forestall maneuvers which might be disadvantageous to an employee, and frequently have prevented acts which would ultimately have led to litigation.

The fourth activity involves keeping the plan up to date through the verification of allocations of individual positions, not treated as individual cases, but as parts of a general survey. These surveys have on occasion been made of entire departments, and on other occasions, have been restricted to some one type of work extending over several departments. A complete survey, extending over a considerable period of time, of all the positions in a department is illustrative of the first type of case, and studies of positions of departmental accounting

officers, office appliance operators of various types, certain selected responsible institution positions, and other similar studies are illustrative of the second type.

Need for Confidence. The successful administration of a classification plan calls for the confidence of employees and department heads in the work of the personnel agency. There continues to be some suspicion that any review of classification is motivated by a desire to do harm to the employee and necessary information which frequently would be beneficial to the employee is withheld because of the fear that it will be in some way used against him. The Personnel agency regards classification as an important tool which, if handled in full confidence, can be used to accomplish many useful ends, but which if abused, changes its character from a useful tool to a weapon which reacts unfavorably on the individual.

Some part of the suspicion with which classification activities are regarded is based on the mistaken assumption that the department head or the individual is the best judge of what the classification of a given position should be. The actual facts of the matter are that a given set of duties and responsibilities have significance only on a relative basis, when considered together with similar duties and responsibilities of many other employees scattered throughout the service. A far better perspective can be obtained from a central and detached point of view than is ever possible when a position is regarded either by the supervising officer or by the employee himself, either of whom must inevitably be influenced by many personal factors which, while important in themselves, have no place in the determination of the classification of a position.

The classification plan is a classification of the duties and responsibilities of positions; it is not a classification of individuals by race, color, creed, political affiliation, personal responsibilities, or any other criterion; and the fundamental consideration of duties and responsibilities must not be either lost sight of, or confushed with these other factors. The individual operating agency is no better prepared to classify positions than the personnel agency is prepared to build highways, administer the unemployment insurance laws, combat epidemics, or carry on any other operating activity.

The field staff which should eventually be developed to insure the proper maintenance of the classification plan will have additional important functions in doing many of the other things indicated elsewhere in this report as desirable, such as investigating the need for particular employments, investigating requests for reinstatements, treating requests for transfer on a case method, and many other similar activities.

ANSWERING COMMON CLASSIFICATION QUESTIONS

The following questions and answers, are inserted to aid in the clarification of several basic classification factors which are frequently the basis for misunderstanding and misapprehension.

1. What are the basic characteristics of a position?

A position, the thing that is classified in the activity called position-classification, has the following characteristics:

(a) It is the work-assignment composed of all the duties, tasks and responsibilities which one employee is assigned to perform, covering his full working schedule.

(b) It comes into being by the action of administrators or supervisors. Some-

times a position is created by statute. It can never be created by position classifiers, but can only be created by one who has authority to assign work to the employees concerned.

(c) It may be changed by an administrator or supervisor in the same manner as it is created. Changes in the position may be brought about because of changes in work program, organization structure, or method of doing work. A position may also be changed by an administrator or supervisor as a result of his daily observation of the abilities of the employees under his direction.

2. What is a position-description?

A position-description is a written statement of a work-assignment.

3. Is there a special vocabulary of words and phrases or "classification language" for writing statements of position-descriptions?

No. All that is required is that they be written (a) in plain English, understandable to both the supervisor and the employee, and (b) precisely and fully enough to serve the supervisor and the employee as a day-by-day guide to what the supervisor expects the employees to do.

4. Do position-descriptions have to be written by a person trained in classification work?

No. As a matter of fact, they can be written as straightforward statements by any supervisor or employee who knows the facts, and whose purpose is to put them down on paper objectively, correctly, and fully.

5. What are the responsibilities of the writer of a position-description?

(a) To see that he has the facts - and all the facts - about the position before he attempts to describe it in writing. - Failure to have the facts available means that sufficient inquiry has not been made or that those responsible for organizing, planning, and assigning work have not organized and planned as thoroughly as they should. These are administrative problems that should be overcome before position-descriptions are written.

(b) To prepare objectively, concretely, precisely, and fully, a factual work picture of what the person occupying the position, does or (in the case of a vacancy) will do.

(c) To draft the description in specific terms. - He should avoid the use of ambiguous words, such as "assist", "handle", "examine", etc., and use instead, words that show just what tasks or processes the assistance, handling, or examination consists of, and their purposes or results. He should refrain from characterizing tasks broadly as "difficult", or "complex". Instead he should show degree of difficulty or responsibility by facts rather than by adjectives.

(d) To write a description of a position - not a class specification or a statement of standards covering many positions, which is necessarily more generalized. A description of an individual position is just that and nothing more. Class specifications and other statements of standards are not intended to provide ready-made position-descriptions. The temptation to copy them or general phrases or expressions from them should be vigorously resisted. The writing of such phrases or expressions into a position-description wastes everyone's time.

(e) To see that a position-description is a true statement. - A classification

sheet, the form on which the position-description is submitted for classification purposes, is an official document supporting a payroll item. In effect it certifies that the employee has been, or, in the case of a vacancy, will be assigned to the work described. The writer of a position-description should be keenly aware that it is his intent to have his own agency and other State agencies rely on the integrity of his description and pay out taxpayers' funds on that basis.

6. What is meant by "classes of positions"?

The term "class" is formally defined in the statute. It refers to a group of positions or work-assignments that are so nearly alike in kind of work, level of difficulty and responsibility, and qualification requirements of the work that they should be treated alike for recruiting, placement, and pay purposes. In establishing each class of positions, it is to be given a standard name, or class title, and defined or described in a written statement called a class specification.

7. Is the objective of basing pay on what an employee does, the sole purpose of the framework and method described above?

No. There is more to it. The policy requires "equal pay for equal work". Allocations are made in such a way that:

(a) An employee's pay **scale** will depend on what his work-assignment is.

(b) Employees performing the same or equal work-assignments will enjoy the same pay scale.

(c) Employees performing harder or more responsible work assignments will enjoy pay scales higher than those applicable to employees doing easier or less responsible work.

(d) In short, the relation between work-assignments, and pay scales, will be logical, consistent, and in conformity with guide lines of the merit system.

8. Is finding out and recording how well an employee does his work a part of position-classification?

No. It is an important part of day-by-day supervision and is involved, of course, in the conduct of a uniform efficiency rating system.

9. How does an efficiency rating affect pay?

An efficiency rating has no bearing upon the proper allocation of the employee's position. Together with other factors, it does, however, have a bearing on the speed and amount of the employee's advancement or reduction from step to step within the range of pay determined by that allocation.

10. What are pertinent factors in allocating positions to class?

In general, any factors that make one work-assignment similar to, different from, or less or more difficult or responsible than another work-assignment are pertinent factors in its allocation. For a given position or work-assignment, any supervisor and employee can figure them out. All they have to do is to remember this:

The things that are pertinent in allocating a position or work-assignment are the same things that should be made clear by a supervisor and an employee

when together they discuss and write out a descriptive statement of the employee's work-assignment in order to make sure that each has the same full understanding of what the employee's work assignment is and how he is expected to carry it out. More specifically, both supervisor and employee should have a clear understanding regarding such details of the employee's work assignment as -

(a) Subject matter, function, profession, or occupation; (b) supervision over the employee's work; (c) connection with the work-assignment of other employees; (d) guide lines or other controls when necessity for decisions arise; (e) originality required; (f) methods of work; (g) variety and scope of duties; (h) authority to make decisions and commitments; (i) personal work contacts; (j) review of the work of others; (k) supervision of the work of others.

All the above elements are pertinent factors in allocating positions to class.

11. Does not the grade of a supervisory position depend principally upon the number of persons supervised?

No. Number of employees, i.e., size of organization covered by the supervisory work-assignment, is but one of these elements. Other elements are more important. For example:

(a) The difficulty, variety, and complexity of the work supervised. - The job of the supervisor of a small group engaged in difficult and varied operations is entitled to a higher grade than that of the supervisor of a large group engaged in simple operations.

