

MAINE STATE LEGISLATURE

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**CLASSIFICATION AND PAY PLAN FOR
NONPARTISAN EMPLOYEES OF THE
MAINE LEGISLATURE**

**Prepared by the
National Conference of State Legislatures**

September 1986

**Adopted by the Legislative Council
with amendments
September 24, 1986**

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EXECUTIVE SUMMARY

The proposed pay and classification plans achieve internal consistency and equity among the nonpartisan staff offices and establish legislative staff salaries at competitive levels when compared with non-legislative positions. The proposed plans organize legislative work into 28 job classes tied to 15 new salary ranges that were developed after surveying major public and private Maine employers.

Classification Plan. The plan describes the general characteristics, typical duties and required background for all nonpartisan legislative jobs. Clear career ladders set forth in a logical progression positions of increased management and technical responsibilities to which a clerical or professional can aspire. Several new "senior" classes create opportunities for promotions based on high standards of demonstrated competence but without a significant change in duties and responsibilities. Specific recommendations cover the general management and implementation of the classification plan. (See pages 2 to 7).

Salary Plan. The plan consists of 15 ranges with a starting salary (Step A) and six annual increments and two "career" steps scheduled at eight and ten years experience in a position. To allow the Legislature to recruit experienced workers, salaries are set 10 percent above the starting step of the nearest comparable state executive branch position. Most steps are calculated at five percent, with one nine percent step after the first or second year to recognize the "learning curve" of an employee's development. Related recommendations provide flexibility in setting hiring salary, procedures for handling pay increases, guidelines for awarding half-step or two-step increases, and limitations on outside employment. (See pages 40 to 46).

Performance Appraisal. We strongly recommend that a performance appraisal system be developed. Many of the salary and classification provisions of the report cannot be fully implemented without a process in place and supervisors adequately trained. A task force should be appointed of legislators, staff and managers to undertake and complete this task by September 1987. (See pages 47 to 49).

Leave Time. Almost all legislative staff are required to work overtime because of the demands of the session. To compensate for these demands and to bring uniformity to current practices, a new category of leave -- "legislative leave" -- is recommended. The leave would be awarded on the basis of complete sessions worked. At the same time, compensatory time for professional staff would be limited. Clerical employees would have the option, with Director approval, of selecting compensatory time or receiving overtime pay for all hours worked in excess of a 40-hour week. (See pages 49 to 52).

Implementation. The total cost to implement the plans represents an increase in the current annual payroll for nonpartisan staff of approximately 13.5%. The largest increases go to employees who gain because of five primary reasons: underclassified, longevity considerations, internal equity, market parity, and new position. The average proposed annual increase for all other employees is 8.7 percent. Three implementation options are described, but the preferred plan is largely a step-to-step conversion of all employees to the new plan on December 1, 1986. (See pages 53 to 56).

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INTRODUCTION

In June 1986, the Maine Legislative Council contracted with the National Conference of State Legislatures (NCSL) to develop classification and salary plans for the non-partisan staff offices of the Maine legislature. The Council asked NCSL to:

- develop a pay and classification plan that achieves internal consistency and equity among the legislative staff offices and establishes legislative pay levels at a competitive level when compared with non-legislative positions;
- identify those positions which require adjustment in salary and thus provide the Council with a basis for implementing the new salary plan;
- present recommendations for uniform policies on such compensation related issues as longevity and merit considerations in pay increases, overtime and compensatory time off, and performance appraisal; and
- provide the Council and office directors with a uniform basis for management and a staff plan.

This report represents the conclusion of the project and includes the proposed new legislative classification and pay plan. The proposed plan reduces the number of job classes and salary groups, identifies comparable positions within the different staff offices, creates for the first time clear career ladders for both professional and clerical employees, and sets salaries commensurate with experience, responsibility and market competition.

The NCSL appreciates the cooperation and assistance of the Legislative Council and the entire legislative staff. Working under deadline pressures at various points in the project, office directors and their staffs provided

prompt and thoughtful commentary to guide the project. The insights and suggestions of the staff and directors helped to shape the final product in various and substantial ways. Each staff member provided valuable information through questionnaires, interviews and review.

**CLASSIFICATION PLAN FOR
NONPARTISAN STAFF OF THE MAINE LEGISLATURE**

A classification plan is not just a set of job descriptions or job titles.

It is a document that:

- reflects working units, supervisory relationships and subordinate responsibilities;
- provides a consistent framework for recruitment, advancement, performance evaluation and other personnel decisions;
- creates career ladders and advancement opportunities for employees who desire to move upward and are willing to work toward the requirements of a more responsible job;
- allows staff directors to identify training needs to advance or promote staff; and
- provides a management tool with which to ensure fair treatment of employees and equal pay for equal work.

The proposed classification plan consists of 28 job classes describing the distinguishing characteristics of full-time, nonpartisan positions within the legislature, giving examples of the types of work performed and identifying the minimum education, experience and qualifications required. The figure below summarizes current staffing levels by office:

SUMMARY OF NON-PARTISAN POSITIONS

OFFICE	POSITION COUNT
Executive Director	13*
Fiscal and Program Review	12
Law Library	11
Maine-Canadian	2
Policy and Legal Analysis	23
Revisor of Statutes	23**
TOTAL	84

*Includes 1 "Session" position

**Includes 8 "Session" positions

The classification plan was developed from information gathered through detailed questionnaires completed by every employee and personal interviews with more than 50 staff. Each position was evaluated and rated in terms of its duties and responsibilities, independence of action, personnel authority, knowledge and skills required, work relationships and working conditions. Based on guidance from Council members and office directors, the NCSL gave greatest weight to:

1. duties and responsibilities -- complexity and difficulty of tasks performed and scope and effect of an employee's job;
2. independence of action -- variety and complexity of decisions made, supervision received, consequence of error, analytic thinking required; and
3. working relationships -- the extent, variety and complexity.

The proposed classifications were reviewed and discussed with all office directors and all employees were given an opportunity to comment.

KEY FEATURES

The 28 proposed job classes range from Office Assistant I to Executive Director. The classes fall into salary groups tied to 15 new ranges. The table on the next page shows the placement of current staff by office and proposed new range and illustrates the hierarchical distribution of employees within the classification plan.

PROPOSED DISTRIBUTION OF EMPLOYEES AND CLASSES

NEW CLASS	ED	OFPR	LIB	MC	OPLA	ORS	TOTAL
Clerical/Secretarial/ Technical Classes (Ranges 1 - 4)	3	2	3	1	3	12	24
Entry Level Pro- fessional & Secre- tarial/Technical Supervisory Classes (Ranges 5 - 8)	7	1	3	1	5	7	24
Research/Analyst Classes (Ranges 9 - 11)	1	5	2	-	12	2	22
Senior Professional/ Middle Level Managers (Ranges 12 - 13)	-	3	2	-	2	1	8
Senior Management (Ranges 14 - 15)	2	1	1	-	1	1	6
	<u>13</u>	<u>12</u>	<u>11</u>	<u>2</u>	<u>23</u>	<u>23</u>	<u>84</u>

The most significant feature of the proposed plan is the development of career ladders for clerical and professional employees. Career ladders give the Legislature and office directors an opportunity to train, develop, promote and reward employees as they gain experience, take on increasing responsibility, and become more valuable to the Legislature.

