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Joint Standing Committee on
State Government

State Personnel System:
Employee Recruitment and
Retention

January 1986

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Joint Standing Committee on State Government

The State Personnel System: Employee Recruitment and Retention

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I. BACKGROUND OF STUDY

The Joint Standing Committee on State Government, at the request of the Joint Standing Committee on Audit and Program Review and with the approval of the Legislative Council, conducted a study of the State Government Personnel system with respect to the factors that affect employee recruitment and retention. The study was initiated by a Department of Personnel proposed amendment to the personnel law that would authorize the department to provide a stipend for positions in State government that either rigorously compete with the private labor market for applicants or require persons with highly specialized skills or knowledge who are in significant demand but in short supply. The proposed amendment to the personnel law was presented to the Joint Standing Committee on Audit and Program Review during the latter weeks of the First Regular Session of the 112th Legislature. The Audit and Program Review Committee concluded that the proposed amendment constitutes a major policy change that requires an in-depth study in relation to total compensation issues.

II. Statement of the Problem

The Department of Personnel applies standards, known as the "Hay Study" standards, devised roughly 10 years ago, to determine job classifications and pay ranges associated with the various job classifications. These standards include a number of variables to determine the appropriate pay range for each job classification, but labor market conditions is not a variable that is included in these standards. Job classifications and pay ranges within the state classified service are determined by job content or the duties and responsibilities of each job classification. Different job classifications with the same or similar responsibilities and duties are supposed to be compensated at the same or very similar pay range, regardless of differences in market demand or market supply of persons to fill these positions.

One example relates to the absence of market supply as a variable in the determination of pay ranges for positions. A bank examiner position requiring a highly specialized skill, for which there are very few persons available is paid currently at range 20. That is the same pay range for a disability claims examiner position, for which there is a much larger market supply, and therefore much less difficulty to fill.

A second example relates to the absence of market demand as a variable in the determination of classified service pay ranges. A computer systems analyst who is in great demand in the private sector is paid at the same pay range, range 27, as a personnel manager in an executive branch department and who is not in significant demand in the private sector.

The reason for the absence of market conditions as a variable in determining job classifications and pay ranges is to establish equity among all job classifications based on requirements of and qualifications for each classification. Since labor market conditions change over time, the inclusion of this variable in the job classification and pay range evaluation system can create periodic imbalances in the system.

On the other hand, the exclusion of labor market conditions from the job classification pay range evaluation process makes it difficult to recruit and retain personnel. For example, the Bureau of Insurance has 25% of its positions vacant, according to the Superintendent of Insurance, because labor market conditions make these positions extremely difficult to fill and to retain employees.

According to the Department of Personnel roughly 15 classifications involving approximately 75 positions or 0.5% of all classified state employees are very difficult to fill because of current labor market conditions. On the other hand Maine executive agencies delineate 45 job classifications involving roughly 1500 positions or approximately 11% of the total state labor force as positions with recruitment and retention problems.

III. Purpose of the Study

The purpose of the study is to determine:

1. whether there is a need to provide additional compensation for state government job classifications which experience substantial competition from the private sector for applicants,
 2. whether there is a need to provide additional compensation for state government job classifications that require highly specialized skills or knowledge that is in short supply,
 3. whether the problem as defined by the Department of Personnel is accurate or whether there are other factors involved, and
 4. whether the remedy proposed by the Department of Personnel will correct the problem and whether it is the best solution to the problem.
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IV. Committee Study Procedure

The Joint Standing Committee on State Government established a subcommittee to undertake the basic research of the study and to develop recommendations for consideration by the entire committee. In order to accomplish its task, the subcommittee devised an approach that included:

A. A definition of the scope of the study.

The committee defined the scope of the study to be an analysis of the impact of the current state personnel system on state employee recruitment and retention. The personnel system is defined as employer-employee relations and includes:

1. the Department of Personnel and personnel policies and procedures,
2. personnel policies and practices of executive branch agencies,
3. employee functioning within the policies and procedures of both the Department of Personnel and executive branch agencies, and
4. the impact of the personnel system on state employee performance and work attitudes.

It was clear to the study subcommittee that salaries or wages is not the exclusive factor that affects employee recruitment and retention. This conclusion became evident from testimony presented by commissioners and representatives of commissioners of Maine executive branch agencies during the subcommittee's first meeting and from testimony presented in subsequent public hearings.

Some of the more important factors relating to employee recruitment and retention, other than compensation, include:

1. the degree of ease or difficulty in hiring and application process for classified state employees;
2. labor-management relations;
3. managerial experience and expertise of managers and supervisors;
4. career opportunities for state employees;
5. access to education and training, including financial resources, location of training and education facilities, and availability of leave time for training and education, and

6. responsiveness of the personnel system to changes in duties and responsibilities of job classifications.

B. An Examination of the current operation of the Personnel System.

The committee examined the current process with respect to applications for employment in the classified service, hiring of persons for classified positions, requests for reclassification and reallocation of job classifications, and incentives to state employees to remain in the classified service and work in a conscientious manner.

C. Survey of State Agencies in Maine

A questionnaire was sent to each executive branch department to determine the personnel needs of each agency and the ability of the system to respond as well as the actual response of the personnel system to these needs.

Of the 24 questionnaires sent to executive branch agencies and departments, 17 or 71% were returned to the committee.¹ According to the questionnaire results

1. 83% of the respondents (state of Maine agencies) have employee recruitment and retention problems.
2. Of the total number of job classifications, the respondents delineated 45 job classifications with serious recruitment and retention problems which represents a minimum of roughly 1500 positions or 11% of the total state employee labor force.
3. Roughly 50% of the respondents indicate that compensation, while important, is only one of several significant factors responsible for employee recruitment and retention problems.
 - a. 43% of the agencies indicate that executive agencies have insufficient flexibility to make the most effective and efficient use of agency personnel.
 - b. 36% of the agencies indicate that emotional stress of the jobs creates recruitment and retention problems.
 - c. 60% indicate that the lack of career ladders and the difficulty to upgrade positions is a significant factor in employee recruitment and retention problems.
 - d. Nearly all agencies endorsed

1. Please refer to the Appendix for names of agencies responding to the questionnaire.

- 1) greater flexibility in recruitment
- 2) more and better career ladder opportunities
- 3) more training programs
- 4) a better system of rewarding merit increases to employees
- 5) a significant change in the current "register-of-eligibles" system and
- 6) remove some positions from the classified service and make these positions unclassified.

D. A Survey of Personnel Departments in other States.

A questionnaire was sent to 49 state personnel departments in other states to understand the various personnel system structures in those states. In addition, this questionnaire requested factual information relating to hiring practices, reclassification procedures, compensation of employees, awards of bonuses, response to departmental personnel needs, requests, etc.

Of the total number (49) of questionnaires sent to other states' personnel offices, 24 or 49% responded to the survey. According to the survey results:

1. 21 or 87.5% of the respondents indicate that state employee recruitment and retention problems exist in their states;
2. Nearly 10% of the positions in state government in these states experience recruitment and retention problems;
3. Roughly 53% of the positions with employee recruitment and retention problems are primarily or exclusively the result of labor market conditions;
4. Roughly 75% of the respondents point out that an average of 47.7% of the positions in state government are subject to direct-hire in these states;
5. 13 states or 54.2% of the respondents claim that merit increases are not automatic step increases but are based on outstanding employee performance;
6. the average turnover rate for classified employees is 13.5 percent;
7. According to 15 respondents, the average length of time required to reclassify and upgrade positions is as follows:
 - a. 1 day-2 weeks=13.3% of the 15 respondents (2 states)
 - b. 3 weeks-1 month=40.0% of the 15 respondents (6 states)
 - c. 30 days-60 days=46.6% of the 15 respondents (7 states)
8. According to 21 respondents, the average length of time required for a final decision on new positions is as follows:

- a. 1 month or less=7 states (33.3% of the 21 respondents)
- b. 32 days-2 months=1 state (4.7% of the 21 respondents)
- c. 61 days-6 months=4 states (19.0% of the 21 respondents)
- d. 6 months plus =5 states (23.8% of the 21 respondents).

E. A Survey of Executive Branch Departments in Other States

A questionnaire was sent to 49 executive branch agencies in the 49 other states to obtain the perspectives of those organizations with respect to the structure and operation of the personnel systems in their respective states.

A total of 32 state agencies in other states responded to this survey for a 64% rate of return.

Of the 32 state agencies responding to the survey,

1. 93.8% (30 states) assert that state employee recruitment and retention is a problem in these states

2. the following factors, based on a rating of 1 to 10 with "10" being the most significant, were cited as significant causes for employee recruitment and retention problems:

- a. labor market conditions--average rating of 7.0
- b. employee burn-out - average rating of 6.0
- c. insufficient career incentives - average rating of 6.0
- d. inadequate reclassification and upgrading of positions - average rating of 4.5.