(b) The particular content and value of the supervisory function exercised. A reviewer, for example, is not exercising a full supervisory function. Supervision consists of such functions as planning, organizing, coordinating, and controlling work, delegating responsibilities and authority to act, making sure that each employee knows what his job is and its relation to the unit's work program, setting standards of performance, taking account of actual performance standards, developing morale and etc. A supervisor of a small group carrying on full supervisory functions may easily outrank a "partial" supervisor of a large group.

A By-product. An important by-product of the classification plan is being developed through the arrangement of classes in the Maine classification plan on the basis of entrance requirements. By this means, it will be possible ultimately to indicate all of the classes which possess a certain basic set of qualifications and this arrangement, aside from having its principal advantage in furnishing information to those engaged in vocational guidance, will likewise serve to point out the existence of classes which superficially appear to be different but which actually are essentially the same and should therefore be consolidated.

STATISTICS. The exact extent of classification activities is difficult to represent statistically, but insofar as it is possible to describe these activities in such terms, the following information is given:

During 1946-47

281 classes were in existence at the beginning of the year
72 classes were established
4 classes were abolished
0 classes were consolidated
3 existing classes were divided into 6

352 classes were in existence at the end of the year
286 positions were allocated to class

During 1947-48

352 classes were in existence at the beginning of the year
69 classes were established
15 classes were abolished
0 classes were consolidated
2 classes were divided into 4
408 classes were in existence at the end of the year
208 positions were allocated to class

COMPENSATION

The actual amount of compensation paid is generally a major determinant of whether or not a governmental unit attracts high grade applicants and retains them in the service after employment. Therefore, it is necessary that close attention be given to rates of pay prevailing in the sources of recruitment for the public service. It is essential that programs be inaugurated which translate the prevailing pay data and furnish a basis for removing inequities from the public pay schedule. A pay plan properly developed, installed, and administered is a major element of a well-rounded personnel program. In large part such a pay plan depends upon and should operate in close conjunction with a sound system of position classification. For any class of positions, the salary range should be determined chiefly by the following factors: the prevailing rates of pay for similar work in the jurisdiction; cost of living in the jurisdiction; promotional opportunities; and the ability of the State to pay.

An illustration of the value of a classification plan is founded in the process of obtaining information with respect to prevailing salary rates. Instead of attempting to collect data based on mere job titles alone, which may be ambiguous or even meaningless, class specifications should be utilized so that the duties performed, responsibilities exercised, and qualifications required for each class of positions give a clear picture of the actual job represented by each title. The application of an equitable pay plan would be virtually impossible if positions were not grouped into classes so that salary ranges could be uniformly applied.

Salary surveys conducted on such a comparison basis are very valuable in a personnel agency. The salary survey shown here, was conducted to determine how various State employees were being paid in comparison with other public agencies in our neighboring states.

The figures show that of 12 positions compared within the salary ranges of \$29.00 to \$55.00, representing lower paid employees, 11 positions were equal to, or above the average pay for the 5 New England States compared. While of the 17 positions, representing salary ranges with maximum pay above \$55.00 a week, only 7 positions were equal to, or above the average pay for the 5 participating New England States.

A deduction of the above figures, shows that on a whole, our higher paid employee has a substantially lower pay check in comparison with outside employment agencies, and that a continuation of cost of living increases on the basis of the so called "dollar" increase, would tend to increase this inequality.

DATA CURRENT AS OF JUNE 1948
 CLASSIFICATION AND COMPENSATION SURVEY
 STATES PARTICIPATING MAINE; NEW HAMPSHIRE; VERMONT; RHODE ISLAND; CONNECTICUT

	Maine Pay Range Gross		N. H. Pay Range Gross		Vermont Pay Range Gross		R. I. Pay Range Gross		Conn. Pay Range Gross		Average Pay 5 New England States Gross	
Engineering Assistant	\$52.20	\$64.20	\$39.52	\$49.67	\$38.00	\$49.00	\$41.54	\$50.77	\$60.58	\$70.73	\$46.37	\$56.67
Engineer Highway	\$67.20	\$95.20	\$50.94	\$66.75	\$56.00	\$68.00	\$57.69	\$71.54	\$72.00	\$87.23	\$60.77	\$77.74
Principal Highway Engr.	\$97.20	\$117.20	\$93.27	\$103.65	\$89.00	\$106.00	\$136.15	\$152.31	\$88.50	\$103.73	\$100.82	\$116.58
Surveyor	\$67.20	\$83.20	\$50.95	\$58.56	\$47.00	\$59.00			\$66.29	\$78.98	\$57.86	\$69.94*
Bank Examiner	\$63.20	\$79.20	\$52.21	\$62.11	\$56.00	\$68.00	\$71.54	\$88.85	\$46.62	\$66.92	\$57.91	\$73.02
Manager, MUCC	\$63.20	\$75.20	\$52.21	\$62.11	\$66.00	\$80.00	\$71.54	\$88.85	\$72.00	\$87.23	\$64.99	\$78.68
Claims Deputy	\$55.20	\$67.20			\$47.00	\$59.00	\$48.46	\$57.69	\$50.42	\$69.46	\$50.27	\$63.34*
Store Super.	\$55.20	\$67.20			\$56.00	\$68.00					\$55.60	\$67.60*
Sales Clerk	\$35.20	\$48.20			\$31.00	\$40.00					\$33.10	\$44.10*
Chemist	\$43.20	\$52.20	\$48.98	\$67.88	\$56.00	\$68.00	\$53.08	\$64.62	\$54.23	\$64.38	\$51.10	\$63.42
Employment Counselor for the Blind	\$46.20	\$55.20			\$47.00	\$59.00	\$43.85	\$53.08	\$49.15	\$59.31	\$46.55	\$56.65*
Public Health Nurse	\$43.20	\$52.20	\$38.25	\$44.60	\$47.00	\$59.00	\$46.15	\$59.00	\$52.00	\$65.65	\$45.32	\$55.37
Senior Sanitary Engineer	\$71.20	\$83.20	\$58.56	\$56.67	\$56.00	\$68.00	\$71.54	\$88.85	\$83.42	\$102.46	\$68.14	\$82.08

*Not All States Reporting

DATA CURRENT AS OF JUNE 1948
 CLASSIFICATION AND COMPENSATION SURVEY
 STATES PARTICIPATING MAINE; NEW HAMPSHIRE; VERMONT; RHODE ISLAND; CONNECTICUT

	Maine Pay Range Gross		N. H. Pay Range Gross		Vermont Pay Range Gross		R. I. Pay Range Gross		Conn. Pay Range Gross		Average Pay 5 New England States Gross	
Clerk Secretary	\$43.20	\$52.20	\$40.79	\$52.21	\$38.00	\$49.00	\$43.85	\$53.08	\$46.50	\$60.58	\$42.47	\$53.41
Principal Clerk	\$43.20	\$52.20	\$40.79	\$52.21	\$38.00	\$49.00	\$34.62	\$43.85	\$46.50	\$60.58	\$40.62	\$51.57
Senior Clerk	\$39.20	\$43.20	\$31.90	\$42.06	\$31.00	\$40.00	\$27.69	\$34.62	\$36.35	\$45.23	\$33.23	\$41.02
Senior Clerk Stenographer	\$39.20	\$43.20	\$33.17	\$43.33	\$31.00	\$40.00	\$32.31	\$39.23	\$36.35	\$45.23	\$34.41	\$42.20
Senior Clerk Typist	\$39.20	\$43.20	\$31.90	\$42.06	\$31.00	\$40.00	\$30.00	\$36.92	\$36.35	\$45.23	\$33.69	\$41.48
Hearing Reporter	\$45.20	\$51.20			\$38.00	\$49.00	\$39.23	\$48.46	\$40.15	\$49.15	\$40.65	\$49.45*
Account Clerk	\$37.20	\$43.20	\$26.92	\$34.42	\$38.00	\$49.00	\$30.00	\$36.92	\$36.35	\$45.23	\$33.69	\$43.75
Senior Accountant Auditor	\$55.20	\$67.20	\$39.52	\$51.60	\$66.00	\$80.00	\$57.69	\$71.54	\$68.83	\$85.96	\$57.45	\$71.26
Sr. Statistician	\$52.20	\$61.20	\$49.67	\$57.29	\$66.00	\$80.00	\$53.08	\$64.62	\$59.31	\$72.00	\$56.05	\$67.02
Key Punch Oper.	\$31.20	\$37.20	\$23.46	\$30.63	\$24.00	\$33.00	\$30.00	\$36.92	\$36.35	\$43.96	\$29.00	\$36.34
Tab. Equip. Oper.	\$39.20	\$45.20	\$26.17	\$36.06	\$31.00	\$40.00	\$32.31	\$39.23	\$43.96	\$52.00	\$34.53	\$42.50
Appeals Referee	\$67.20	\$79.20	\$62.11	\$71.81	\$77.00	\$92.00	\$88.85	\$98.08	\$72.00	\$87.23	\$73.43	\$86.26
Insp. Cig. Tax	\$40.20	\$49.20	\$38.25	\$45.86			\$36.92	\$46.15			\$38.46	\$47.07*
Classifier - Library	\$43.20	\$58.20	\$53.48	\$62.11			\$	U. C.	\$51.69	\$64.38	\$49.46	\$61.56*