In the proposed plan, the career ladders not only recognize the potential for employees to move into higher level management or technical positions but also the potential for employees to be rewarded for special expertise, leadership and maturity, gained through their experience and demonstrated competence in Maine.

Examples of the Proposed Career Ladders

<u>Secretarial/Technical Ladders</u>		<u>Analyst/Attorney Ladder</u>
Secretary	Legislative Technician	Legislative Analyst
Senior Secretary	Senior Legislative Technician	Senior Analyst
*Administrative Secretary	*Supervising Technician	*Principal Analyst
*Administrative Coordinator	*Administrative Coordinator	*Deputy Director
		*Director

Job classes marked above with an asterisk are limited in number and would be available for promotions only when vacancies occur. For example, there is no more than one Administrative Secretary in each office, typically the secretary to the director or the secretary to whom office-wide administrative responsibilities are assigned. Similarly, there is intended to be only one Deputy Director in an office, and the roles and responsibilities of Administrative Coordinators or Principal Analysts are specific to a given position.

The term "senior" is used in the job title of those positions to which an employee may be promoted without a significant change of duties and responsibilities. There is no specified number of "senior" positions, and promotions to these positions would not be contingent upon a vacancy being available. New employees generally should not be hired initially into these classes, but rather would be considered for promotion after a period of time. The "senior" positions will necessitate the development of a performance appraisal system. Promotions into the "senior" classes should not be automatic, but rather should be carefully awarded to only those employees who meet high standards of demonstrated competence, quantity and quality of work products, maturity, independence and leadership.

In the plan, there are some job classes that cover only a small number of employees for whom career advancement opportunities are limited by the very nature of their jobs or the size of their office. This includes the following positions:

- Legislative Information Assistant
- Accounting Technician
- Computer Programmer
- Intergovernmental Specialist
- Research Assistant/Paralegal
- Administrative Services Manager
- Associate Law Librarian

It does not, at this time, make sense to create "senior" positions for each job class, but these employees should not be penalized in terms of their opportunity for salary advances. To compensate for the lack of career ladders, a special one-time, two-step increase is recommended as an option when such an employee meets the same high standards of demonstrated competence expected of an employee being promoted to a "senior" position. Again, a performance appraisal system will be required to implement the two-step increase. (See Recommendation 8, page 44.)

RECOMMENDATIONS

To adopt and implement the proposed classification plan, the Legislative Council should consider the following recommendations related to the management of the plan.

Administration of the Classification Plan

1. Responsibility for implementing and maintaining the classification and pay plans should be assigned to the Office of the Executive Director working with individual office directors and under the guidance and ultimate authority of the Legislative Council.

2. The Office of the Executive Director should be responsible for initiating a periodic review of the plan and overseeing all classification-related decisions (e.g. new hires, promotions, reclassifications and the development of new classes when necessary).
3. From time to time, reclassification of a position or establishment of a new job class may be warranted due to changes in roles and responsibilities, modifications in office structure or the introduction of new technologies or functions. In such instances, an employee or his or her supervisor may request a review of the employee's classification or propose creation of a new class. Procedures for both processes should be developed and circulated in writing to all staff.

At a minimum, each of these processes should include:

- completion of a position evaluation questionnaire;
- a job audit interview conducted under the direction of the Executive Director with the employee and his/her supervisor; and
- a written recommendation form the office director

If an office director or the employee disagrees with the reclassification decision of the Executive Director, a written appeal may be filed with the Legislative Council which may decide to hear the appeal or take whatever action it deems appropriate. The employee has a right to a timely, written response regarding the Legislative Council's action on the appeal.

Implementation of the Plan

4. A 30-day appeal period should be allowed for any employee to request review of his/her classification based on this study. Appeals should be submitted in writing to the Office of the Executive Director. Based upon the written recommendations of the appropriate director and the Executive Director, the Legislative Council should determine whether reclassifications are needed. (The NCSL project staff is available to assist as needed with appeals.)
5. Since a job class is a general description of the work performed in a given position, more detailed descriptions are often a very useful management tool to outline specific duties and expectations of an individual employee. It is recommended that office directors work with individual employees to develop detailed position descriptions for all nonpartisan staff.

6. Until superior performance criteria can be formulated and a performance appraisal process can be developed and implemented, the job class of "Senior Legislative Analyst/Attorney" should not be utilized. All other promotions to "senior" classes, except those assignments proposed for the immediate implementation of this plan, should similarly be postponed pending development of a performance appraisal system. (See also Recommendation 2, page 13.)

**PROPOSED
JOB CLASSES**

**SALARY GROUPINGS FOR
NONPARTISAN LEGISLATIVE EMPLOYEES**

Salary Groups

Job Classes

- | | |
|-----|---|
| 1. | Office Assistant |
| 2. | Office Assistant II |
| 3. | Secretary
Library Assistant
Legal Proofreader |
| 4. | Legislative Information Assistant
Senior Secretary
Legislative Technician
Senior Legal Proofreader |
| 5. | Senior Legislative Technician
Library Associate
Accounting Technician |
| 6. | Administrative Secretary
Legislative Information Coordinator
Supervising Legislative Technician |
| 7. | Administrative Coordinator
Research Assistant
Paralegal |
| 8. | Computer Programmer
Intergovernmental Specialist |
| 9. | Associate Law Librarian |
| 10. | Legislative Analyst/Attorney
Administrative Services Manager |
| 11. | Senior Analyst/Attorney |

**SALARY GROUPINGS FOR
NONPARTISAN LEGISLATIVE EMPLOYEES
(CONT.)**

Salary Groups

Job Classes

12.	Principal Law Librarian Principal Analyst/Attorney
13.	Deputy Director
14.	Director
15.	Executive Director

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Salary Group 1

OFFICE ASSISTANT I

Position Characteristics:

Under close supervision, performs routine clerical work which is generally limited in variety and follows routine, standardized procedures. Tasks are performed with limited guidance after work procedures are learned. Work is subject to review in terms of correctness, accuracy and adherence to instructions and established procedures.

Examples of Work Performed:

1. Performs simple filing;
2. Processes incoming and outgoing mail;
3. Prepares routine correspondence, form letters and invoices;
4. Assists with processing requisitions and checking materials.

Education, Experience or Qualifications Required:

1. Requires a high school diploma or any equivalent combination of education and experience.
2. Ability to follow verbal as well as written instructions.