3. An average of 15.02% of state government positions in these agencies are positions with recruitment and retention problems;

4. 50 percent possess direct-hire authority that applies to an average of roughly 40 percent of the positions in each agency;

5. 21 or 65.6% have "open-competitive" bidding that applies to an average of roughly 57% of the positions in each agency;

6. 15 or 46.9% provide rewards for outstanding performance;

7. 15 or 46.9% periodically evaluate positions with recruitment and retention problems to determine whether changes in duties, responsibilities, etc., could reduce the turnover rate in these job classification; and

8. 18 or 60% experience problems with upgrading positions.

These states suggested the following remedies

1. Authorize agencies to hire new personnel above the minimum step of the pay range in accordance with qualifications and experience.

2. Provide larger ranges of pay increases to encourage conscientious employees to remain in their positions following attainment of the current highest pay step.

3. Better screening of applicants. Currently, many of the applicants certified by the personnel departments in the various states have either accepted other positions or no longer reside in the location designated by the personnel office.

4. Review each position for proper classification and pay range on a more frequent basis (no longer than every 5 years).

5. Allow more agency input into job titles, job classifications, job descriptions, pay ranges, and job qualifications.

or

Decentralize personnel classification, hiring, etc., and change the role of the central personnel office to an enforcement agency of standards and rules governing the classification, qualifications, job descriptions, and hiring practices for positions in the several departments.

6. Provide for promotions that do not require elevation to a supervisory position as the only means of advancement.

7. Provide bonuses for outstanding performance.

8. Place clerical positions in the non-competitive service.

9. Much greater emphasis is needed on career counseling of state employees.

10. Tie merit increases to a job performance. Pay increases should not be automatic.

F. A study of the Personnel System of a relatively large Private Firm

The Committee studied the Personnel System of Union Mutual Company in Portland, Maine. The study included an examination of the application and hiring process, the employee evaluation process, training of supervisors and management, incentives and career opportunities available to Union Mutual employees, and employee compensation.

A number of large firms, such as Union Mutual, have centralized personnel departments to assist the various departments within the firm. The personnel departments vary in title, but not necessarily in function.

According to Union Mutual spokespersons, the personnel department of the firm entitled, the Office of Human Resources, exists as a service agency to respond to the needs of the department, the employees, and the firm, in general. One of the goals of Union Mutual's Human Resources office is to emphasize the human aspect of employees and to develop programs and procedures by which management and employees can better understand their individual needs and the needs of others.

Some of the policies and programs that Union Mutual has instituted are described below:

1. All managerial and supervisory personnel are required to take managerial and supervisory training.
2. Managerial and non-supervisory personnel have the opportunity to take technical courses in the insurance industry to enable them to perform their jobs better or to prepare them for a job change at Union Mutual.
3. Both supervisory and non-supervisory personnel may take "self-improvement" courses at Union Mutual including writing skills, etc.. One course is a description of the positions and types of jobs at Union Mutual and how an employee makes a job or career change at Union Mutual.

4. A flexible personnel replacement (fill vacancies) procedure that provides managers in a very timely manner with persons who have the precise skills required. The average non-professional position is filled in 2-3 weeks, and the average professional position is filled in 4-6 weeks (8 weeks if a special skill is required).

5. All personnel at Union Mutual, including the president and vice presidents are evaluated at the same time and with the same form. The form is very simple and establishes non-numeric rating standards and guidelines that apply to all persons.

6. Personnel evaluation consists of mutual discussions between the supervisor and the subordinate with respect to the duties and responsibilities of the position, areas in need of improvement, and the performance of the subordinate. The subordinate has the right to enter his or her comments on the superior's evaluation.

G. A Survey of Maine State Employees

A questionnaire (see appendix) was sent to 1000 state employees, both classified and unclassified, to obtain actual information concerning:

1. the relationship between non-supervisory employees and supervisory/management personnel,
2. the degree to which the employees' skills and knowledge are being used in their current positions,
3. the availability of career opportunities in state government to the respondents,
4. incentives necessary for the respondents to remain in state government and to work in a very conscientious manner,
5. the response of the current personnel system to the respondent's job needs and problems, and
6. the level of morale of each respondent with respect to his or her current job.

The state employee questionnaire also requested subjective information, including recommendations to improve the personnel system, the reasons for any dissatisfaction that a respondent may possess with the personnel system, and the reasons for any dissatisfaction with the employee's job.

Of the total number of questionnaires sent to state employees, 45 were returned because of incorrect addresses. A total of 356 responses have been recorded for a 37.2% rate of return.

According to the survey results

1. Maine State employees are relatively job stable and tend to remain in state government, but not necessarily at the same job.
 - a. 64% of the respondents have been in state government for more than 10 years, but 66% have been at their current job for less than 10 years.
2. Many state employees are looking for jobs that are challenging and interesting and which require responsible people.
 - a. 30.4% of the respondents have changed jobs in State government to take a position that is more challenging and interesting.
 - b. 28.2% of the respondents changed jobs to obtain greater responsibilities.
3. A significant portion of state employees in the survey find their jobs interesting and enjoyable.
 - a. Nearly 50% of the respondents indicate that their job is challenging, interesting, and enjoyable.
 - b. 42.4% of the respondents indicate that their job makes significant use of their education or skills.
4. There is a significant minority of state employees in the survey who do not find their job satisfactory in several respects.
 - a. 11.5% of the respondents rate their jobs as generally boring.
 - b. 21.4% of the respondents believe that their jobs could be made much more interesting and challenging if the necessary changes were made.
 - c. 29.2% of the respondents state that there are no career incentives offered by the position they hold.

d. 34.0% of the respondents assert that their job has substantial emotional and mental stress associated with it that can easily produce "burn-out".

5. In general, management and supervisors have not attempted to work with their subordinates to make them more happy in their work and more productive.

a. Roughly 2/3 of the respondents state that their superior has never discussed with them the possibilities of making their current position more meaningful to the department and to the employee.

6. In general, state employees have not taken the initiative to make their jobs more meaningful and interesting.

a. Approximately 57% have never discussed with their superiors the means by which their jobs could be made more meaningful, interesting, and productive.

b. This failure to make overtures to management may stem in part, from the experience of other employees. 28% of the respondents point out that they have discussed with their superiors the means by which their jobs could be made more interesting and meaningful, but the superiors were not interested.

7. A significant proportion of the respondents believe it is important to bridge the gap between management and non-supervisory personnel. Of the total number of respondents:

a. 41.6% believe more discussion is needed between management and "labor" with respect to making employee duties more meaningful and interesting.

b. 40% believe that supervisory personnel need managerial training to better understand employee needs and problems, and

c. 42% support employee evaluation of supervisors as a means of improving supervisory expertise and establishing better relationships between management and labor.

- 1) A significant number of employees wrote comments proposing employee committees to communicate with managers and supervisors on a regular basis.
8. A significant percentage of state employees favor more flexibility in the personnel system although there is some reservation about the influence of politics and the issue of favoritism that can accompany greater flexibility. Of the total number of respondents:
 - a. 51.7% support greater flexibility for management with respect to salary and wage levels,
 - b. 39.3% support the proposal to provide management with bonus funds to reward conscientious employees. Some respondents disagreed with this and said department pets would get most of the bonus monies, and
 - c. 41.1% support decentralization of the Personnel System among the various departments and agencies of state government which could do their own hiring and establish their own job classifications.
9. A very significant percentage of the respondents support expanded pay ranges or increased levels of compensation. Nearly 56 percent of the respondents believe greater compensation should be provided positions which are similar to positions in the private labor market which pay more than state government for these positions.
 - a. It should be noted that 35% of the respondents believe the private sector pays more than State government for the same or very similar job.
10. A great many state employees in the survey are enthusiastic about their jobs. Of the total number of respondents
 - a. 63.7% describe themselves as moderately or very enthusiastic about their jobs, and
 - b. 36.3% describe themselves as occasionally enthusiastic or not at all enthusiastic about their job
11. In general, state employee morale is good.

- a. 76.1% of the respondents rate their morale as moderate or high.

H. Public Hearings

The committee held 4 public hearings, including one in Bangor, one in Portland, and two in Augusta. The purpose of the public hearings was to solicit information from the departments and state employees, including managerial, professional, and non-supervisory people with respect to the personnel system and its ability to meet the needs of state government.