Limited funds often interfere with the setting up of ideal pay plans, particularly from the standpoint of general salary levels. Any jurisdiction, regardless of its financial situation, should, however, observe the following fundamental principles:

- (1) that equal pay be given for equal work throughout all divisions of the service.
- (2) that an employee be paid strictly in accordance with the requirements, responsibilities and duties involved in the position he actually holds regardless of what other qualifications he may possess or what other types of work he may be capable of performing.

For any class of positions, a salary range with minimum, maximum, and intermediate rates is customarily operative. Appointments should normally be made at the minimum rate, and salary advancements up to the maximum should be provided for primarily on the basis of demonstrated efficiency on the job.

It is important that the pay plan, as well as the classification plan, be currently maintained in accordance with changing economic conditions if it is to retain its value to the service.

The State pay plan, covering positions in the classified service, has grown from a very modest beginning of 11 salary ranges to the giant proportions of the currently operated plan, consisting of 56 salary ranges.

The present pay plan consisting of approximately 56 pay ranges is an inequitable and unworkable compensation structure. It has been the victim of difficult recruiting conditions, enormous turnover of employees, competition with extremely high wages paid in private industry, devastating effects of a World War and finally the overpowering influence of the present high cost of living.

I should like to point out some of the inequalities inherent in our pay plan by citing the following examples:

If we compare the pay range of a Junior Clerk (20-22-24 dollars a week) with that of a Store Clerk (28-30-32-34-36-38-40-41 dollars) it is apparent that while each can advance in his range by steps of \$2, the Junior Clerk is limited to an increase of \$4 in his range, but the Store Clerk can receive a \$13 increase in his pay range. Comparing the pay range of a Draw Bridge Operator (\$33-36-39-42-45-48-51-52 a week) with that of a Carpenter (\$36-38-40-42 a week), it is apparent that while the former can receive an increase of \$19 a week, the latter is only able to increase his earnings \$6 a week.

Comparing the pay range of the Division Supervisor (52-56-60-64-68-72-76 dollars a week) with that of the Supervising Inspector (54-58-62 dollars a week), it is apparent that the Supervising Inspector is not the "fair-haired" child.

These examples are only a few of the many inconsistencies which make our pay plan unworkable. Another inconsistency is apparent when we analyze the following examples:

If we compare several pay ranges common to the State pay plan, we will find that in nearly every pay range, there is a different percent of increase as one advances from the minimum to the maximum pay in his range--a.e.

A	B	C	D	Percent of Increase					
20	22	24		B	10%	C	9%		
24	26	28	30	B	8%	C	7.7%	D	7.1%
32	34	36		B	6.2%	C	5.9%		
36	39	42	45	B	8.3%	C	7.7%	D	7%
39	42	45	48	B	7.7%	C	7%	D	6.6%
45	48	51	54	B	6.6%	C	6.2%	D	5.9%
48	52	56	60	B	8.3%	C	7.7%	D	7%

I should like to show what an improvement a properly constructed pay plan could be and how much more equitable it would be to all concerned, if such a pay plan could be substituted for the present State compensation schedule.

	A	B	C	D	E
1.	100	105	110	115	121
2.	105	110	115	121	127
3.	110	115	121	127	133
4.	115	121	127	133	140
5.	121	127	133	140	147
6.	127	133	140	147	154
7.	133	140	147	154	162
8.	140	147	154	162	170
9.	147	154	162	170	178
10.	154	162	170	178	187
11.	162	170	178	187	196
12.	170	178	187	196	206
13.	178	187	196	206	216
14.	187	196	206	216	227
15.	196	206	216	227	238
16.	206	216	227	238	250
17.	216	227	238	250	262

18.	227	238	250	262	275
19.	238	250	262	275	289
20.	250	262	275	289	303
21.	262	275	289	303	318
22.	275	289	303	318	334
23.	289	303	318	334	351
24.	303	318	334	351	369
25.	318	334	351	369	387
26.	334	351	369	387	406
27.	351	369	387	406	426
28.	369	387	406	426	447
29.	387	406	426	447	469
30.	406	426	447	469	492
31.	426	447	469	492	517
32.	447	469	492	517	543
33.	469	492	517	543	570
34.	492	517	543	570	598
35.	517	543	570	598	628

The above pay plan is systematically integrated in that each step in a pay range represents a 5% increase over the preceding step. Also each of the 35 pay ranges has the same 5% increase when comparing any or all steps A, B, C, D, or E with the range directly above or below.

With such a pay plan in effect, there would be very little difficulty experienced if it were necessary to increase or decrease all employees' pay, and everyone would be assured of the same per cent of increase or decrease as well as the same number of pay steps between the minimum and the maximum of his range.

Conclusions

The "Classified Service" controls approximately 6000 positions in the State. Of this number, approximately 3000 positions have been "classified", and the classes allocated or "pegged" to the existing pay plan. The employees of the State institutions, numbering approximately 1500, although declared under the classified service, have not been classified nor have their positions been allocated to the pay plan.

I have attempted to show that there are many inconsistencies in our classification and compensation plans. It is not my intention to criticize or blame anyone for

these inconsistencies, but rather to show that the duties in our classification and compensation division are much too difficult and much too varied, to expect any one person to organize, administer, and maintain the classification and compensation plans on a workable and equitable basis.

The people of Maine are pioneers; natural leaders; folks with lots of practical, down-to-earth common sense. Hasn't the time arrived for us to recognize the value of "our people" and establish jobs with pay rates and pay steps attractive enough to compete with our neighboring states, and thus retain our trained and skilled workers for the benefit of Maine, rather than continue to be a recruiting source for the improvement of other governmental agencies?

EXAMINATION AND RECRUITMENT

RECRUITING

Intelligent recruitment continues to be a major problem of personnel administration. The orthodox posting of bulletins at designated public places is still the sole recruiting device. Its usefulness in attracting to the public employment the type of person from whom the public is entitled to receive service, is practically nil.

The problem of the desperate job-seeker who desires to take any test offering a salary commensurate with his needs, but without regard to his qualifications is serious. This type of testing is frequently unproductive and only further develops the despair of the candidate. Frequently individuals are encouraged to seek employment for which they are not qualified but in which they have expressed an interest. Often it is questionable whether the interest of an individual in a given type of employment is actually based on ability or aptitude for doing the work, or whether it is prompted by purely emotional and other equally unreasonable and illogical motives.

The interest and active assistance of professional groups is particularly necessary if effective recruiting is to be done by a public personnel agency. The professional groups can do much to overcome the impression, so general in some professional fields, that the public service is undesirable and unattractive. They can also bring specific employment opportunities to the attention of those persons in the professional group best suited to public service, and by providing a large group of competent competitors can assist the personnel agency in raising the standards in that particular professional field in the public service.