OFFICE ASSISTANT II

Position Characteristics:

Under supervision, performs a variety of moderately complex and varied clerical duties which require some independent judgment in the use of fairly involved methods and procedures. Recurring tasks and assignments are carried out without specific instructions. Work is performed under general supervision where guidance is received only on new procedures, or work routines, and occasional review of completed work.

Examples of Work Performed:

1. Receives and routes mail;
2. Performs receptionist duties;
3. Maintains office files;
4. Prepares simple documents and correspondence on standard office equipment such as typewriters or word processors;
5. Processes and distributes books, reports and other printed materials;
6. May assist in coordinating the work of other clerical employees.

Education, Experience or Qualifications Required:

1. Requires a high school diploma or any equivalent combination of education and experience.
2. Requires one year clerical experience.
3. Requires working knowledge of office practices.
4. Ability to establish and maintain cooperative work relationships.

SECRETARY

Position Characteristics:

Under limited supervision, performs moderately advanced and complex secretarial duties, sometimes of a confidential nature, for a legislator, legislative committee or staff group. Oversees, monitors or independently carries out a wide variety of complex clerical work in accordance with standard procedures, making independent decisions concerning the processes to be followed, the appropriateness of the information to be processed and the actions to be taken. Uses various office machines including typewriter, word processor, calculators and photocopying equipment. Works under limited supervision and results are reviewed for soundness of technical judgments, appropriateness and conformity to policy and administrative requirements.

Examples of Work Performed:

1. Types correspondence, memos, reports and manuscripts;
2. Schedules appointments, meetings and travel;
3. Maintains files and office records;
4. Answers telephone calls and acts as office receptionist;
5. Takes and transcribes dictation of meeting proceedings for a legislator, staff member or committee;
6. Handles incoming and outgoing mail.

Education, Experience or Qualifications Required:

1. Requires a high school diploma, including or supplemented by courses in secretarial work or any equivalent combination of education and experience.
2. Requires one year secretarial experience.
3. Ability to perform varied secretarial tasks with speed and accuracy.
4. Ability to work cooperatively with legislators and legislative staff on a daily basis and sometimes under pressure.

LIBRARY ASSISTANT

Position Characteristics:

Performs a variety of moderately complex clerical and library support tasks to assist the professional library staff in cataloguing, accessing, classifying and indexing documents, books, periodicals and other printed materials. Employee must apply a knowledge of the routines and procedures of the library and a knowledge of modern library techniques in completing assignments. Work is controlled by established library policy and procedure; although working independently, employees rarely deviate from established methods without consulting their supervisor.

Examples of Work Performed:

1. Processes, sorts, labels, routes and shelves documents;
2. Helps patrons locate materials in the library;
3. Instructs and assists patrons in the use of the library;
4. Assists with circulation functions including checking out materials, calculating overdue charges, and reshelving returned materials;
5. Performs various clerical functions including preparing catalog cards, handling incoming and outgoing mail, typing and photocopying;
6. May supervise office assistants or student clerks in performing routine library functions;
7. Enters data and editing records for on-line computer access system.

Education, Experience or Qualifications Required:

1. Requires a high school diploma or any equivalent combination of education and experience.
2. Requires one year of library, clerical or related experience.
3. Requires a working knowledge of library practices.
4. Ability to establish rapport and good relationships with a variety of library patrons and other staff.

LEGAL PROOFREADER

Position Characteristics:

Under close supervision, edits and proofreads legislative bills, resolutions, congratulatory messages and amendments for spelling, grammar, punctuation, statutory form and general clarity. Editing and proofreading must be near perfect as errors may result in delays in the processing of legislation.

Examples of Work Performed:

1. Edits and proofreads legislative bills, resolutions, congratulatory messages and amendments for spelling, grammar, punctuation, statutory form and general clarity;
2. Verifies legislative references and conducts routine research of statutes to ensure correct terminology and accuracy of titles and sections;
3. Photocopies legislative documents.

Education, Experience and Qualifications Required:

1. Requires a high school diploma or any equivalent combination of education and experience.
2. Requires one year of proofreading, editing or related experience.
3. Requires superior skills in and an excellent command of English language and grammar.
4. Ability to establish and maintain cooperative work relationships.
5. Requires attention to detail and willingness to work long hours under pressure.

LEGISLATIVE INFORMATION ASSISTANT

Position Characteristics:

Records official legislative action on bills and amendments; collects other relevant bill status information; enters information into the bill status system; and, responds to telephone and in-person inquiries for status information. Ability to accurately record and enter legislative action correctly is essential for maintaining complete legislative histories. Must exercise independent judgment according to established procedures and with general supervision.

Examples of Work Performed:

1. Listens to legislative floor debate, and determines and records official action taken;
2. Collects, checks and verifies legislative action taken by committees or introduction of legislative documents;
3. Interprets legislative actions in preparation for posting to Legislative Information System;
4. Performs data entry tasks;
5. Performs routine clerical work.

Education, Experience or Qualifications Required:

1. Requires a high school diploma or any equivalent combination of education and experience.
2. Requires one year clerical, secretarial, receptionist or related experience.
3. Requires a working knowledge of legislative terminology, parliamentary procedure, and the legislative process.
4. Requires good interpersonal skills, language skills and shorthand.
5. Ability to deal with a wide variety of individuals, members of the public, legislators and legislative staff.
6. Ability to work long hours with minimal supervision and often under pressure.

LEGISLATIVE TECHNICIAN

Position Characteristics:

Prepares legislative documents using specialized technical skills and text processing equipment. Preparation of legislative documents must be near perfect as errors may result in delays in the processing of legislation. Work is performed independently according to standard procedures; instructions are received on special assignments and procedural changes.

Examples of Work Performed:

1. Prepares and formats bills and amendments on text processing equipment;
2. Engrosses bills;
3. Cross references statutes;
4. Incorporates new legislative statutes into the Laws of Maine;
5. Composes simple amendments;
6. Proofreads for spelling, grammar, punctuation, and references;
7. Performs complex text processing functions on specialized equipment using advanced technical and clerical skills.

Education, Experience or Qualifications Required:

1. Requires a high school diploma or any equivalent combination of education and experience.
2. Requires two years word processing, text processing or related technical work experience.
3. Requires a fundamental knowledge of the format, style and organization of the Laws of Maine.
4. Requires attention to detail and willingness to work long hours under deadline pressures.

SENIOR LEGAL PROOFREADER

Position Characteristics:

Under limited supervision, edits and proofreads legislative bills, resolutions, congratulatory messages, and amendments for spelling, grammar, punctuation, statutory form and general clarity. Editing and proofreading must be near perfect as errors may result in delays in the processing of legislation.

Examples of Work Performed:

1. May perform all or any duties expected of a Legal Proofreader with a high degree of skill, speed, accuracy and independence;
2. May assist with training new proofreaders or providing general assistance to and problem solving for other proofreaders.