V. The State Personnel System: An Overview

There are roughly 13,300 state employees of which 93.4% are classified employees and 6.6% are unclassified. Of the total number of unclassified state employees, 108 or 12% are employees in major policy influencing positions. Of the total number of classified and unclassified state employees, 3.2% occupy major policy influencing positions or managerial positions for which there are no labor bargaining units.

For the most part, the state employee labor force is relatively young. Nearly 55% of all Maine state employees are age 40 or younger. Nevertheless, those employees who are middle age or older (51 years plus) have been state employees for a significant period of time. For example, 55% of all state employees who are age 40 or younger account for 33.3% of total state employee years of service in State government, while 24.3% of all state employees who are age 51 or over account for roughly 40% of total state employee years of service in state government. In fact, employees 51 years of age or older, on the average, have 16 years of service in state government compared to an average of 7.8 years of service in state government for persons 50 years of age or younger. Thus, there seems to be a critical period of decision between the ages of 41 and 50 when a state employee decides to remain in state government or leave state service.

Currently, a substantial number of state employees are at the top or fast approaching the top of the pay range to which their job classification is assigned. According to Department of Finance and Administration data, 21% of state employees are currently employed at the first two pay steps of their pay ranges, while 48% are employed in steps C through F. Of this latter group, 56% (18.4% of all state employees) are employed in steps E and F and will therefore reach the top pay step in 2 years. Roughly 1/3 of all state employees are employed at the top pay step of their pay range.

The State's personnel sytem, for the most part, is a centrally administered system governed by the Department of Personnel. The Department of Personnel implements personnel policies and procedures through personnel managers located in each department.

The goal of any Personnel Department is to provide government agencies or businesses with qualified, capable, and hard-working employees, and to maintain a personnel system that is free of corruption and favoritism. To achieve this goal in Maine State government, the Department of Personnel closely supervises the hiring, firing, promotion, and reclassification procedures that apply to all state agencies. In addition, collective bargaining agreements have a significant impact on some of the procedures that are implemented in the personnel system.

The hiring process (See Table on page 35 in the Appendix) used in the classified service is based on the use of registers or lists of persons certified by the Department of Personnel as being qualified and capable of performing the duties and responsibilities of specific job classifications (e.g., civil engineer, mental health worker, etc.). The applicant applies to the Department of Personnel for certification for one or more job classifications of which there are 1400. The applicant may be required to take an examination, except clerical skills which are tested at the department to which a certified applicant is sent for an interview.

If the applicant qualifies for the position, the applicant's name is placed on the appropriate registers of which there are eleven for each job classification. If the applicant is a classified state employee who is applying for a job classification within the employee's department, the name is entered on an "agency-promotional" register, (qualifying department employees-classified only) the statewide register (all qualifying candidates, regardless of the current employment location). If the applicant is a classified state employee who is applying for a job classification which is outside the applicant's department, the applicant's name is placed on the state-wide and open-competitive registers. Unclassified state employees have the same status as any other Maine citizen and are not considered state employees when they apply for classified jobs.

Whenever a department is authorized to hire a person for a classified position, the department requests the Personnel Department to send a particular register (list of qualified applicants) or makes a "standard" request. The standard request consists of 3 registers (agency promotional, statewide, and open-competitive) of which one register at a time is sent to an agency until the names of at least 6 applicants are available for interviews. The agency must hire one of the six people unless there is a good reason for the agency's rejection of the initial 6 people.

Requests for job reclassifications (Please see Table IV on Page 38) are also handled by the Department of Personnel. An employee or department may request a job reclassification which, in most cases, is the result of a significant change in the duties and responsibilities in a particular job classification. The Department of Personnel conducts a job audit to determine whether there has been considerable change in the duties and responsibilities of the job. The Personnel Department also determines whether the proposed new job classification is necessary to the department's operation and purpose or whether the existing job classification is satisfactory for the needs and operation of the department.

If a reclassification requires a "reallocation," change in pay range, the department is also required to file a reclassification/reallocation request with the Bureau of Budget, in the Department of Finance and Administration. The department must prove to the Budget Bureau that the department has the resources or has been provided with the resources to fund the increased pay range.

A department may abolish an existing but vacant position in the same bureau as the one requesting the reclassification/reallocation as a means of financing the reclassification--reallocation. However, a reclassification--reallocation of a position may not be funded by abolishing a position in one bureau and transferring that position to another bureau. The purpose of this restriction, which appears in every General Fund Appropriation bill, is to prevent a department from changing legislative decisions or defying legislative intent which is expressed in the legislature's approval of the Part I and Part II Budget document. Thus, legislative provision for position pay range changes is the most expeditious route for an executive agency to pursue.

Requests for new positions are primarily handled by the Legislature. The job classifications for the new positions, however, are established by the Department of Personnel. The Personnel Department reports that roughly 2/3 of all requests for new positions between February, 1984 and February, 1985 were processed in 15 working days or less. This statistic, however, is based only on the Personnel Department's processing time and does not reflect the time required by the Bureau of the Budget to authorize filling the position.

VI. Thesis of Study

Following an indepth analysis of the procedures, policies, and operation of the personnel system, the Committee on State Government established the following thesis or central conclusion.

There is a substantial employee recruitment and retention problem in Maine state government that goes far beyond the problem as defined by the Department of Personnel. While the Department of Personnel is well-managed and the personnel system is operating better than it has in previous years, the system does not fulfill reasonable expectations. The Department of Personnel readily cooperates with state agencies that have serious problems and valiantly strives to resolve personnel problems, but patching the archaic system will not resolve the basic problems caused by the system itself.

The major problem appears to be indigenous to the personnel system itself, and is the result of "biases" within the system and organizational deficiencies. The personnel system is confusing and complex in organizational structure, and the system operates on an antiquated job classification standard. As a result, the personnel system does not meet the current needs of state agencies and state employees which thereby has an adverse effect on state government services and productivity.

Personnel system biases and deficiencies have harmful effects on state employee recruitment and retention which adversely affects the operation of state government. These biases and deficiencies consist of:

1. an unwillingness to upgrade positions which will incur increased salary or wage costs. This unwillingness, in part, is due to cost control policies of the executive branch.
2. the absence of a mechanism to establish equity in pay ranges, particularly for confidential and supervisory employees whose pay ranges are not adjusted when pay ranges of their subordinates change,
3. the unwillingness to establish new positions or reclassify existing positions to meet the specific needs of a department. In general, position needs of departments are often forced into more general job classifications that apply system-wide, but which may not adequately address the specific requirements of a particular department;
4. unnecessary experience requirements for positions. In some cases, a very well qualified and able employee is required to remain in a subordinate position for a fixed period of time prior to advancing to a higher position;
5. the absence of satisfactory career ladder incentives to motivate state employees.
6. the failure of management to implement or the faulty implementation of the currently required job performance evaluation procedure. As a result, mutual misunderstandings have been created between managers and non-supervisory employees.

In addition to the biases and deficiencies in the current personnel system, there is a very serious gap in communication between management/supervisory and non-supervisory personnel. This communications gap has stifled creativity, enthusiasm in job performance, cooperation, and coordination.

VII. General Findings

A. General Findings - Maine and the Nation

1. Every state, despite the type of personnel system that has been adopted, has state employee recruitment and retention problems. For the most part, the problems relating to employee recruitment and retention which are indigenous to all systems are problems over which the personnel department or the executive branch of state government have no control. These problems include, for example, labor market conditions, legislative approval requirements, state financial conditions, and other similar factors.

2. Personnel systems that are flexible and quickly adapt to changing situations and times have the least number of problems. In general, the flexible personnel systems that are able to most effectively meet these goals have 2 or more of the following characteristics:

a. provide for the direct-hire of persons for positions which require special and unusual skills/knowledge that are in short supply or which face severe competition from the private sector;

b. provide for open-competitive recruitment, particularly in the professional classes or sensitive positions which require employment of persons as quickly as possible;

c. expeditious up-grading of positions and/or frequent job classification evaluation;

d. provide bonuses for outstanding achievement to some or all classes of employees;

e. employ at steps above the minimum step in a pay range new state employees who demonstrate significant competence by experience, education, or both.

1) In at least 1 state, a new employee with good experience and education and who performs well during a probationary period is elevated to the pay step reflecting the employee's experience and skills.

f. emphasize training and career incentives; and

g. decentralize personnel functions to each agency (any central civil service organization monitors the department agencies).

3. State personnel organizations throughout the nation tend to perceive state employer recruitment and retention problems in a very narrow focus. These organizations perceive the problems, for the most part, stemming from labor market conditions.

4. Executive branch agencies throughout the nation tend to perceive state employee recruitment and retention problems in a broader focus than personnel departments. These agencies evaluate the entire personnel system to determine the problems whereas state personnel agencies consider the system a "given" which will not be subject to any significant changes.

a. Some states, however, have made substantial changes. Kansas, Montana, New Hampshire, Texas, and Virginia have either decentralized their personnel organization among the various agencies or they have used direct hire policies in a very significant and creative way.