Judging Entrance Qualifications. The qualifying process as used by public personnel agencies is likened to a race, with competitors being required to overcome a succession of obstacles designed to weed out, at the earliest possible moment, those who are unlikely to survive the entire competition. The first stage in this process is the review of the applications of candidates to judge their qualifications in comparison to minimum requirements established for each classification.

In the Maine practice, the essential requirements which are judged at this stage include, citizenship, residence in the State, and possession of a certain pattern of background and experience, or some equivalent combination to that specified

in the basic pattern. This information is released in the form of examination announcements throughout the State to interested groups and individuals (See Table 5), attention being called to the type of job openings available, and minimum qualifications, and request the cooperation of individuals and organizations in the State, so that better help will be available for openings in the State service. An aid in this process would call for detailed and faithful investigation of past employment records.

Capacity vs. Achievement. Because it is relatively easier to measure, achievement has generally been the measure by which individuals are selected for public service; that is to say, we select for a given employment from among individuals who by their past record of background and experience have shown that they have been able successfully to discharge the same or similar duties and are therefore judged to be best qualified for the new appointment. Were it possible to chart exactly the career of the individual it might well be found that while the past record of achievement is excellent, he had reached his peak and is beginning to decline. In that case a reliance on the past record of achievement is a false standard because it would bring into public employment an individual who is beyond the possibility of still further achievement and who will merely use his place on the public payroll as a haven for his decline.

The public personnel agency is faced with the very definite problem of devising instruments of testing which will have sufficient predictive value to make it possible to select on the basis of capacity and probability of growth. The possibility of using some such standard of selection would be considerably strengthened by the development of the idea of in-service training which would make possible the actual guidance and development of those selected for capacity. The full development of such a program will necessarily depend too upon the development of those **sufficiently skilled in supervisory responsibilities** that they **will demonstrate the skill and patience necessary** to direct the career of those who might be selected for their potential abilities rather than for their previously recognized accomplishments.

This philosophy is not necessarily inconsistent with the idea that knowledge in a specific field must be tempered with a certain amount of experience and other background. It merely modifies that idea to the extent of holding that careful attention needs to be given to the type of experience to be taken into account and that some compensating consideration should be given to rapidity of advancement and other significant factors along with the present over-emphasized factor of amount of experience at a given level.

Some space has already been given to a discussing of standards from the standpoint of demonstrating the falsity of the idea that it is most democratic and most practical to allow everybody to take the tests. This in part should be further amplified and clarified by pointing out that in the event there is need only for a certain number of persons, then the best qualified are sought. Whether we establish unusually difficult tests to weed out the unqualified, the result is likely to be the same as long as the standards we set are intelligently related to the requirements of the position.

During the period under review, 3265 persons applied to take examinations for positions announced by the Personnel Department. This does not include the several thousands of applications received from State citizens desirous of work in our Institutions, skilled laborers, nor positions filled by means other than from an established register. The 3265 contestants in question applied for 101 classified positions which was an average of 32.3 applications per class announced. Of the persons who applied for examinations 87.01 percent were accepted. The number of applications for each class of job and the number accepted are given in Table 1.

EXAMINATION

Examinations should be practical and related to the work for which the test is being held. Contrary to the impressions of many people, civil service examinations are not made up of a series of questions relating to reading, writing, and arithmetic, but are factual, objective, and pertinent to the type of employment for which the selection of personnel is being made. Occasionally individual items may be used which, when isolated and considered alone, appear not to have specific measuring value for a given type of employment, but as a rule these items are used in conjunction with others, all of which taken together indicate either reasoning ability or power of observation or some other trait which is essential in the employment. It is this type of item, taken out of its proper relationship, which may be distorted and publicized as an example of pointless testing. An item in an examination calling for arithmetical ability, which might read, "If an oil heater uses a gallon of fuel an hour and is in constant use, how many gallons of fuel would be required in five days" might be distorted and misrepresented in some such manner as "They asked us all about oil heaters".

Typical Material. As typical of the material which is actually used, the following items selected from tests held within the last year are offered by way of illustration:

Supervising Accountant Auditor Examination

In the field of municipal accounting, the general fund may be regarded as a fund which is used to:

1. segregate all revenues specifically allocated by law.
2. function as a stabilization fund for all other funds and legislature appropriations.
3. finance internal service activities rendered to a municipalities own departments.
4. account for all municipal revenues not allocated to specified purposes by law or contractual agreement.

Deputy State Purchasing Agent Examination

A fertilizer which is advertised as having a "5-7-8" analysis contains:

1. 5 parts of calcium (lime), 7 parts of nitrogen, 8 parts of phosphate.
2. 5 parts of available nitrogen, 7 parts of phosphate, 8 parts of potash.
3. 5 parts of copper sulphate, 7 parts of calcium (lime), 8 parts of nitrogen.
4. 5 parts of phosphate, 7 parts of potash, 8 parts of calcium (lime).

Welfare Worker Examination

Billy, a shy, retiring boy of 9, dislikes school and is failing in two subjects. A Stanford-Binet intelligence test indicates that Billy has an I. Q. of 72. His parents, as well as his brothers and sisters, are apparently of average intelligence. Judging him by his activities at home, the mother believes Billy to be equally as bright as his brothers and sisters. In any plans made for Billy, consideration should be given to the fact that the score on the Stanford-Binet test:

1. was unaffected by the shyness of the boy.
2. is indication that this boy needs institutional care.
3. may not represent the maximum attainment possible on this boy.
4. is so low that the mother's observations should be disregarded.
5. is so reliable that no attention need be given to other factors in the boy's personality.

Principal Clerk-Clerk Secretary Examinations

Study the sentences in the following item and select the sentence which you think is best (consider spelling, punctuation, grammar and rhetoric).

1. He divided the candy among the two boys; sat down besides me and began to read out loud.
2. He divided the candy among the two boys; set down beside me and began to read aloud.
3. He divided the candy between the two boys; sat down beside me and began to read aloud.
4. He divided the candy between the two boys; sat down beside me and began to read out loud.

The P. I. station is 100+00. The intersection is $31^{\circ}-23'$ Rt. There is an existing culvert, the center of which is 115.5' ahead of the P. I. and 19.4' to the right of the sub-tangent. What degree of curve will cross the center of the culvert?

Show all work.

Account Clerk Examination

The trial balance, as used in bookkeeping is a method of ascertaining if:

1. any transactions have been overlooked in journalizing.
2. any profits or losses have been suffered by the business during the fiscal period.
3. the sum of debit balances in the ledger is equal to the sum of the credit balances.
4. any complete transactions have been overlooked in posting to the ledger.
5. the correct accounts have been debited and credited in the ledger.

Supervising Potato Inspector Examination

The following average percentages were found in a car and the applicant desired it written up as a percentage car of US #1.

Illustrate the correct grade statement

- 2% under $1\frac{1}{2}$ inches
- 10% external grade defects including 7% Late Blight
- 3% Net Necrosis
- 2% Soft Rot

Senior Clerk Stenographer Examination

Which word is not divided into correct syllables?

1. hos-ti-li-ty
2. hu-man-ist
3. mes-sage
4. hu-mil-i-a-tion
5. op-u-lent

Liquor Inspector

"Witnesses vary as much in accuracy of observation as they do in physical appearance, and are quite likely to overcome omissions in their testimony, due to defects of observation by inserting those things which they believe must have occurred or must have existed". According to this statement:

1. witnesses often give testimony which is inconsistent with their previous statements.
2. in testifying, witnesses are likely to omit portions of their observations.
3. some witnesses deliberately give testimony concerning things which they know do not exist.
4. persons who have witnessed an act often give unreliable testimony about details of the act.
5. witnesses always repeat the same statements.

District Supervisor (Highway)

Sand to be used for concrete is called "fine aggregate" when it will pass 100% through a:

1. 1 inch sieve
2. 3/8 inch sieve
3. 1/4 inch sieve
4. 1/8 inch sieve

Farm Placement Specialist

In an area in which there are seasonal peaks of demand for farm labor, the FPS makes estimates of the total amount of labor which will be required, of the local labor available, and of the amount of outside labor which will drift in undirected. The information he can determine from these figures and in which he usually will be most interested is the:

1. amount of labor which will be diverted from the area by more plentiful job opportunities in other areas.
2. extent of agricultural unemployment at the peak of demand.
3. amount of foreign labor which must be imported.