Education, Experience or Qualifications Required:

1. Requires a high school diploma and three years proofreading experience or any equivalent combination of education or experience.
2. Requires at least one year of experience and demonstrated competence as a Legal Proofreader or comparable position.
3. Requires superior skills in and an excellent command of English language and grammar.
4. Requires a working knowledge of legislation and statutory forms, terminology and practices.
5. Requires attention to detail and willingness to work long hours under pressure.
6. Ability to establish and maintain cooperative work relationships.

SENIOR SECRETARY

Position Characteristics:

Performs advanced and complex secretarial duties of an administrative and sometimes of a confidential nature for a legislator, legislative committee, senior professional, assistant office director, or other staff person of similar responsibilities. Employees must use independent judgment in determinations on varied assignments. Work requires flexibility to respond to and handle a variety of different and varied assignments from a number of different publics. Uses various office machines including typewriter, word processor, calculators and photocopying equipment.

Examples of Work Performed:

1. May perform all or any duties expected of a Secretary with a high degree of skill, speed, accuracy and independence;
2. Establishes and maintains files and office records;
3. Prepares and maintains mailing lists;
4. Obtains, assembles and formats information for reports and documents;
5. May coordinate the work of other clerical staff on a project basis or may assist in training new secretaries.
6. May order supplies, keep specialized office records and coordinate the preparation and printing of publications;

Education, Experience or Qualifications Required:

1. Requires a high school diploma, including or supplemented by courses in secretarial work, plus three years secretarial experience or any equivalent combination of education and experience.
2. Requires at least one year experience and demonstrated competence as a Secretary or comparable position.
3. Ability to perform varied secretarial tasks with speed and accuracy.

LIBRARY ASSOCIATE

Position Characteristics:

Assists with a broad range of library duties under the general direction of a professional librarian and using basic library science techniques. This is a paraprofessional library position requiring knowledge of or experience in library science. Employees work with considerable independence following established procedures and library policy or specific instructions from a supervisor.

Examples of Work Performed:

1. Assists with reference services for library patrons;
2. Coordinates and maintains specialized information files such as legislative histories, newspaper clippings, federal documents, and special collections or data bases;
3. May coordinate the work of other library staff on a project basis;
4. Assists with circulation functions including checking out materials and calculating overdue charges.

Education, Experience or Qualifications Required:

1. Requires a bachelor's degree or high school diploma plus four years experience in library or related work or any equivalent combination of education and experience.
2. Requires good organizational skills and attention to detail.
3. Ability to work with a variety of library patrons and other staff.

SENIOR LEGISLATIVE TECHNICIAN

Position Characteristics:

Prepares legislative documents using specialized technical skills and text processing equipment. Preparation of legislative documents must be near perfect as errors may result in delays in the processing of legislation. Work is performed independently according to standard procedures; instructions are received on special assignments and procedural changes. A Senior Legislative Technician must have a working knowledge of the format, style and organization of the Laws of Maine to be able to resolve technical problems or answer substantive questions for Legislative Technicians or Legal Proofreaders.

Examples of Work Performed:

1. May perform any or all duties expected of a Legislative Technician with a high degree of skill, speed, accuracy and independence;
2. Types bills and amendments in proper form;
3. Proofreads for spelling, grammar, punctuation and references, and related tasks requiring a knowledge of the format, style and organization of the Laws of Maine;
4. May order supplies, keep specialized office records and coordinate the preparation and printing of publications.

Education, Experience or Qualifications Required:

1. Requires a high school diploma or any equivalent combination of education and experience.
2. Requires three years word processing, text processing or related technical work experience.
3. Requires demonstrated competence and at least one year experience as a Legislative Technician or comparable position.
4. Requires attention to detail and willingness to work long hours under pressure.

ACCOUNTING TECHNICIAN

Position Characteristics:

Under limited supervision and using generally recognized accounting and fiscal procedures, maintains complex accounting and financial records. Work involves responsibility for independent decisions within a limited scope and requires interpretation of various policies and procedures. Work is of a most exacting nature in an effort to eliminate the possibilities of error which could create a disruption of services.

Examples of Work Performed:

1. Prepares regular payrolls;
2. Keeps personnel records;
3. Prepares invoices;
4. Maintains account information;
5. Audits vouchers for accuracy and completeness.
6. Assists with the preparation of budget information, fiscal statements or reports.

Education, Experience or Qualifications Required:

1. Requires a business college certificate plus two years experience or a high school diploma, supplemented by business and accounting courses, plus four years experience. Any equivalent combination of education and experience may be substituted.
2. Requires attention to detail, good organizational skills, plus a working knowledge of bookkeeping and financial procedures.

LEGISLATIVE INFORMATION COORDINATOR

Position Characteristics:

Coordinates and oversees the collection, data entry, maintenance and dissemination of bill status information for the legislature. Helps determine user needs and coordinates services or modifies existing procedures to provide quality work and efficient service. Work is performed under limited supervision. A Legislative Information Coordinator must have the knowledge, experience and skill to resolve work related problems, interpret complex parliamentary situations, and answer technical and substantive questions related to bill status and legislative information services.

Examples of Work Performed:

1. Indexes legislative documents;
2. Reviews the daily floor action records for accuracy and proper data entry;
3. Answers telephone and in-person inquiries for bill status information;
4. Compiles and disseminates regular bill status reports;
5. Works with programmers on system improvements and changes;
6. Supervises, trains and evaluates legislative information assistants and office assistants.

Education, Experience or Qualifications Required:

1. Requires a high school diploma or any equivalent combination of education and experience.
2. Requires at least four years previous clerical, secretarial, receptionist or related experience.
3. Requires a complete knowledge of legislative terminology and procedure and a working knowledge of data processing.
4. Requires strong interpersonal skills and language skills.
5. Ability to deal with a variety of individuals, members of the public, legislators and legislative staff.

ADMINISTRATIVE SECRETARY

Position Characteristics:

An Administrative Secretary is the lead secretarial position in an office, usually working for a director and frequently coordinating the work of other secretaries or clerical employees. Performs complex secretarial duties of intricate variety for an office director and handles office-wide administrative matters, records and procedures. Work is of a most exacting nature in an effort to eliminate the possibilities of errors which could result in legislative session delays and embarrassment. Uses various office machines and equipment. Work is performed independently according to standard procedure or special instructions; however, an administrative secretary may develop new methods and advise or train other secretaries as required to meet special assignments or changing situations.

Examples of Work Performed:

1. Performs all or any duties expected of a Senior Secretary with a high degree of skill, speed, accuracy and independence;
2. Acts as a liaison on behalf of the office or legislature with vendors such as printers, travel agents, and suppliers;
3. Reviews bids, vouchers and office expenditures;
4. Schedules meetings, hearings and facilities;
5. Establishes and maintains specialized office personnel files and records;
6. Composes correspondence for the signature of others;
7. Performs general typing, filing and record-keeping duties;
8. May supervise other secretaries, clerical or session employees in an office.