5. Employee evaluations have little meaning in a number of states, whereas employee evaluation is more meaningful in the private sector.

a. The evaluations of state employees in a number of states do not reflect the job tasks of specific job descriptions,

b. evaluations are not performed at all in some cases,

c. pay increases, in many cases, are not related to job performance. Pay increases are automatic regardless of job performance which can discourage conscientious state employees.

6. Maine, which ranks 41 out of 50 states with respect to number of state employees and the size of state employee payrolls, has similar problems to a number of much larger state governments. Unlike some states that have adopted some very substantial reforms to resolve personnel problems, Maine has not made any significant changes in structure or operation for more than 10 years.

VIII. Specific Findings

A. The Personnel System is slow to respond or is unresponsive to executive departments' needs.

Specific Problems

1. There are long delays between executive departments' requests for personnel registers and the departments' receipts of the registers.

a. Testimony indicates that a minimum of 6 weeks and as much as 18 months may lapse between the time that the request(s) is made and the time the register(s) is received.

b. The Department of Personnel has not computerized its certification files which is an important factor in the delays in providing registers to agencies.

2. The Personnel registers do not contain current and accurate information, and further delays are incurred when new registers are requested.

a. Many of the people on the registers are not interested in the job because they have accepted other employment during the long periods of delay.

b. Many of the personnel no longer reside at the address shown on the registers.

c. Many of the personnel on the various registers do not understand the duties and responsibilities of the jobs for which they have applied.

1) Testimony indicates that job applicants, often times, are not provided with job descriptions specific to the jobs for which the applicants are applying.

d. The agency requesting the registers does not receive any information about the applicant unless the agency requests a resume', and the applicant provides a resume'.

e. Many applicants who are interviewed by executive departments for positions in the departments are not qualified. The applicants, often times, do not contain the skills and knowledge necessary for the position because the job classifications are too general. These categories do not reflect the specific skills required of each position in the agency.

2. Employee/department requests for position reclassification and reallocation (up-grading in pay ranges) are extremely lengthy.

a. There are significant delays from the time that a request is made for a position reclassification/reallocation to the time that a decision is rendered.

1) According to the Department of Personnel 72% of all requests for job reclassifications are processed and completed in 30 working days or less (6 calendar weeks or less).

2) A job reclassification requires a job audit, and according to testimony presented by several witnesses, there is a bias against establishing new job classifications. If a job reclassification significantly increases the duties and responsibilities of an existing position, there could be significant costs to the upgrade. In addition, the Department of Personnel opposes any job reclassification that is sought as a means of promoting an employee who may be at or close to the top of a pay range or who is not qualified for other higher paying job classifications.

3) The departments feel, however, that antiquated job-classification standards (Hay Study) are used, and that positions are manipulated to fit the current job classifications.

4) If time for a decision about reclassification is not always the problem, the decision itself, in many cases, is the problem. According to the departments, most of their reclassification requests are denied.

4. The structure of the present system is inefficient. While the structure is centrally administered by the Personnel Department, there is little communication between the Personnel Department and the agencies that work through the Personnel Department. The Personnel Department's liaisons with the executive agencies are the personnel managers in each agency. Agency management and supervisors, who do not understand the Personnel System, work through the personnel managers of their prospective agencies but not directly with the Personnel Department.

a. Whenever the system breaks down, the Executive branch agency blames the Personnel Department. The Personnel Department blames the agency or the agency's personnel manager.

b. The Personnel Department is not perceived as a support or service agency to executive branch agencies. There appears to be an adversary relationship between the Personnel Department and the Executive Branch agencies.

5. Executive branch agencies in these agencies' opinion do not have significant input into job descriptions, job classifications, testing and certifying of applicants etc., and other aspects of the personnel system. These agencies do not believe that the Personnel Department understands the personnel needs of the agencies and the factors that influence the agencies' needs and problems.

B. The Personnel system on various occasions discourages conscientious state employees from operating at their optimum level and discourages some conscientious persons from accepting employment with the State.

Specific Problems

1. Testimony provided to the State Government Study Subcommittee indicates that some state employees and potential applicants from outside state government have been treated with very little respect. At times, some persons in the personnel department who deal with job applicants have demonstrated very little professionalism.

2. The Personnel Department, on some occasions, has refused to provide applicants with an explanation of the scores on their exams, the job strengths and weaknesses of the applicants, or a comprehensive understanding of the job requirements.

3. Capable and conscientious persons outside state government who are encouraged by executive department managers to apply for agency positions often times experience very lengthy delays before their names appear on the registers. In some cases, they are not listed on the registers despite their excellent qualifications. As a result, these candidates accept positions outside state government.

4. The State Personnel System discriminates against unclassified state employees who apply for classified positions.

a. Unclassified state employees who apply for classified positions and who may be extremely well qualified for a classified position occupy the same status as applicants from outside state government.

5. State employees are not evaluated in accordance with the provisions of Employee Bulletin #10.4. As a result, most state employees do not have a comprehensive understanding of their performance.

6. Conscientious state employees receive the same merit increase as employees who perform their duties in only a fair manner.

7. Departments cannot promote their most valuable employees to positions and pay ranges or steps appropriate to the contributions of these employees. The current system is very tedious and frustrates managerial attempts to promote employees or to upgrade employees positions.

8. The current system does not provide any meaningful career ladder.

a. It is very difficult to promote conscientious, non-supervisory persons in a department to higher non-supervisory positions.

b. Following attainment of Step G on a pay range which is reached in 6-7 years time, there are no further pay steps.

C. The Personnel System is not responsive, slowly responds, or only partially responds to the needs and problems of state employees.

Specific Problems

1. The Personnel Department and Bureau of the Budget do not perceive factors, other than compensation, that are important to employee recruitment and retention.

a. Other very important factors contributing to problems of employee retention and recruitment as shown by several surveys conducted by the subcommittee include:

1) insufficient career opportunities and incentives.

2) very limited education and training opportunities.

3) lack of appreciation for important contributions made by state employees.

4) the mental stress and physical strain of some positions.

5) alternative work schedules, particularly job sharing, are not promoted in some agencies. Some agencies discourage all types of alternative work schedules.

6) failure to support or assist employees to establish on-site affordable day care centers.

2. Some management people and supervisors do not believe that the personnel system responds to their needs and problems, particularly with respect to disciplinary action against errant employees or employees who shirk their duties and responsibilities.

a. Some managerial people believe that the current disciplinary process is very cumbersome and circuitous. As a result, some managers do not pursue disciplinary action towards shirking employees which creates a morale problem.

3. Many state employees believe that the Department of Personnel is a managerial and administrative organization that is concerned primarily about management issues and problems. According to this argument, the Personnel Department considers that state employee interests are in the domain of the employee unions and not in the domain of the Personnel Department.

4. State employees, by Personnel Department rules cannot specify agencies, bureaus, or any other similar types of conditions of employment in state government. Any person who refuses a position once it has been offered or who has been denied employment 3 times within a single classification is removed from the register of eligibility.

a. A person who has been the second choice in 3 interviews for different jobs in the same classification, therefore, is subject to removal of his or her name.

b. Any person who does not respond within 5 days to a letter from the Commissioner of Personnel concerning a position in state government is removed from the list (register), regardless of the reason (hospitalization, on vacation, etc.).

D. The personnel system is characterized by a noticeable communications gap between management and employees and between executive branch agencies and the Department of Personnel.

Specific Problems

1. There is a significant chasm between supervisory/management personnel and non-supervisory employees which fosters dissatisfaction among employees and creates problems that need not evolve. In addition, other problems could be more easily and quickly remedied if there were more communication between "labor and management".

a. A great majority of supervisors do not use the evaluation-rating system required in Personnel Bulletin #10.4, or the evaluation-rating system is not used as intended.

1) There is no mutual agreement established between the supervisor and the employee with respect to the job description, duties, and responsibilities of the job, and no mutual agreement with respect to the performance evaluation grade. If an employee's performance is evaluated, it is based mostly on subjective criteria and not on well defined standards and tasks.

2) In some cases, employee performance ratings have been arbitrarily lowered by a supervisor because the employee is in disfavor with the supervisor.

b. Subcommittee survey results indicate that management and supervisors in general, do not discuss possible changes in a position with state employees to make the job more interesting, challenging, and meaningful.

2. There is a substantial chasm between executive departments and the Department of Personnel.

a. While the Department of Personnel often times cooperates with state agencies and departments with respect to emergency employee recruitment problems or other serious personnel problems, the departments do not understand the personnel system, and the Department of Personnel does not often understand the problems and needs of executive branch agencies.