4. amount of outside labor which must be secured by organized effort.
5. proportion of the crop in the area which is likely to suffer from lack of attention.

During the period in question 2841 job applications were accepted for examinations, and 2099 of this group, or 73.88 percent, appeared for examinations. For all classes of positions the number of applicants receiving passing grades was 1837 or 87.51 percent of the number examined. Detailed information concerning the results of the written examinations is given on Table 2.

Oral boards and Rating boards (See Table 4) were used in conjunction with written examinations. The Oral boards were made up of qualified men and women in the fields being tested. The Rating boards and consultants were made up of men and women experienced in the field of personnel work. Their judgment was used in conjunction with Personnel findings.

Confidential Nature of Material. Test materials used by the personnel agency must necessarily be confidential, because the development of test material, regardless of the sources from which it comes, is costly in money, time and energy, and in many fields of activity, material can never be substantially duplicated in sufficiently different form to offset the advantage that those who might have access to a given set of material would gain. There is the added factor, that if material is not kept confidential so that it may be used over again and standardized, a time must inevitably come in almost any field of knowledge where all the possibilities of a given degree of difficulty have been exhausted, and it will become necessary to resort to items of a greater degree of difficulty than would be justified by the requirements of the position for which the selection is being made.

If the department purchased test items from a non-profit organization such as the American Public Health Association, it would have to pay at least \$1.50 per test item, or approximately \$270.00 per examination. During the period in question, the examination division held 101 examinations. If test items had been purchased from a non-profit organization during the last year, the total cost would have been approximately \$27,270.00, for the number of test items used.

Short Answer vs. Essay. To those schooled in examination work, it seems strange but is none the less true, that written testing techniques are criticized from time to time because of the resort to short answer material in preference to essay material. The essay type of question is not the most desirable and its use is avoided as much as possible for a number of reasons well known to those who have observed its use. Unless an examination is unduly long, each individual item in an essay type of examination weighs far too heavily in the total result of the test in proportion to the field of knowledge which it can reasonably cover. Both the preparation of the answer by the candidate and the scoring by the examiner are subjective to the point where the score attained by the candidate is as often conditioned by his handwriting, the temper of the examiner, the time of day, and the manner in which the candidate has expressed himself, as by the actual content of his answer. Even under rigidly controlled conditions, where content alone is scored as objectively as possible, the judgment of individual examiners varies tremendously. Another important factor is that the scoring of essay material must always be by expert examiners at considerable cost in contrast to mechanical scoring.

Machine Scoring. The other extreme of objectivity, accuracy, and economy of scoring is represented by a process of mechanical scoring now in operation in the Maine service with marked success. The scoring is done by a device made available by the International Business Machines Corporation at the University of Maine which scores electrically special answer sheets prepared by the candidate with a special pencil. The use of the scoring device has not made it possible to attain any greater degree of accuracy than was attained by carefully trained test checkers who checked and rechecked each item, but that same degree of accuracy is attained with considerably more speed and at greatly reduced cost.

Limitation of Lists. The use of an arbitrary passing mark necessarily required the use of words "passed" and "failed" as a part of notification procedures. The branding of an individual as a "failure" in a field in which he may have been engaged for some few years, when as a matter of fact, the finding of the test is only that he is not quite as successful as a group of very excellent competitors, has an unfortunate psychological effect and should be avoided. Candidates are no longer branded as "failures" but are advised that "The Department of Personnel regrets that your rating in the examination was such that you received no rank on the employment list." The Psychological effect seems to have been good and the public relations value of such a procedure can never be adequately estimated.

Practical Demonstration Tests. Wherever possible of accomplishment, a satisfactory testing device is the practical demonstration test where either by a demonstration under actual working conditions and on actual equipment or by simulating working conditions and equipment in miniature the candidate can be required to demonstrate an actual skill or ability. Tests of stenography and typing have long been recognized as outstanding examples of this type of practical demonstration tests and similarly practical demonstration tests are being required for most types of office equipment.

Medical and Physical Examinations. One of the most objective and most satisfactory methods of testing which relates to requirements of tremendous significance in some types of employment is that of medical and physical examinations. For the purpose of the discussion, the distinction between medical and physical examinations is that the former relates to organic and health traits where as the latter has to do with the agility of the individual and his ability to use his physical equipment to withstand unusual strains or to demonstrate unusual strength.

For many classes of employment involving close association with the general public, fellow workers, or particularly with inmates or patients of an institution, and most particularly those institution employments involving the handling of food, great care should be taken to eliminate from the competition those who have communicable diseases. Every effort should be made, too, through medical examinations to eliminate from the competition those whose health is such that they are unlikely to be able to render a full measure of service, are likely to become disabled in the course of their employment and thereby become liabilities on the state, or who are likely through their inability to meet the physical requirements of their employment to endanger the safety of their fellow workers.

These standards should be required not alone on entrance to the service but also in connection with many promotional examinations, because it is only through the device of checking at the promotional stage that some individuals may be compelled to seek corrective medical care, and those who are victims of incurable conditions can be prevented from imposing a still greater liability on the State through advancement to positions carrying higher salaries. Such advancement becomes a liability in the event of subsequent injury or disability because the ex-

tent of the state's liability in such an event is measured in terms of earning power; those in the higher classifications thereby do represent a greater risk.

The physical examination would have two principal purposes. For some types of employment the purpose is to recruit those who meet certain standards of height and weight; simply because of the desirability that there be a certain uniformity of appearance among the members of a given staff and that they have a reasonably commanding presence. In other instances the requirements of the work calls for speed, stamina or agility, and it becomes desirable to test for these traits by recognized physical tests. To a certain extent it must be recognized that so-called physical conditions is but an outward manifestation of the actual state of health and from that standpoint it would be well that emphasis be placed on tests involving health and that objective measures of health and definite requirements of the standards to be met be established. For the definition of these standards and for proper evaluation of the findings of medical examiners it is highly desirable that physicians of the state service be used.

DISTRIBUTING EXAMINATION MATERIAL. The administration of a highly centralized personnel program in an area the size and shape of the State of Maine involves any number of problems, not the least of which is the proper and timely distribution of test material under such conditions that the test material will be available in sufficient amount at the proper place and the proper time, will be administered to the candidates under as nearly identical conditions of competition as possible, and will be returned to a central point for scoring without the integrity of the test being violated.

It is largely in consideration of this problem that it has been necessary to require that applications be filed in advance of a given examination. Except on the basis of applications filed it is never possible to know within a reasonable number how many candidates will appear in a given examination, and until that number is known proper amounts of test material cannot be shipped to each of the examining points. The consequence of insufficient material being at a given place at the time of the test is extremely serious because of the impossibility of additional material being made available while the test is still in progress, and test material which arrives several days later cannot be administered to the remaining candidates under exactly competitive conditions.

Until very recent times the problem of distributing test material was relatively simple to solve because, with scattered exceptions, all candidates in written examinations were required to appear in Augusta. The past year have seen the extension of the state service, into communities in every county in Maine and in order to obtain qualified eligibles for staffing those local offices it has been necessary for the testing activities of the personnel agency to be extended into many of those same communities. At one time examinations have been under way at ten points throughout the State. (See Table III).

Advantages. Districting of the state has definite advantages in that persons from the larger centers of population are not readily available for employment in the smaller communities, and the holding of a state-wide examination makes it possible for the citizens of the local community to obtain eligibility for employment near their homes. The process is guarded against abuse by the provision that the examination is state wide. This provision has the added advantage of making it possible for those in smaller communities who wish to go to larger centers of population and employment to take the examination locally, and then to transfer to other districts in which they are more interested, or in which employment opportunities are greater. Under previous conditions of examination, where an individual was required to travel to the center of population, to take the examination in the first place, many were discouraged by the time and expense involved.