Education, Experience or Qualifications Required:

1. Requires a high school diploma, including or supplemented by courses in secretarial work or any equivalent combination of education or experience.
2. Requires at least four years previous secretarial experience and demonstrated competence as a Senior Secretary or comparable position.
3. Ability to perform a broad range of secretarial tasks with speed and accuracy.
4. Ability to work cooperatively with legislators, legislative staff and others on a daily basis and often under pressure.

SUPERVISING LEGISLATIVE TECHNICIAN

Position Characteristics:

Supervises the work of legislative technicians and legal proofreaders in the preparation and processing of legislative documents from research to drafting, amendment, enactment, engrossing and statutory revision. A Supervising Legislative Technician must have the knowledge, experience and skill to resolve work related problems, interpret complex situations and answer technical and substantive questions related to the preparation and processing of legislative documents.

Examples of Work Performed:

1. Schedules employee hours and workloads;
2. Decides priorities for typing and proofreading bills and amendments;
3. Answers technical questions on form, terminology and content of legislative documents;
4. Supervises, trains and evaluates Legislative Technicians and Legal Proofreaders.

Education, Experience or Qualifications Required:

1. Requires a high school diploma or any equivalent combination of education and experience.
2. Requires at least five years word processing, text processing or related technical work experience.
3. Requires complete knowledge of the format, style and organization of the Laws of Maine and prior experience and demonstrated competence in the preparation and processing of legislative documents.
4. Requires strong organizational and interpersonal skills.
5. Ability to lead and manage others.

ADMINISTRATIVE COORDINATOR

Position Characteristics:

Assists an office director with complex administrative matters involving staff functions or operations in more than one legislative office and requires a thorough understanding of legislative operations and policies. Plans, coordinates or performs major administrative functions or technical services with limited supervision and requiring independent judgment and the ability to deal with various individuals and groups.

Examples of Work Performed:

1. Supervises, trains and coordinates clerical or administrative staff;
2. Develops, maintains and provides data processing and word processing applications;
3. Assists an office director in carrying out technical or administrative support functions that span the legislature as a whole or more than one office;
4. May serve as liaison to other staff offices for data processing and word processing services.

Education, Experience or Qualifications Required:

1. Requires a business school certificate, associate's degree or high school diploma supplemented by business or secretarial courses or any equivalent combination of education and experience.
2. Requires at least five years progressive administrative or secretarial experience.
3. Requires strong interpersonal skills including initiative, leadership and tact.

Salary Group 7

**PARALEGAL
RESEARCH ASSISTANT
BUDGET ASSISTANT
PROGRAM ASSISTANT**

Position Characteristics:

Under direct supervision, performs background policy and legal research, bill drafting, budget analysis or program reviews for a legislative committee. This is an entry-level professional position requiring the use of general research methods, routine analysis and simple legal research. Work is routinely reviewed for accuracy, completeness, content and methods.

Examples of Work Performed:

1. Researches and drafts memos, reports and legislation;
2. Analyzes budgets, expenditures and programs;
3. Gathers information through questionnaires, interviews, literature reviews and other methods and sources;
4. Assists other professional staff in organizing, preparing and presenting information for legislative committees;
5. Analyzes data.

Education, Experience or Qualifications Required:

1. Requires a bachelor's degree or paralegal experience or certification or any equivalent combination of education and experience.
2. Requires good oral and written communication skills.
3. Requires an ability to work cooperatively with legislators and staff.
4. Requires basic research skills.

Salary Group 8

COMPUTER PROGRAMMER

Position Characteristics:

Under direct supervision, performs a variety of moderately complex technical functions relating to the full range of legislative computer services. Assists in the design, development and maintenance of legislative applications.

Examples of Work Performed:

1. Analyzes system needs;
2. Programs, maintains and operates computer hardware and software;
3. Develops and maintains security systems;
4. Installs new equipment and applications;
5. Answers technical questions.

Education, Experience or Qualifications Required:

1. Requires a bachelor's degree in computer science or advanced computer or technical training or any equivalent combination of education and experience.

INTERGOVERNMENTAL SPECIALIST

Position Characteristics:

Under general supervision, handles varied research and liaison functions for a specialized interparliamentary or intergovernmental commission, committee, individual legislator or other staff. Performs research, constituent assistance and reference work requiring knowledge of the United States, Canadian and Maine governmental systems, documents and issues. Coordinates with commission chairmen the operations of a specialized committee. Develops work priorities, organizes special information files and determines methods and assignments in coordination with commission chairmen.

Examples of Work Performed:

1. Performs research, reference and referral tasks for a legislative commission, individual legislators, government agencies and a wide variety of other publics on issues and questions concerning the Maine Legislature and Canadian governments;
2. Gathers information on Canadian issues and developments through governmental reports and documents, interviews, the media and other methods and sources;
3. Researches and writes memos and reports for a legislative commission, committee or individual legislators on issues and questions involving Maine-Canadian relations;
4. Assists individual legislators with constituent problems concerning Canada;
5. Performs a variety of bilingual tasks including the translation of correspondence and government documents, and drafting speeches in French and English.

Education, Experience or Qualifications Required:

1. Requires a bachelor's degree and one year of public service or government-related service or any equivalent combination of education and experience.
2. Requires bilingual oral and written communication skills in English and French.
3. Requires a working knowledge of the Maine-Canadian governmental systems and issues.
4. Requires basic research skills.
5. Requires an ability to work cooperatively with legislators and a wide variety of others.

ASSOCIATE LAW LIBRARIAN

Position Characteristics:

Performs complex professional library work involving independent judgment in the provision of reference services or technical functions. Performs technical library work such as accessing, cataloguing, classifying, and indexing books, documents and periodicals. Also provides a range of complex reference services requiring knowledge of bibliographic and reference tools and techniques. May supervise other professionals, support personnel and paraprofessionals in technical or reference library services.

Examples of Work Performed:

1. Conducts legal research, bibliographic searches and on-line data base searches;
2. Assists library patrons in the use of library resources;
3. Catalogues books, periodicals and other documents according to recognized rules and procedures;
4. Answers simple as well as complex research requests using state, federal and national reporters, digests, standard legal reference sources and on-line data bases.

Education, Experience or Qualifications Required:

1. Requires a master's degree in library science or any equivalent combination of education and experience.
2. Requires two years prior library experience in a technical services role or in a special or law library.
3. Requires good organizational skills and attention to detail.
4. Ability to work with a variety of patrons.

**LEGISLATIVE ANALYST
LEGISLATIVE ATTORNEY**

Position Characteristics:

Under general supervision, performs research, policy and fiscal analysis for a legislative committee or individual legislators. Researches and analyzes information; determines methods for gathering information; writes reports, memos and papers; drafts legislation and amendments; and coordinates with committee chairs the operations of a committee or commission. Develops work priorities, methods and assignments at the request of or in consultation with legislators, supervisors or other staff and then works independently to complete tasks. Material requested by committees or legislators is submitted to them for approval. The office director or designee may regularly review products for content, style, form, objectivity and consistency.