3. There is a substantial lack of communication between the personnel divisions within some agencies and the employees.

a. The most obvious example of this lack of communication is Bangor Mental Health Institute in which the relationship of mental health workers with the personnel manager has deteriorated. According to many mental health workers, residents of BMHI are currently subject to neglect. The mental health workers at BMHI complain of improprieties, wrongful actions, the dispensing of incorrect information on the part of the personnel manager and director of nursing at BMHI.

According to these workers the management of the Department of Mental Health and Mental Retardation and the Governor's Office of Employee Relations have labed the mental health workers at BMHI as trouble-makers and have adopted a "hard-line" approach to these employees. The Committee on State Government believes that the Department of Mental Health and Mental Retardation should open the lines of communication and begin good faith discussions, to help reduce the tension and avert a crisis at BMHI.

4. In some departments there is a significant gap between professional and non-professional employees.

a. In one department, the professional employees are treated with great respect, and the department's policies are aimed at keeping these employees satisfied. Non-professional employees are "forgotten" and are not rewarded for hard work and a good attitude.

5. 36.3% of state employees in the state government committee survey describe themselves as occasionally enthusiastic or not at all enthusiastic about their job. The plight of this group can have severe implications on State government and state employee productivity. If there are substantial improvements in attitude and work product with respect to the disenchanted group, there could be a vast improvement throughout state government.

6. Nearly 25% of the respondents indicate that their morale is very low. This percentage is significant and shows there is room for improvement.

E. The Personnel Department is understaffed and does not have the resources and information to operate an efficient, effective, and responsible personnel system.

Specific problems

1. Specific problems. The Personnel Department has 35 positions and cannot respond to all the personnel needs of agencies and employees. With a state employee labor force of roughly 13,300 people, a department with 35 employees to manage the system is inadequate.

F. There is a serious problem with respect to emotionally stressful job classifications, particularly in the Department of Corrections, the Department of Human Services, and the Department of Mental Health and Mental Retardation.

2. The Personnel Department is unable to expeditiously provide some basic information and data that is readily available in other states. Some of the information exists, but is not readily available. It is essential to "computerize" most of the civil service information and data as quickly as possible.

3. Applicants are required to fill out separate applications for each position for which they apply.

4. The Department of Personnel has not been provided with sufficient money to "computerize" its files and certification registers. Much of this work is done manually.

IX. Recommendations

A. Office of Human Resources

The Committee on State Government recommends the creation of the Office of Human Resources to replace the Department of Personnel. The Office of Human Resources would act as a service agency to other state agencies and would not be part of any department or agency of state government. The director of the office would not be a member of the Governor's cabinet.

The emphasis of the Office of Human Resources would be on motivating and encouraging state employees to realize their potential and thereby enable state agencies to provide a high quality of service. The office would operate on the basis that state employees are a valuable resource to the State of Maine.

The Office of Human Resources would be directed and staffed by persons well qualified by education, training, and experience in the management of personnel systems. In addition, the director and staff of the office would be subject to the political restrictions that currently apply to classified state employees. The office would be prohibited from engaging in collective bargaining, and no person employed in the governor's Office of Employee Relations or similar organization could be employed or serve in the Office of Human Resources.

The Director of the Office of Human Resources would be assisted by a Policy Review Board which would act in an advisory capacity in some matters and serve in a policy-making function in other areas. The Policy Review Board specifically would:

1. addresses longevity incentives to encourage state employees to be conscientious and remain in state government;
2. review job classifications with employee recruitment and retention problems on an annual basis and develop policies and procedures to recognize and resolve this problem;
3. examine training and educational policies of agencies and evaluate the adoption of a policy requiring each department to budget adequate funds for the training and education of state employees;
4. examine the job reclassification and reallocation process and develop procedures and policies with the purpose of proposing recommendations to motivate state employees to be conscientious and enterprising. Included in this task is an evaluation of the adoption of a policy to require departments to budget funds for job reclassifications and reallocations that could be funded immediately following a decision authorizing the reclassification;
5. examine the job performance evaluation process and develop policies and procedures to implement an effective process. This would include a non-numeric performance rating, the use of a simple and uncomplicated evaluation form, and a requirement of mutual discussion between managers and subordinates concerning job performance and the evaluation;
6. examine pay ranges, particularly confidential and supervisory pay ranges with respect to the degree of appropriateness of the various pay ranges compared to other pay ranges, especially those for non-supervisory employees.

In addition to managing the civil service system, the director of the Office of Human Resources would:

1. meet, at least once a year with the commissioners and directors of each state agency to discuss individually with each agency manager, the personnel needs and problems of each agency;
2. develop training programs;

3. develop career information and an explanation of the civil service system for state employees;
4. undertake short and long term planning with respect to the positions, qualifications, and technologies, including the use of computers required in the civil service system in the short and long terms; and
5. be responsible for over-seeing the development and implementation of communications between management and agency employees which would take into account the uniqueness of each agency.

The Committee on State Government also proposes to transform the State Personnel Board into the Civil Service Appeals Board which would serve only in an adjudicatory capacity to hear appeals with respect to job classifications and reclassifications, disciplinary actions, etc.

The proposal to establish an Office of Human Resources includes:

1. involving department and agency people to the greatest extent possible, in the development of job descriptions, duties, and responsibilities of each job classification with the purpose of meeting the needs of departments in the most efficient and pertinent manner;
2. opening all entry level clerical positions and data processing positions to direct-hire status;
3. a prohibition against removal of a person's name from a register because the applicant specifies a particular agency, bureau, or division in which the individual will accept employment;
4. a prohibition against removal of a person's name from a register because the applicant fails to respond within 3 months to a written inquiry from the director concerning the applicant's availability for a particular job classification;
5. development of hiring policies and procedures with a goal to fill all vacancies in 30 days and no later than 45 days;
6. establishing a preference for unclassified state employees who apply for classified positions to precede members of the general public or registers of eligibility.

B. Study Commission on Emotionally Stressful Job Classifications

The Joint Standing Committee on State Government also proposes a resolve to establish a study commission on emotionally stressful job classifications in state government. The Study Commission would consist of the Commissioners of Corrections, Human Services, Mental Health and Corrections, and Personnel as well as supervisory and non-supervisory employees within those departments.

The purpose of the study is to develop policies and an implementation plan to significantly reduce the emotional stress that currently is part of some of the job classifications within those departments. The study commission will report its findings and implementing legislation to the First Regular Session of the 113th Legislature.

APPENDIX

DEPARTMENTS AND AGENCIES OF THE STATE OF MAINE RESPONDING TO THE STATE GOVERNMENT COMMITTEE QUESTIONNAIRE RELATING TO THE PERSONNEL SYSTEM

Department of Conservation

Department of Corrections

Department of Defense and Veterans' Services

Department of Environmental Protection

Department of Finance and Administration

Department of Human Services

Department of Inland Fisheries and Wildlife

Department of Mental Health and Mental Retardation

Department of Public Safety

Public Utilities Commission

Secretary of State--Motor Vehicle Division

Department of Transportation

Treasury Department

Office of Energy Resources

Office of the Public Advocate

State Development Office

State Planning Office

Then Department of Personnel Responded to questionnaire
specifically designed for that agency.

CLASSIFIED PERSONNEL SYSTEM:
RECRUITMENT PROCESS
STATE OF MAINE

TABLE I

I. DEPARTMENT OF PERSONNEL
A. ADMINISTERS PERSONNEL SYSTEM TO
INSURE THAT EMPLOYMENT IN STATE
GOVERNMENT IS NOT POLITICIZED

II. DEPARTMENT OF PERSONNEL EVALUATES REQUIREMENTS AND RESPONSIBILITIES
OF EACH JOB CLASSIFICATION IN CLASSIFIED SERVICE, EXAMINES APPLI-
CANTS, AND CERTIFIES APPLICANTS WHO QUALIFY. 1400 JOB CLASSIFICA-
TIONS IN THE CLASSIFIED SERVICE.

- A. THERE ARE 810 JOB CLASSIFICATIONS IN THE COMPETITIVE
CLASSIFIED SERVICE WHICH REQUIRE A RATING FOR
1. TRAINING AND EXPERIENCE,
 2. A WRITTEN EXAMINATION,
 3. AN ORAL EXAMINATION, OR
 4. A PERFORMANCE OR SERVICE RATING

III. FOLLOWING CERTIFICATION OF AN APPLICANT FOR A CLASSIFIED POSITION, THE
DEPARTMENT OF PERSONNEL PLACES THE APPLICANT'S NAME ON A LIST OR REGISTER
APPLICABLE TO THE APPLICANT. THE REGISTERS (LISTS OF NAMES) ARE PROVIDED
TO THE DEPARTMENT FOR THE INTERVIEWING PROCESS.