In some respects the holding of state-wide examinations has proven a bit more expensive, per person examined, than would the holding of examinations for equal numbers of candidates on a state-wide basis, with testing centers restricted to a relative few; but the results have proven much more satisfactory in the speeding-up of the filling of jobs in many parts of the state, and by and large the turn-over in positions filled locally has been considerably reduced, so that a greater cost at one stage of the personnel process undoubtedly results in savings many times over in other parts of the process.

The Need for Planning. The holding of local examinations for a variety of classes in all parts of the state places great stress on the emphasis of long-term planning, particularly by department heads in anticipation of their possible needs, so that it will not be necessary to travel the same road many times in the course of a year. The probability that this program of local tests will need to be enlarged indefinitely as the state service continues to reach out to serve the citizens more directly, suggests the need for the development of definite facilities for conducting and maintaining this type of examinations.

Another important factor in the ultimate solution of the problems of local needs is the further extension of cooperative personnel administration in which more communities in the state, strategically located, will ultimately enter into arrangements with the state, whereby in return for the preparation of test material by the state, state agencies will administer the examinations, under arrangements mutually advantageous and economical.

Examination and Recruitment Conclusions

There is a need for advancement in techniques to acquire more interested and qualified applicants.

There is a need for the backing of professional positions by professional groups in the State of Maine.

There is need for long term planning to cover the state recruitment situation. This may be aided by a more complete mailing list of announced examinations, emphasizing state needs in a more professional manner.

The department might be of greater assistance to both the State, and employees in the state service by establishing an investigation program of past employment and educational records to be used while rating applications for positions.

The best qualified citizens in the State of Maine should be admitted to state service positions so that applicants, who have possibilities of further growth and achievement, will be referred to positions that would aid the growth of the state service.

There is a definite need of furthering the growth of examination materials so that all state citizens will be selected for positions in the state service on the basis of capacity, potential ability and in service growth, rather than on "recognized" accomplishments and hearsay evidence.

It has been internationally recognized that examinations can predict the probability of both the ability to do the job and ones' capacity for growth in that job. The short answer type examination has been proven to have greater validity and reliability than the essay type examination material.

Medical and physical examinations could be used in conjunction with written and

oral examinations, thereby assuring state citizens and state employees, a more limited liability or risk, and a full measure of service.

Although the number of provisional employees in the state service has been decreased during this last year, provisional employees are still being employed, in that examinations are not constructed and administered often enough to set a sufficient number of eligible registers to meet the needs of appointing authorities. As new positions are created and as old positions are vacated, there will tend to be an increase in the number of state employees entering the state's service on a provisional basis, to be subjected to future examinations, and who according to Personnel Law, cannot legally obtain the benefits and protections afforded by a Merit System.

An attempt has been made to point out existing circumstances pertinent to the examination and recruitment division. It would seem reasonable to conclude that to adequately perform the duties as legislated, there is need for an increase in technical and clerical help.

SUMMARY

Maine's personnel program is still in a developmental stage. Much has been done over a period of years; the merit principle has been adopted; a personnel agency has been established and given reasonable authority; a small staff has been recruited and made operative; increasing financial support has been given the program; and a good start has been made in providing personnel services to the state government. It is clear, however, that the program has not as yet reached that point of development where it represents a solution to the problem of recruiting, keeping and effecting full utilization of competent state employees at a reasonable level of personal services costs. The position classification plan has large gaps and is not up-to-date enough to support solutions to examination, pay, and other personnel problems. The fact that the pay plan is not uniformly applicable, has not been currently related to prevailing rates of pay in comparable public jurisdictions and in competing private industry, and can be related to individual employees only through an inadequate classification plan, makes it fall short of meeting management needs, particularly in a period of changing pay levels and living costs. The examination program still falls short

of extending recruitment techniques to all vacancies so that lists of qualified persons may be made available on short notice to appointing authorities.

The present examination "staff" responsible for the recruitment of applicants; the preparation, administration, and construction of examinations, practical examinations, oral interviews and other measures of fitness; compilation of statistical information and test results, interpretation of statistics gained from item analysis as to validity and reliability; preparation and construction of all objective and free answer test items; responsible for the studies of positions as to duties, qualifications and responsibilities required in the examination process; the organization and selecting of test items; the scoring, tabulating and grading of examination papers; the rating of applications of prospective employees as to education and experience for the positions in question, consists of one person.

One of the first principles in the operation of a merit system is that all persons receiving permanent employment shall first pass a competitive examination. Examinations of this type have proven their worth in a great many fields. The armed forces employed them very successfully during the past war. Educational institutions at each level of training employ examinations to determine if adequate standards have been maintained. The 1947 Legislature provided funds so that we might secure the services of an examination supervisor, which we did, and he has been able to examine for approximately 1/4 of the state (some 400) position classifications. We are requesting further increase in this division so that a wider coverage of positions may be realized.

At the present time many inequities in treatment of employees and department heads are unavoidable because of our inability to cover all positions with eligible lists. When a person receives an appointment with the State of Maine, he is quite likely to regard it as a future career. We should protect ourselves from securing the services of unqualified personnel by requiring positive proof

of technical qualifications--thus resulting in economies in efficient services and reduced turnover.

If the examination division is to function properly, it would seem reasonable to conclude that there is a dire need to increase the examination division with technically trained help, so that a more effective and efficient piece of work may be accomplished, rendering a more adequate service to the State of Maine, and employees within the State service.

Since 1943 we have had the services of a classification supervisor who has been engaged in a continuing program of position classification and evaluation. Some 400 classes of positions have been established. Classification of positions and a compensation plan are a basic necessity in an operation as vast as state government. Without such a plan no one can attempt to set adequate and equitable salaries for employees. In order to successfully recruit personnel for the state service we must first know the position and the minimum qualifications required of a potential candidate. A promotional system cannot be maintained in any orderly manner without position specifications. The greatest advantage of a sound classification and compensation plan is its effect on employee moral. The knowledge that each is receiving equal pay for like duties and responsibilities tends to produce happy, well-adjusted employees. Lack of such a plan results in "pressures" to raise pay for all employees. The over-paid are not likely to complain, but side in with the under-paid. The resulting action is that of raising the under-paid and over-paid alike, amplifying the inequities and never solving the problem of general employee moral.

The next big classification and compensation evaluation job we hope to do is in relation to positions in the state institutions. With our present staff and appropriation we have not yet been able to touch this huge task, except in a very general way. We feel that when this has been accomplished, many of the

present employment problems troubling both the institutional heads and institutional employees will be eliminated.

The Personnel Department is not charged with the responsibility of determining whether a job is necessary to departmental operations. It is our responsibility to analyze the department's request and assure the State of Maine that the employee is neither under nor overpaid for the unit of work performed.

The present Classification and Compensation staff responsible for planning and maintaining a program of position classification and compensation for the classified service; surveying positions in the classified service through the medium of job descriptions, desk audits and consultations with department and section heads; analyzing and evaluating positions with regard to duties and responsibilities and allocating positions to class; preparing class specifications; conducting compensation studies and recommending adjustments; advising employers in matters relating to classification and compensation; checking all requests for salary increases and adjustments for conformance with laws, rules and regulations of the Personnel Department; preparing reports and statistical studies; assisting heads of operating agencies in budget planning for personnel services, consists of one employee.

It is improbable that the classification staff would find it possible to divorce itself from day-to-day operations long enough to complete satisfactorily, and within a reasonable period of time, a project as ambitious as the development of a classification and pay plan, for some six thousand employees, including a badly needed project of classifying and allocating to the proper salary range, positions in our institutional services

The statute under which the Personnel Board operates is clear in its mandate to the Board relative to classification, pay, examinations, training, service ratings, payroll certifications and personnel records. It should be added, per-

haps, that in prescribing those duties the statute reflects the practical management requirements of a large and complex service.

It is no disservice to the Department to point out that some aspects of this program are being carried out only in part, and others not at all. We see no practical way in which these inadequacies can be corrected except through a more adequate financing of the personnel program. Maine's per employee cost for personnel service is less than half the average expended by other state personnel agencies and only a small fraction of the average of such costs in private industry. While these comparative data should be used with caution, they further support the view that total purposes of economy would be served through a more adequate financing of the personnel program as a means of assuring control and the receipt of maximum value for the state's multi-million dollar investment in personal services. Financing at a higher level of personnel services should provide not only for an enlarged permanent staff but also for the temporary augmentation of that staff in order to develop comprehensive and up-to-date position-classification and pay plans as a foundation for continuing operations.