Examples of Work Performed:

1. Researches and drafts amendments or legislation;
2. Analyzes budgets;
3. Researches and analyzes policy issues;
4. Evaluates government programs and services;
5. Acts as liaison with interest groups and executive agencies on behalf of or at the direction of a committee;
6. Writes reports, memos, fiscal notes and analyses;
7. Attends committee hearings and work sessions;
8. May coordinate the work of paralegals, or budget, program or research assistants.

Education, Experience or Qualifications Required:

1. Requires a bachelor's degree and three years of public policy research experience, a master's degree and one year of public policy experience, or a law degree. A graduate degree is preferred, but any equivalent combination of education and experience may be substituted.
2. Requires strong oral and written communication skills.
3. Ability to work cooperatively with legislators, legislative staff, executive agency personnel and others.
4. Ability to deal with legislators and others in a wide variety of situations and often under pressure.

ADMINISTRATIVE SERVICES MANAGER

Position Characteristics:

Under general supervision, manages complex financial, personnel and administrative functions of the legislature as a whole. Oversees legislative accounting, budgeting and payroll systems and approves payment of expenses according to established policies and budgetary guidelines.

Examples of Work Performed:

1. Analyzes expenditures and prepares budgets;
2. Researches and recommends ways to improve administrative support;
3. Assists with the management of legislative facilities;
4. Supervises the work of technical staff involved in accounting, payroll and personnel functions;
5. Administers the legislative personnel system;
6. Administers the legislative accounting system.

Education, Experience or Qualifications Required:

1. Requires a bachelor's degree in business, public administration or economics and finance with at least five years progressive experience; or a master's degree and three years experience. Any equivalent combination of education and experience may be substituted.
2. At least one year of experience should be in a supervisory role.
3. Requires a complete knowledge of accounting systems, budget and fiscal procedures and general management practices.
4. Requires knowledge and experience in computer applications for problem solving and operations.

**SENIOR LEGISLATIVE ANALYST
SENIOR LEGISLATIVE ATTORNEY**

Position Characteristics:

Performs complex and diverse research, fiscal, analytic or legal functions for legislative committees or commissions, individual legislators or other legislative staff. Coordinates with committee chairs the operations of a committee or commission. Exercises considerable independence in setting work priorities, initiating projects, determining methods and completing assignments while following general office policies, administrative procedures and guidelines of committee chairs or office director or designee. Material requested by committees or legislators is submitted to them for approval. The office director or designee may periodically review products for content, form, style, objectivity and consistency. Because of their specialized skills, expertise and experience, a Senior Legislative Analyst or Senior Legislative Attorney may be called upon to coordinate special projects, assume additional work assignments and provide expert professional assistance to other staff.

Examples of Work Performed:

1. May perform all or any duties expected of a Legislative Analyst or Legislative Attorney with a high degree of skill, speed, accuracy and independence;
2. Conceives, plans, directs or conducts independent research projects.

Education, Experience or Qualifications Required:

1. Requires a bachelor's degree and five years of public policy research experience, or a master's degree or law degree and three years of public policy experience. A graduate degree is preferred, but any equivalent combination of education and experience may be substituted.
2. Requires at least two years experience and demonstrated competence and maturity as a Legislative Analyst or Legislative Attorney or comparable position.
3. Requires proven skills in oral and written communications.
4. Requires proven problem solving, decision making and interpersonal skills in dealing with legislators and others in a wide variety of situations and often under pressure.

PRINCIPAL LAW LIBRARIAN

Position Characteristics:

Coordinates a major function of the State Law Library including supervising other professional librarians, paraprofessionals and support personnel in the development and management of technical library services or legislative reference support for legislators, state agencies, the judiciary, private attorneys and the general public. Plans, directs and evaluates the work of library personnel.

Examples of Work Performed:

1. Provides legal and legislative reference services to patrons;
2. Accesses, catalogues, classifies and indexes books, documents and periodicals;
3. Coordinates training and use of on-line search services and other library resources for library staff and patrons;
4. Works with other legislative offices in the development of new services and computer applications;
5. Participates in acquisition and collection maintenance decisions;
6. Oversees the management and development of the various library programs and procedures.

Education, Experience or Qualifications Required:

1. Requires a master's degree in library science or any equivalent combination of education or experience.
2. Requires at least five years of professional library experience including at least two years in a supervisory role.
3. Ability to work cooperatively with a wide variety of library patrons.
4. Requires the ability to manage and lead others.

**PRINCIPAL ANALYST
PRINCIPAL ATTORNEY**

Position Characteristics:

A Principal Analyst or Principal Attorney is a lead professional responsible for planning, organizing and coordinating the provision of a major legislative service or the performance of a highly specialized policy or legal function within an office. Within their assigned area of expertise and responsibility, Principal Analysts and Principal Attorneys supervise, coordinate and review the work of other analysts, attorneys, assistants and paralegals. A Principal Analyst or Principal Attorney performs highly complex and intricate legal, fiscal, research and program review tasks exercising substantial judgment and independence. A Principal Analyst or Principal Attorney may participate in office-wide management decisions.

Examples of Work Performed:

1. May perform all or any duties expected of a Senior Analyst or Senior Attorney with a high degree of skill, speed, accuracy and independence;
2. Plans, assigns, coordinates, supervises and reviews the work of other professional staff;
3. Initiates, plans and directs office projects within an assigned area of responsibility and expertise;
4. Acts as office liaison on special research, administrative or legal projects involving more than one office or the legislature as a whole.

Education, Experience or Qualifications Required:

1. Requires a bachelor's degree and at least seven years of public policy research experience; or a master's degree or law degree and five years research experience. A graduate degree is preferred, but any equivalent combination of education and experience may be substituted.
2. Requires at least two years experience and demonstrated competence at the level of Senior Legislative Analyst, Senior Legislative Attorney, or comparable position.
3. Requires ability to facilitate group decision-making by colleagues and to implement those decisions.
4. Requires the ability to manage and lead other staff. Supervisory experience is desired.
5. Requires demonstrated exceptional ability within area of expertise.

DEPUTY DIRECTOR

Position Characteristics:

Assists an office director in a broad range of management and administrative tasks including supervision of other staff. Serves as the administrative leader, makes office management decisions and interprets office policy in the absence of the office director. Performs complex and diverse research, analytic, fiscal, library and legal functions for the legislature, a legislative committee or individual legislators.

Examples of Work Performed:

1. May perform all or any duties expected of a Principal Analyst, Principal Attorney or Principal Librarian with a high degree of skill, speed, accuracy and independence;
2. Sets priorities, supervises, evaluates, coordinates and reviews the work of other professional staff;
3. Reviews reports, memos, fiscal notes and analyses;
4. Plans and directs office-wide projects;
5. Participates in office management decision making;
6. Acts as liaison on special projects involving more than one office or the legislature as a whole.