- A. THERE ARE 11 REGISTERS
1. AGENCY REGISTER-LIST OF QUALIFIED PERSONS WITHIN THE AGENCY MAKING
THE REQUEST TO HIRE. EACH APPLICANT ON THE LIST IS RANKED BY THE
DEPT. OF PERSONNEL
 2. STATE WIDE REGISTER-LIST OF ALL STATE EMPLOYEES IN CLASSIFIED SER-
VICE QUALIFIED TO DO A PARTICULAR JOB. - EACH PERSON IS RANKED BY
PERSONNEL DEPT.
 3. AGENCY & STATEWIDE REGISTER
 4. OPEN-COMPETITIVE REGISTER (ALL QUALIFIED APPLICANTS-INSIDE AND OUT-
SIDE STATE GOVERNMENT). EACH APPLICANT RANKED BY SCORE ONLY.
 5. STANDARD REQUEST-75% OF ALL DEPT. REQUESTS-INCLUDES AGENCY, STATE-
WIDE, AND OPEN COMPETITIVE REGISTERS.
A. IF ONE REGISTER CONTAINS 6 NAMES OR MORE, HOWEVER, ONLY 1
REGISTER IS PROVIDED.
 6. SELECTIVE REGISTER (PERSONS WITH VERY SPECIAL EXPERTISE OR EX-
PERIENCE REQUIRED OF A PARTICULAR JOB CLASSIFICATION).
 7. DEMOTIONS REGISTER (PERSONS WILLING TO ACCEPT A DEMOTION TO TAKE A
PARTICULAR JOB.
 8. TRANSFER REGISTER (PERSON WILLING TO TRANSFER FROM ONE DEPT. TO
ANOTHER OR FROM ONE JOB TO ANOTHER WITHIN A DEPT.)
 9. ACTING CAPACITY REGISTER.
 10. REEMPLOYMENT REGISTER.
 11. TRAINEE REGISTER
- B. DEPT. OF PERSONNEL SUBMITS 6 NAMES, AT A TIME, TO THE DEPT. REQUESTING
NAMES OF APPLICANTS. IF 6 NAMES CAN BE PROVIDED FROM ONE REGISTER, THEN
ONLY THE ONE REGISTER IS PROVIDED DESPITE THE REQUEST FOR 2 OR 3
REGISTERS. WHEN ALL THE NAMES OF ONE REGISTER ARE EXHAUSTED, ANOTHER
REGISTER IS PROVIDED.
1. THE AGENCY MUST SELECT 1 OF 6 CANDIDATES SUBMITTED ON THE REGISTER
UNLESS THE DEPARTMENT HAS VERY VALID REASONS FOR NOT ACCEPTING ANY
OF THE 6 NAMES.

TABLE II
CLASSIFIED PERSONNEL SYSTEM:
APPLICATION PROCESS
STATE OF MAINE

I APPLICANT APPLIES TO
PERSONNEL FOR A CLASSIFIED
POSITION IN STATE GOVERNMENT

II APPLICANT COMPLETES
APPLICATION FORM AND A
SUPPLEMENTAL APPLICATION
(for positions without a
written exam) IF NECESSARY

III DEPT. OF PERSONNEL Evaluates
Applicant to determine his/her
Eligibility in Accordance with
Requirements of the Job

IV APPLICANT is Administered an
Exam if one is required
A. DEPT. OF PERSONNEL Composes
the EXAM and uses subject MATTER
Experts from Agencies with the
Same Job Classification

V APPLICANT is placed on the
Appropriate Register(s) and
Ranked by Department of Personnel

VI DEPARTMENT Hires from registers
submitted to the Dept. by Personnel
A. Hiring Department given 6
names and the Dept. MUST HIRE
one of the 6 unless there is
a very valid reason for not
accepting 1 of the 6 names

TABLE III
CLASSIFIED PERSONNEL SYSTEM
REQUEST FOR NEW JOB CLASSIFICATION
OR POSITION

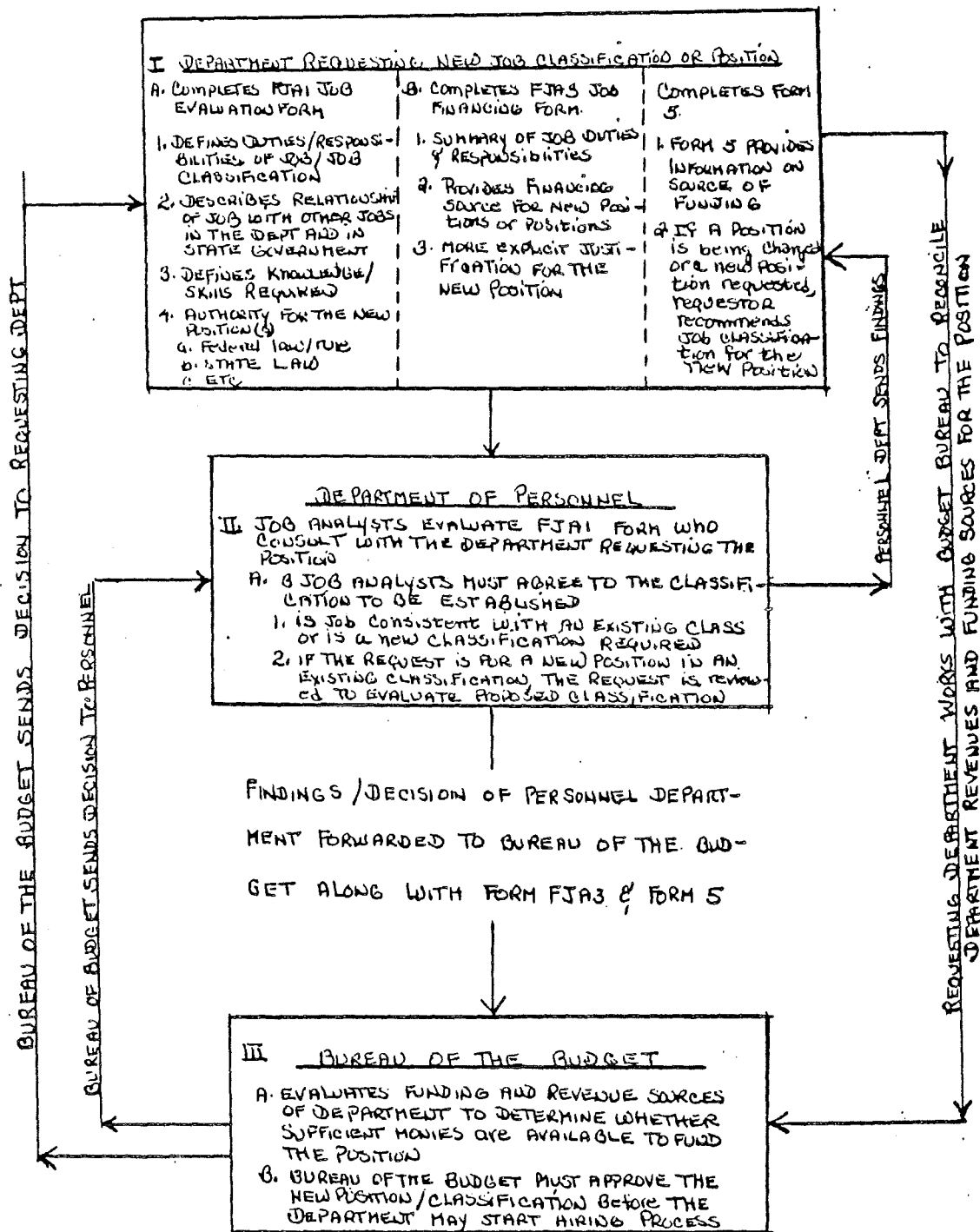
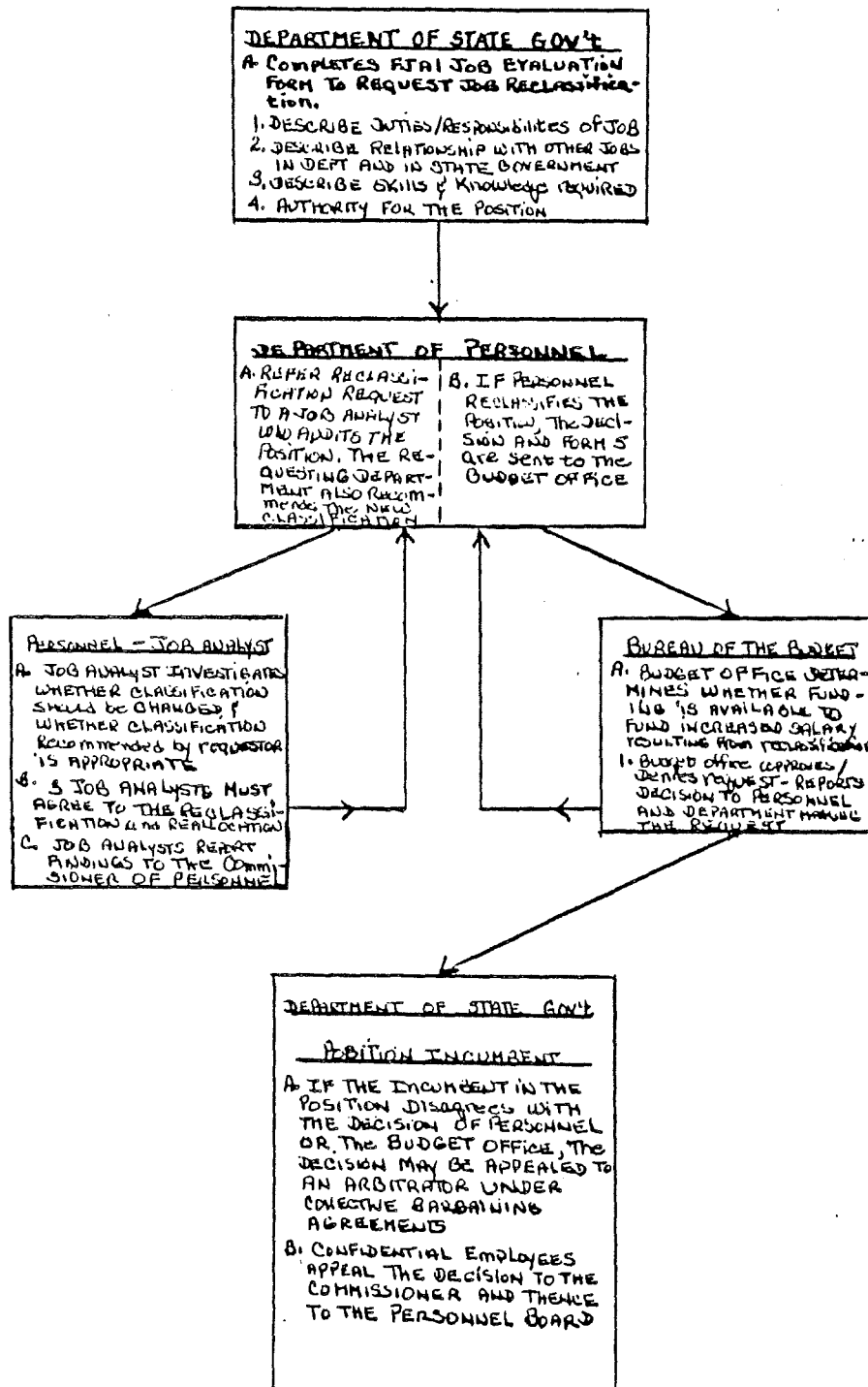