It is usually estimated that the cost of operating a merit system should fall between 1 and 2% of the annual payrolls of the agency served. We believe it to be an investment in good government; that it will in the long run result in more efficient and more economical government service by providing the means for determining proper qualifications of employees prior to employment, equitable treatment of employees through better position evaluation, more adequate service to departments, and more valuable data to be used in future policies and salary determinations--all of which are sound personnel management practices.

Respectfully submitted

Ober C. Vaughan
Director

TABLE I

Persons Applying For Personnel Examinations

July 1, 1946 - June 30, 1948

Positions	Bul. No.	Number of Persons			Per Cent Admitted
		Applied	Accepted	Rejected	
Jr. Account.-Auditor	90	4	3	1	75
Sr. Account.-Auditor	90	2	2	0	100
Claims Deputy	90	7	5	2	71
Principal Claims Deputy	90	2	2	0	100
Field Supervisor	92	9	9	0	100
Appeals Referee	92	4	3	1	75
Senior Inspector (Fire)	93	3	3	0	100
Supt. of Public Printing	94	14	8	6	57
Clerk-Liquor Store	95	198	182	16	92
Junior Clerk	97	104	94	10	90.38
Junior Clerk Typist	97	201	188	13	93.50
Junior Clerk Stenographer	97	93	89	4	95.70
Clerk	97	45	41	4	91.11
Clerk Typist	97	146	139	7	95.21
Clerk Stenographer	97	98	90	8	91.81
Senior Clerk	97	85	77	8	90.59
Senior Clerk Typist	97	81	71	10	87.65
Senior Clerk Stenographer	97	62	58	4	93.55
Field Supervisor (Bus. Mgr.)	98	6	3	3	50
Veterans Field Representative	99	25	14	11	56
Welfare Worker	100	73	46	27	63
Director of Enforcement	101	5	4	1	80
Institution Business Agent	102	12	4	8	33
Senior Psychologist	103	2	2	0	100
Vet. Employment Representative	104	27	17	10	63
Vet. Employment Representative	104	12	11	1	91
Interviewer	104	111	81	30	73
Junior Manager	104	28	23	5	82
Employment Counselor II	104	16	15	1	93
Supervisor Interviewer	105	1	1	0	100
Employment Counselor III	105	1	1	0	100
Fiscal Officer	105	1	1	0	100
Personnel Officer	105	1	1	0	100
Chief Programs & Methods	105	4	3	1	75
Field Supervisor	105	6	5	1	83
Training Supervisor	105	2	2	0	100
Employment Counselor II	105	1	1	0	100
Senior Manager	105	24	22	2	91
Interviewer	105	12	3	9	25
Child Placement Consultant	106	5	2	3	40
Claims Deputy	107	9	9	0	100
Field Examiner	107	9	9	0	100
Asst. Chief - Div. Markets	108	4	4	0	100
Director of Guidance	110	12	10	2	83
Welfare Worker	112	39	35	4	89

TABLE I CONTINUED

Positions	Bul. No.	Number of Persons			Per Cent Admitted
		Applied	Accepted	Rejected	
Stock Clerk	112	1	1	0	100
Chief Inspector of Utilities	113	4	3	1	75
Field Examiner	115	39	28	11	71
Claims Deputy	115	43	31	12	72
Tobacco Tax Inspector	116	106	95	11	89
Dir. of Trade & Indust. Educ.	117	5	1	4	80
Personnel Technician	118	14	14	0	100
Supervisor of School Lunch	119	7	5	2	71
Insurance Analyst Fire Casualty	120	5	1	4	20
Director Unemploy. Comp. Com.	121	7	6	1	86
Claims Deputy	123	3	1	2	33
Budget Officer	124	8	5	3	62
Personnel Technician	125	22	15	7	68
Psychiatrist	126	0	0	0	0
Supervising Accountant-Auditor	127	20	17	3	85
Junior Accountant-Auditor	127	41	40	1	97
Senior Accountant-Auditor	127	19	19	0	100
Associate Deputy Commr.	128	20	18	2	90
Woman Factory Inspector	129	2	1	1	50
Deputy Purchasing Agent	130	30	17	13	56.66
Senior Welfare Worker (PA)	131	28	22	6	78.57
Senior Welfare Worker (CW)	131	19	18	1	94.73
Welfare Worker (CW)	131	25	23	2	92
Welfare Worker (PA)	131	31	24	7	67.74
Principal Clerk	132	62	56	6	90.32
Clerk Secretary	132	48	44	4	91.67
Assoc. Deputy Commr. (Ele. Educ.)	133	23	20	3	95.65
Orthopedic Nursing Consultant	134	0	0	0	0
Chief Inspector (Motor Vehicle)	135	8	5	3	62.50
Tax Consultant	136	4	3	1	75
Accountant Auditor	136	18	9	9	50
Account Clerk	136	41	35	6	85.37
District Supervisor (Highway)	137	11	11	0	100
Surveyor	137	6	6	0	100
Engineering Assistant	137	8	8	0	100
Engineering Aid	137	24	23	1	95.83
Asst. Deputy Commr. (Teach. Service)	138	29	27	2	93.10
Interviewer	139	130	94	36	72.31
Itinerant Claims Taker	139	60	59	1	98.33
Farm Placement Interviewer	139	11	9	2	81.82
Manager	139	27	13	14	48.15
Assistant Manager	139	27	16	11	59.26
Farm Placement Specialist	139	11	5	6	45.45
Liquor Store Clerk	140	90	87	3	96.67
Liquor Store Manager	140	4	1	3	25
Liquor Inspector	140	74	70	4	94.59
Junior Clerk	141	72	72	0	100
Junior Clerk Typist	141	108	108	0	100
Junior Clerk Stenographer	141	98	98	0	100

TABLE I CONTINUED

Positions	Bul. No.	Number of Persons			Per Cent Admitted
		Applied	Accepted	Rejected	
Clerk	141	24	23	1	95.83
Clerk Typist	141	39	39	0	100
Clerk Stenographer	141	30	30	0	100
Senior Clerk	141	17	17	0	100
Senior Clerk Typist	141	24	24	0	100
Senior Clerk Stenographer	141	27	27	0	100
Deputy State Sealer Weights & Meas.	142	4	3	1	75
Itinerant Teacher Trainer (Educ.)	143	1	1	0	100

TABLE II

Results of Personnel Examinations

July 1, 1946 - June 30, 1948

Positions	Bul. No.	Number			Number		Per Cent Passing
		Eligible	Appearing	Absent	Passing	Failing	
Jr. Account.-Auditor	90	3	3		3	--	100
Sr. Account.-Auditor	90	2	2		2	--	100
Claims Deputy	90	5	5		5	--	100
Principal Claims Deputy	90	2	2		2	--	100
Field Supervisor	92	9	9		9	--	100
Appeals Referee	92	3	3		3	--	100
Senior Fire Inspector	93	3	3		3	--	100
Supt. of Public Printing	94	8	7	1	7	--	100
Clerk - Liquor Store	95	182	78	104	66	12	84
Junior Clerk	97	94	39	55	33	6	84.62
Junior Clerk Typist	97	188	141	47	121	20	85.82
Junior Clerk Stenographer	97	89	68	21	61	7	89.71
Clerk	97	41	26	15	26	--	100
Clerk Typist	97	139	94	45	88	6	93.62
Clerk Stenographer	97	90	70	20	67	3	95.71
Senior Clerk	97	77	38	39	38	--	100
Senior Clerk Typist	97	71	61	10	58	3	95.08
Senior Clerk Stenographer	97	58	46	12	45	1	97.83
Field Supervisor (Bus. Mgr.)	98	3	3		3	--	100
Veterans Field Representative	99	14	14		14	--	100
Welfare Worker	100	46	29	17	27	2	90
Director of Enforcement (Liquor)	101	4	2	2	2	--	100
Institution Business Agent	102	4	4		3	1	75