Education, Experience or Qualifications Required:

1. Requires a bachelor's degree and at least seven years of public policy research experience; a law degree or a master's degree and five years public policy experience; or a master's of library science and at least five years library experience. Any equivalent combination of education and experience may be substituted.
2. Requires at least two years experience and demonstrated competence as a Principal Analyst, Principal Attorney, Principal Librarian or comparable position.
3. Requires demonstrated competence at the supervisory level and proven skills at managing and leading other employees.

DRAFT

Salary Group 14

DIRECTOR

Position Characteristics:

An Office Director is the senior manager of a major function of legislative services such as fiscal and program analysis, statutory revision, policy and legal analysis, information systems or library services. An Office Director plans, directs and manages a wide range of professional, technical and secretarial services and coordinates the provision of those services with other offices. Performs a broad range of highly complex administrative and managerial tasks. Works in concert with the Executive Director and other office directors to identify, develop and strengthen overall policies and procedures dealing with the administration of the Legislature and the accomplishment of legislative work. An Office Director works under the overall direction of the Executive Director in carrying out policies established by the Legislative Council.

Examples of Work Performed:

1. Plans, assigns, directs, schedules, supervises, coordinates and evaluates the work of all professional, technical, secretarial and supervisory personnel in an office;
2. Recruits, trains, coaches, evaluates and disciplines, when necessary, employees of an office;
3. Reviews, critiques and otherwise ensures that high standards of quality are met in the work products of an office;
4. Coordinates with other office directors and the Executive Director the provision of legislative services, the completion of interoffice projects, and the development of new activities;
5. Participates in the development of legislative policies and procedures with other office directors and the Executive Director and articulates, implements and interprets those policies, procedures and guidelines for an office;
6. Manages legislative personnel, financial resources and office work in accordance with Legislative Council policy, statutory provisions and other guidelines articulated by the Executive Director;
7. Identifies and implements new strategies for accomplishing the work of an office.

Education, Experience or Qualifications Required:

1. Requires a bachelor's degree and at least eight years of progressive public policy and managerial experience; or a law degree or a master's degree and at least five years of progressive public policy and management experience. Any equivalent combination of education and experience may be substituted.

2. Requires at least three years of management experience in the functional area of legislative service which the individual will direct.
3. Requires a working knowledge of the operations and procedures of state government and state legislatures.
4. Requires demonstrated competence to lead and manage people.
5. Requires demonstrated skill in problem solving and decision making.

DRAFT

Salary Group 15

EXECUTIVE DIRECTOR

Position Characteristics:

The Executive Director is the chief executive administrative officer of the legislature with responsibility for directing the operations and functions of all nonpartisan legislative staff offices and managing the administrative, policy development, and financial functions for the legislature as a whole. The Executive Director works with and at the direction of the Legislative Council to identify problems, develop alternative solutions and oversee the implementation of new programs, policies and technologies. Manages and performs a broad range of highly complex and intricate administrative and managerial tasks for the legislature.

Examples of Work Performed:

1. Oversees the management of all legislative administrative functions including personnel, facilities and information systems;
2. Directs and coordinates legislative policy development and implementation, working at the direction of the Legislative Council and with other office directors;
3. Oversees the management of financial, payroll and accounting functions of the legislature as a whole;
4. Directs the budgeting and planning processes of the legislature working with and at the direction of the Legislative Council.

Education, Experience or Qualifications Required:

1. Requires a bachelor's degree and at least ten years of progressive public policy and management experience; or a master's degree and at least eight years of progressive public policy and management experience. Any equivalent combination of education and experience may be substituted.
2. Requires at least three years experience in a senior management position. Broad and varied experience in planning, administration, policy analysis and project management is desired and experience in working in state government or state legislatures is preferred.
3. Requires knowledge of basic accounting and personnel procedures.
4. Requires demonstrated ability to lead and manage people, to identify and solve intricate management problems and to facilitate and implement complex policy decisions.
5. Requires a working knowledge of the operations and procedures of state government and state legislatures.

**PROPOSED
SALARY PLAN**

PROPOSED SALARY PLAN FOR NONPARTISAN LEGISLATIVE EMPLOYEES

At its July 1986 meeting, the Legislative Council directed the NCSL study team to develop a pay plan that is highly competitive with the local market and that allows the Legislature to recruit experienced people from the executive branch.

Salary information was gathered from other state legislatures, the state personnel system (various bargaining units as well as the confidential employees' scales), the University of Maine, a major Maine law firm, Central Maine Power, the Public Utilities Commission and other selected employers. From this data, benchmark positions from other organizations were compared with legislative positions.

KEY FEATURES

In calculating the proposed salary ranges¹, the following principles were followed:

- To allow the Legislature to recruit experienced workers, legislative salaries are set 10 percent above the starting step of the nearest comparable state executive branch position. It is important to note that an executive branch employee after one year of experience is paid at the second step, nine percent above the starting salary.
- Each of the proposed salary ranges has an average salary increase of 38 percent between Steps A and G. Overall in the state system the average spread in the ranges is 30 percent with many higher level positions having ranges of as wide as 40 percent. The wider legislative ranges compensate for the limitations on promotions and reclassifications.

¹Throughout this report and the attached tables, salaries are shown using employee paid retirement.

- Most steps are calculated at five percent or \$750, whichever is more. (The minimum increment of \$750 affects only salaries of \$15,000 or less.) A nine percent step increase is scheduled after the first or second year to recognize the "learning curve" of an employee's development. For ranges 1 through 5 (principally the clerical/secretarial ranges), employees would receive a nine percent step increase after their first year. For ranges 6 through 15, employees would receive a nine percent increase in the second year.
- The basic structure of the plan calls for seven steps (a hiring salary followed by six annual step increases) and two "career steps" of five percent scheduled at eight and ten years of service in the employee's current position.
- Every effort was made to keep the legislative salary groupings together, unless the salary survey results showed the legislative positions were out of line by more than 20 percent over or below the market.

The results of the salary survey forced a few adjustments in the proposed salary groups that came out of the classification study.

First, the classification of "Computer Programmer" moved one group higher than it was originally slotted. The state system and its salary levels for programmers result in a high degree of turnover, and the proposed salary for this position is set at a level more comparable to private employers so that the Legislature can enjoy a measure of stability and low turnover.

Second, the salary survey revealed that the legislature generally leads the market for librarian salaries, and the initially proposed grouping of "Associate Law Librarian" with the "legislative Analyst" class would have placed librarian salaries more than 30 percent above the market. As a result of the salary survey, the classification of Associate Law Librarian is placed one range lower than Legislative Analyst.

Similarly, the salary survey suggests that the salary level for the position of "Principal Librarian" may be at least 20 percent above the market.