TABLE IV
CLASSIFIED PERSONNEL SYSTEM
REQUEST FOR JOB RECLASSIFICATION
STATE OF MAINE



JOINT STANDING COMMITTEE ON STATE GOVERNMENT
MAINE STATE LEGISLATURE

STUDY ON THE RETENTION AND RECRUITMENT
OF STATE EMPLOYEES

STATE EMPLOYEE QUESTIONNAIRE

I. Background Information

1. Is your current position in State government

A. 244=68.5% Classified; or B. 95=26.7%
Unclassified BLANK 17=4.7%

2. Is your current position in state government

A. 145=40.7% managerial/supervisory; or
B. 207=58.1% BLANK=1.2% non-superevisory

3. What is your job title?

| | | |
|---|-----------|---------|
| 1. Professional/managerial-Supervisory | =65=17.7% | } 27.5% |
| 2. Professional, non-supervisory | =35=9.8% | |
| 3. Technician-limited training requirements | =55=15.4% | } 21.9% |
| 4. Clerical-Supervisory | =27=7.6% | |
| 5. Clerical, non-supervisory | =51=14.3% | |
| 6. Trades Specialists-Supervisory | =24=6.7% | } 15.1% |
| 7. Trades Specialists-non-supervisory | =30=8.4% | |
| 8. Law Enforcement Officers | =10=2.8% | |
| 10. Unskilled | =11=3.1% | |
| 99. Blank | =50=14.0% | |

4. How long have you held your current job?

1=Less than 1 year=24=6.7%
2=1 yr-Less than 2 yrs=36=10.1%
3=2 yrs-Less than 5 yrs=85=23.9%
4=5 yrs-Less than 6 yrs=14=3.9%
5=6 yrs-Less than 7 yrs=18=5.1%
8=7yrs-Less than 10 yrs=37=16.0%
9=10 yrs-Less than 15 yrs=54=15.2%
10=15 yrs-Less than 20 yrs=30=8.4%
11=20 yrs-Less than 25 yrs=20=5.6%
12=25 yrs-Less than 30 yrs=11=3.1%
13=30 yrs-Less than 35 yrs=1=0.3%
14=35 yrs plus=1=0.3%
15=Seasonal=1=0.3%
99=Blank=4=1.1%

5. At what step are you in the pay range assigned to your position?

| | |
|--------------------|--------------------------|
| 1=1st step=16=4.5% | 6=6th step=13=3.6% |
| 2=2nd step=10=2.8% | 7=7th step=235=66.0% |
| 3=3rd step=19=5.3% | 8=Statutory Level=4=1.1% |
| 4=4th step=15=4.2% | BLANK=28=7.9% |
| 5=5th step=16=4.5% | |

6. How long have you been employed in state government?

1=Less than 1 yr=5=1.4%
2=1 yr--Less than 2 yrs=11=3.1%
3=2 yrs--Less than 5 yrs=37=10.4%
4=5 yrs--Less than 6 yrs=7=2.0%
5=6 yrs--Less than 7 yrs=11=3.1%
8=7 yrs--Less than 10 yrs=50=14.0%
9=10 yrs--Less than 15 yrs=52=14.6%
10=15 yrs--Less than 20 yrs=70=19.7%
11=20 yrs--Less than 25 yrs=51=14.3%
12=25 yrs--Less than 30 yrs=36=10.1%
13=30 yrs--Less than 35 yrs=15=4.2%
14=35 yrs plus=5=1.4%
15=Seasonal=1=0.3%
99=Blank=5=4.1%

7. How many different jobs have you held in State Government?

| | | |
|--------------------|-------------------------|----------------|
| 1=1 jobs=120=33.7% | 5=5 jobs=19=5.0% | 9=blank=6=1.7% |
| 2=2 jobs=90=25.3% | 6=6 jobs=7=2.0% | |
| 3=3 jobs=54=15.2% | 7=7 jobs=2=0.6% | |
| 4=4 jobs=47=13.2% | 8=8 jobs or more=3=0.9% | |

8. Please list any educational degrees you have earned or educational achievements including a high school diploma, completion of a program at a vocational technical institute, a degree from a university, etc. Please indicate the subject matter or skill in which you specialized.

1=Did not graduate from high school=11=3.1%
2=High School graduate=72=20.2%
3=Associate Degree=32=14.6%
4=VTI Training=20=5.6%
5=Bachelor's Degree=66=18.6%
6=Masters Degree=26=7.3%
7=Ph.D. Degree=7=1.96%
8=High School Graduate with additional courses at a Post Secondary School=49=13.8%
9=Bachelor's Degree with additional courses toward an advanced degree=10=2.8%
10=Masters Degree with additional courses toward a Ph.D degree=4=1.1%

11=Associate Degree and Bachelor's Degree=1=0.3%
 12=VTI Training and Bachelor's Degree=2=0.6%
 13=Advanced Degree and an Associate Degree or
 VTI training=3=0.9%
 14=Military Training School=4=1.1%
 15=In-service Training=3=0.9%
 99=Blank=46=12.9%

9. Please list job skills that you possess such as plumbing, welding, word processing, nursing, accounting, etc.

1=Professional skills=72=20.2%
 2=Trade Skills=49=13.8%
 3=Technician Skills=11=0.3%
 4=Law Enforcement Skills=2=0.6%
 5=Clerical Skills=76=21.4%
 6=Several different skills=1=0.3%
 7=Several different trade skills=9=2.5%
 8=Several different professional skills=1=0.3%
 9=Professional and trade skills=4=1.1%
 10=Clerical and professional skills=6=1.7%
 11=Clerical and trade school skills=1=0.3%
 12=Technician and clerical skills=7=1.96%
 13=Technician and trade school skills=4=1.1%
 14=Technician and law enforcement skills=0
 15=Technician and professional skills=4=1.1%
 16=Unskilled=7=1.96%
 99=Blank=102=28.7%

10. If you have held a previous position in state government, please check the responses that best explain why you left your previous state government position.