TABLE II CONTINUED

Positions	Bul. No.	Number			Number		Per Cent Passing
		Eligible	Appearing	Absent	Passing	Failing	
Senior Psychologist	103	2	2		2	--	100
Vet. Employment Representative I	104	17	13	4	12	1	92
Vet. Employment Representative II	104	11	7	4	7	--	100
Interviewer	104	81	63	18	61	2	96
Junior Manager	104	23	20	3	17	3	85
Employment Counselor II	104	15	13	2	11	2	89
Supervisor Interviewer	105	1	1		1	--	100
Employment Counselor III	105	1	1		1	--	100
Fiscal Officer	105	1	1		1	--	100
Personnel Officer	105	1	1		1	--	100
Chief Programs and Methods	105	3	3		3	--	100
Field Supervisor	105	5	5		5	--	100
Training Supervisor	105	2	2		2	--	100
Employment Counselor	105	1	1		1	--	100
Senior Manager	105	22	22		22	--	100
Interviewer	105	3	3		3	--	100
Child Placement Counsultant	106	2	2		2	--	100
Claims Deputy	107	9	9		9	--	100
Field Examiner	107	9	9		9	--	100
Asst. Chief - Div. of Markets	108	4	4		4	--	100
Director of Guidance	110	10	10		8	2	80
Welfare Worker	112	35	17	18	17	--	100
Stock Clerk	112	1	1		1	--	100
Chief Inspector of Utilities	113	3	3		3	--	100
Field Examiner	115	28	28	1	21	6	75
Claims Deputy	115	31	31	4	23	4	70
Tobacco Tax Inspector	116	95	95		95	--	100
Dir. of Trade & Indust. Educ.	117	1	1		1	--	100
Personnel Technician	118	14	12	2	12	--	100
Supervisor of School Lunch	119	5	5		5	--	100
Insurance Analyst Fire Casualty	120	1	1		1	--	100
Director Unemploy. Compensation	121	6	6		6	--	100
Claims Deputy	123	1	1		1	--	100
Budget Officer	124	5	5		5	--	100
Personnel Technician	125	15	10	5	10	--	100
Psychiatrist	126	0	0		0	--	0
Supervising Accountant-Auditor	127	17	13	4	10	3	76.90
Senior Accountant-Auditor	127	19	9	10	5	4	55.50
Junior Accountant-Auditor	127	40	28	12	15	13	53.50
Associate Deputy Commissioner	128	18	16	2	16	--	100
Woman Factory Inspector	129	1	1		1	--	100
Deputy Purchasing Agent	130	17	13	4	10	3	76.90
Senior Welfare Worker (PA)	131	22	21	1	17	4	80.95
Senior Welfare Worker (CW)	131	18	16	2	14	2	87.50
Welfare Worker (CW)	131	23	21	2	17	4	80.95
Welfare Worker (PA).	131	24	22	2	17	5	77.27
Principal Clerk	132	56	55	1	47	7	85.45
Clerk Secretary	132	44	39	5	28	11	71.79
Associate Deputy Commr. (Ele. Educ)	133	20	17	3	17	0	100
Orthopedic Nursing Consultant	134	0	0	0	0	0	0

TABLE II CONTINUED

POSITIONS	Bul. No.	Number			Number		Per Cent Passing
		Eligible	Appearing	Absent	Passing	Failing	
Chief Inspector - Motor Vehicle	135	5	5	0	5	0	100
Tax Consultant	136	3	3	0	3	0	100
Accountant Auditor	136	9	2	7	0	2	0
Account Clerk	136	35	26	9	20	6	76.92
District Supervisor - Highway	137	11	10	1	7	3	70
Surveyor	137	6	4	2	4	0	100
Engineering Assistant	137	8	5	3	5	0	100
Engineering Aid	137	23	14	9	10	4	71.43
Asst. Deputy Comr. - Teach. Ser.	138	27	27	0	27	0	100
Interviewer	139	94	81	13	69	12	85.19
Itinerant Claims Taker	139	59	46	13	28	18	60.87
Farm Placement Interviewer	139	9	7	2	5	2	71.43
Manager	139	13	12	1	12	0	100
Assistant Manager	139	16	13	3	13	0	100
Farm Placement Specialist	139	5	5	0	5	0	100
Liquor Store Clerk	140	87	60	27	54	6	90
Liquor Store Manager	140	1	1	0	1	0	100
Liquor Inspector	140	70	52	18	38	14	73.08
Junior Clerk	141	72	67	5	59	8	88.06
Junior Clerk Typist	141	108	70	38	60	10	85.71
Junior Clerk Stenographer	141	98	48	50	31	17	64.58
Clerk	141	23	20	3	13	7	65.00
Clerk Typist	141	39	24	15	20	4	83.33
Clerk Stenographer	141	30	16	14	14	2	87.50
Senior Clerk	141	17	15	2	13	2	86.67
Senior Clerk Typist	141	24	16	8	13	3	81.25
Senior Clerk Stenographer	141	27	20	7	15	5	75.
Deputy State Sealer Wts. & Meas.	142	3	3	0	3	0	100.
Itinerant Teacher Trainer - Educ.	143	1	1	0	1	0	100.

TABLE III
MONITORS FOR PERSONNEL EXAMINATIONS
July 1, 1946 - June 30, 1948

Examination Center	Name	Examination Center	Name
Augusta	Russel Q. Judkins	Bath	Seth W. Thornton
	Dorothy Kossler		
	Eleanor Fuller	Biddeford	Francis M. Coughlin
	Stanley Perkins		
	Geneva Kirk	Calais	Jack W. Townsend
	William A. Macomber		A. H. Boothby
	Nora Jackson		Albert Morton
			Mary Flemming
Bangor	George R. Rees	Caribou	Elliott E. Barker
	Janice H. Burton		Vernon Palmer
	Joseph B. Chaplin		

TABLE III CONTINUED

Examination Center	Name	Examination Center	Name
Ellsworth	Oliver L. Tapley	Presque Isle	Franklin S. Cunningham Raymond Bowden
Fort Kent	Anne McMann	Rockland	John D. Coughlin
Houlton	Roy L. Sinclair, Sr.	Rumford	Ernest F. Lever, Jr.
Lewiston	Ernest Lever, Sr. Linwood J. Kelley Margaret La Montagne	Sanford	Irving B. Baynes
Machias	Nelson D. Spurling Arden McEachern Lincoln A. Sennett	Skowhegan	Munroe P. Rinfret
Portland	Fred A. Herron Lewis Abramson Howard C. Reiche Esther E. Johnson	Waterville	Francis A. Cruise
		New York City	Margaret Leal

TABLE IV
MEMBERS OF ORAL BOARDS AND RATING BOARDS
July 1, 1946 to June 30, 1948

1. John Barnard	8. Edward Lincoln	14. Gertrude Prinn
2. Richard Brann	9. Agnes Mantor	15. Harold Rogers
3. Harold Clifford	10. Raymond Hudge	16. Mark R. Shibles
4. Leah Emerson	11. Kemait Wickerson	17. Perry Shibles
5. Eleanor Fuller	12. Lawrence Page	18. Myron Starbird
6. Earle R. Hayes	13. Wallace Price	19. Perley Turner
7. Paul Jones		

TABLE V
MAILING LIST
July 1, 1946 to June 30, 1948

1. American Legion Posts	9. Lions Clubs
2. Business Colleges	10. Members of Legislature
3. City Clerks	11. Maine College Registrars
4. County Commissioners	12. Newspapers
5. Employment Offices of NUCC (State of Maine)	13. Offices of Vocational Rehabilitation
6. Health and Welfare Offices (State of Maine)	14. Personnel Departments in other States
7. General Mailing List	15. Post Offices
8. Kiwanis Clubs	16. Radio Stations
	17. Rotary Clubs
	18. Specific Mailing List
	19. Superintendent of Schools
	20. Town Clerks
	21. Principals of High Schools
	22. Principals of Academies