A. 19=5.3% Employee burnout from the mental/emotional stress of the job,

B. 6=1.7% Employee burnout from the physical demands of the job,

C. 35=9.8% A career change,

D. 108=30.4% A change to a more challenging and interesting job,

E. 35=9.8% A change made exclusively for a higher salary or wage,

F. 104=29.2% A higher salary or wage was only 1 factor of several factors important to making the change,

G. 68=19.1% The change makes better use of the education or skills of the respondent,

H. 100=28.1% The change provided more responsibilities,

I. 67=18.9% The change is a transition to a managerial/supervisory position,

J. 10=2.8% The change resulted from disagreements with department policies,

K. 19=5.3% The change was made because the management/supervisors did not show much interest in making the previous job more interesting and challenging,

L. 53=14.9% The change was encouraged by department management who recognized the fact that you could contribute much more to department in a different position,

M. 31=8.7% The change occurred as a result of changes made in the duties and responsibilities of the existing job. In other words, the position changed,

N. 23=6.5% The change in the responsibilities and duties of the previous (existing) position were proposed and encouraged by department management to make best use of your talents and interest,

O. 8=2.2% Management tried to make changes in the responsibilities and duties of your previous position, but the Personnel Department did not authorize the changes in the previous job,

P. 11=3.1% The previous position was boring,

Q. 17=4.7% Other (Please explain).

II. Job Description

11. Please select the responses that best describe your evaluation of your current job in State government.

A. 175=49.2% The job is challenging, very interesting, and enjoyable,

B. 64=18.0% The job is interesting and enjoyable, but not very challenging,

C. 41=11.5% The job is interesting and enjoyable at times, but is generally boring,

D. 151=42.4% The job makes significant use of my education or the skills that I possess,

E. 80=22.5% The job makes fairly good use of my education or skills,

F. 37=10.4% My job makes very little use of my education or the skills that I possess,

G. 76=21.4% The job that I currently hold could be made much more interesting and challenging, and employee productivity in this position could be significantly increased if the necessary changes were made in the job,

H. 81=22.8% The job that I currently hold could be made more interesting and enjoyable if changes were made in the job, but the type of changes that could be made are rather limited,

I. 85=23.9% There is very little that can be done to change the nature of this job,

J. 74=20.8% The job has special skills or educational requirements which few people possess,

K. 20=5.6% There are many jobs in the private sector that are similar to this job in state government. The salary or wages, however, are very similar,

L. 27=7.6% There are many jobs in the private sector that are similar to this job in state government. The salaries or wages of the jobs in the private sector are not as good as the salary or wage of this job in state government,

M. 124=34.8% There are many jobs in the private sector that are similar to this job in State government and these jobs in the private sector pay more than the state government job,

N. 104=29.2% There are no career incentives offered by this position,

O. 23=6.5% This position is primarily a stepping stone type of job to another better job in state government,

P. 65=18.3% The physical demands (including long hours) of the job are very substantial,

Q. 121=34.0% The emotional/mental stress of the job is substantial and can produce employee burn-out,

R. 70=19.7% The job is interesting and enjoyable, but the pay range is not satisfactory. It is necessary to find a better paying position.

S. 51=14.3% Other. Please explain.

12. Has your superior offered you more challenging jobs because of your good attitude and performance?

A. 118=33.1% Yes; B. 201=57.6% No. Blank 33=9.3%

13. Has your superior discussed with you the possibilities of making your current position more meaningful to you and the department?

A. 91=25.6% Yes; B. 231=64.8% No. Blank 34=9.6%

14. If the answer to question 8 is "yes", have any changes been made in the responsibilities and duties of your job?

A. 72=20.2% Yes; B. 71=19.9% No. Blank 213=59.9%

15. If changes in your job have been made, have you found more satisfaction in your job?

A. 57=16.0% Yes; B. 80=22.5% No. Blank 215=60.4%

16. If the changes in your job did not result in greater satisfaction please explain the reason for this result.

Blank 299=84%

17. As a result of your interest in the job, has your superior tried to make changes in your job and increase your salary/wage only to be turned down by the Department of Personnel?

A. 77=21.7% Yes; B. 222=62.5% No. Blank = _____

18. Have you ever turned down a better job in state government because the position lacks job security?

A. 29=3.1% Yes; B. 302=84.8% No. Blank 23=6.5%

19. Have you discussed with your superior, the changes that could be made to make your job more interesting and productive only to discover that your superior is not interested in making any changes in your job?

A. 101=28.4% Yes; B. 202=56.7% No. Blank 37=10.4%

20. If it is a goal of state government to encourage state employees to be hard working, dependable, and enthusiastic about their employment, please describe how this goal could be achieved?

- A. 148=41.6% implementation of more discussions within divisions, bureaus, and departments to determine how employee duties and responsibilities could be made more meaningful to the employee and the agency.
- B. 184=51.7% Provide more flexibility to agency management with respect to salary and wage levels to motivate state employees and encourage more creativity and productivity.
- C. 142=39.9% Provide more managerial training to supervisory personnel to better understand employee needs and problems.
- D. 140=39.3%
10=No=2.8% Provide departments with "bonus" funds to be distributed by management to employees who have been very conscientious and enthusiastic about their job.
- E. 135=37.9% Provide a more pleasant working environment to include procedures to facilitate better communication between supervisory and non supervisory personnel, and better communication among department employees.
- F. 96=27.0% Implementation of compensation-time, flexible-time, and compressed-time work policies.
- G. 198=55.6% Increased pay ranges/levels for positions which are competitive with similar positions in the market place and for which the private market pays more than state government.
- H. 159=44.7% Increased pay ranges/levels for positions requiring special skills and knowledge that are difficult to find.
- I. 109=30.7% More frequent evaluations of employees' duties and responsibilities to assure that the salaries/wages increase at a relatively similar rate with increased duties and responsibilities of state government positions.
- J. 151=42.4% Employee evaluation of supervisors as a means of improving supervisory expertise and establishing better relationships between supervisors and employees.

K. 148=41.6% Decentralization of the Personnel system to allow departments to establish their own job classifications and do their own hiring under strict standards and under the watchful eye of the Personnel Office which would closely monitor each department's personnel system.

L. 97=27.2% Other. Please explain.

III. Morale of State Employees

21. How would you describe your feelings about your current job?

- A. 98=27.5% very enthusiastic
- B. 129=36.2% moderately enthusiastic
- C. 56=15.7% occasionally enthusiastic
- D. 39=11.0% seldom enthusiastic
- E. 34=9.6% other.

22. How would you describe the degree of morale you have as a state employee?

- A. 114=32.0% high morale
- B. 157=44.1% moderate degree of morale
- C. 68=19.1% low morale.

23. Do you believe that the Personnel System can be changed to improve the degree of enthusiasm that you have for your job?

- A. 225=63.2% Yes
- B. 67=18.9% No

Department Code

1=Agriculture=5=4.2%
2=Attorney General
3=Business, Occupational and Professional Regulation=4=1.1%
4=Conservation=8=2.2%
5=Corrections=21=5.9%
6=Defense and Veterans Services
7=Education=19=5.3%
8=Environmental Protection=2=0.6%
9=Finance and Administration=11=3.1%

10=Human Services=31=8.7%
11=Human Services-Caseworker=3=0.84%
12=Human Services-Income Maintenance Worker=4=1.1%
13=Inland Fisheries and Wildlife=2=0.56%
14=Labor=9=2.5%
15=Mental Health & Mental Retardation=25=7.0%
16=Personnel
17=Public Safety=5=4.1%
18=Public Utilities
19=Maine State Retirement System
20=State Department=2=0.56%
21=State Department-Motor Vehicle Division=5=4.1%
22=Transportation=46=12.9%
23=Transportation-Professional Engineer=8=2.2%
24=State Development Office
25=State Planning Office
26=Community Services
27=Commission For Women
28=Energy Resources=1=0.28%
29=Public Advocate
30=Lottery Commission=2=0.56%
31=Maine Committee on Aging
32=Maine Human Rights Commission
33=Maine Human Services Council
34=Judiciary=6=1.7%
35=Marine Resources=5=4.2%
36=Bureau of Alcoholic Beverages=7=1.96%
99=Blank=125=35.1% .

Department of Employment(Optional)_____.

TP/elk/3537