However, there are important issues of comparable responsibilities and internal equity in the Legislature which argue for placing this position in the same grouping with "Principal Analyst" and "Principal Attorney."

Longevity is recognized not only in the pay plan but also in the establishment of a new "legislative leave" based on sessions worked. After seven years of service, an employee would receive no step increase but would be eligible for a faster legislative leave accrual. The career steps would be awarded after eight and 10 years in a position; and after 12 years of legislative service an employee would earn legislative leave at a faster accrual rate.

The proposed plans greatly expand the opportunities for professional growth, advancement and reward, but in any system some people eventually reach the top -- reaching their own career goals or the limits of their education and experience and, at some point, the end of the salary range. We encourage the Legislative Council to recognize through non-cash awards those employees who have served the Legislature for more than 15 years.

RECOMMENDATIONS

To adopt the proposed pay plan, the Legislative Council should consider the following recommendations related to the implementation and maintenance of the system.

General Salary Administration

1. In conjunction with its objective of remaining competitive with the local market, the Legislative Council should establish a policy that permits assignment of new employees in Steps A through C of any range based on previous experience and salary history. All recommendations to start an employee above Step A should be reviewed and approved by the Executive Director.
2. Lateral transfers from one job class to another job class in the same pay range should not result in a step increase..
3. When an employee is officially appointed by the Legislative Council to serve as "Acting Director" of an office or "Acting Executive Director", the employee should be compensated at Step A (or that step which provides at least a five percent increase over current compensation) of range 14 or 15, respectively. The higher rate of pay would be applicable only during the period in which the employee serves in an "acting" capacity.
4. Because the proposed plan provides highly competitive salaries, full-time, nonpartisan legislative employees should not be otherwise employed in any activity that creates conflicts of interest in appearance or substance. Notice of all outside employment should be provided in writing to the appropriate office director and the Executive Director.
5. Written salary administration procedures may be desirable to cover such issues as (a) establishing salaries for employees transferring from a state agency or (b) reinstating employees who resign or take an extended leave of absence.

Pay Increases and Promotions

6. Employees who are promoted to a higher class are entitled to be paid at least the minimum starting salary for the new class or at the step that provides at least a five percent increase in salary. Each promotion to a new range establishes a new "anniversary date" to be used in calculating eligibility for subsequent pay increases.
7. Even though the salary schedules allow for annual increase, all step increases, including longevity steps, must be based primarily on merit and demonstrated performance. Development and implementation of a written performance appraisal process will be

required. To be considered for a salary advance, an employee must receive an unqualified rating of "satisfactory" or better from an office director. In cases of marginal or unsatisfactory performance, office directors should be given the discretion to recommend half-step increases or to postpone a step increase for three or six months.

8. Office directors should be given the discretion to recommend a two-step increase when an employee demonstrates exemplary performance but is in a job that does not have a "senior" class available for possible promotion. Such an employee must meet the same high performance standards as would be expected of an employee being considered for a "senior" position. A two-step jump should be awarded only once during an employee's tenure in a legislative position.
9. Recommendations for salary increases are to be submitted to the Executive Director in writing by an office director along with documentation of a completed performance appraisal. The Legislative Council should approve all salary increases, promotions, or other salary-related actions.
10. Compensation for nonpartisan legislative employees and the salary schedule itself should be adjusted annually to keep pace with cost-of-living awards and other changes in the state personnel system. The Executive Director, at the direction of the Legislative Council, should periodically review the plan for market comparability.
11. Pending the development and implementation of a performance appraisal system, it is recommended that all employees continue to receive scheduled step increases on their established anniversary date.

MAINE LEGISLATURE
CURRENT ANNUAL SALARY SCALE

GRADE	STEPS							
	A	B	C	D	E	F	G	H
5	11,768	12,307	12,873	13,469	14,093	14,749	15,475	0
6	12,334	12,750	13,208	13,666	14,165	14,664	15,267	0
7	12,919	13,385	13,877	14,368	14,908	15,473	16,112	0
8	12,938	13,395	13,874	14,373	14,893	15,454	16,099	0
9	13,313	13,703	14,093	14,511	14,960	15,467	15,973	0
10	13,606	14,073	14,589	15,178	15,767	16,382	17,094	0
11	13,624	14,123	14,602	15,184	15,766	16,037	16,390	0
12	14,511	14,960	15,466	15,973	16,518	17,120	17,776	0
13	14,873	15,458	16,098	16,739	17,435	18,159	18,883	0
14	14,883	15,473	16,112	16,725	17,438	18,179	18,887	0
15	15,392	15,995	16,640	17,347	18,034	18,803	19,573	0
16	15,973	16,517	17,120	17,777	18,665	19,598	0	0
17	16,525	17,180	17,895	18,640	19,415	20,311	21,196	0
18	16,544	17,184	17,908	18,660	19,440	20,303	21,195	0
19	17,867	18,637	19,427	20,238	21,154	22,131	23,171	0
20	18,598	19,416	20,289	21,207	22,223	23,294	24,420	0
21	19,528	20,388	21,303	22,267	23,335	24,460	25,640	0
22	20,058	21,061	22,114	22,179	24,381	25,598	26,879	0
23	22,251	23,593	24,939	26,285	27,630	28,977	30,322	31,667
24	22,842	23,922	25,101	26,304	27,581	28,907	30,283	0
25	25,756	27,044	28,396	29,817	31,309	32,872	34,516	0
26	30,120	31,585	33,123	34,738	36,433	38,213	40,081	0
27	38,868	39,621	42,765	44,861	47,063	49,372	51,802	0
28	41,636	43,678	47,424	49,755	52,192	54,645	57,159	0

NOTE: The above scale reflects "Employee-Paid Retirement." Legislative employees who elect "State Paid Retirement" receive a gross annual salary which is 5% less.

MAINE LEGISLATURE
PROPOSED ANNUAL SALARY SCALE

GRADE	STEPS								
	A	B	C	D	E	F	G	Q	X
1	11,012	12,003	12,753	13,503	14,253	15,003	15,753	16,541	17,368
2	12,610	13,745	14,495	15,245	16,007	16,808	17,648	18,530	19,457
3	13,750	14,988	15,737	16,524	17,350	18,217	19,128	20,085	21,089
4	14,300	15,587	16,366	17,185	18,044	18,946	19,893	20,888	21,932
5	15,620	17,026	17,877	18,771	19,709	20,695	21,730	22,816	23,957
6	16,500	17,325	18,884	19,828	20,820	21,861	22,954	24,102	25,307
7	18,300	19,215	20,944	21,992	23,091	24,246	25,458	26,731	28,067
8	21,100	22,155	24,149	25,356	26,624	27,955	29,353	30,821	32,362
9	23,900	25,095	27,354	28,721	30,157	31,665	33,248	34,911	36,656
10	26,040	27,342	29,803	31,293	32,858	34,500	36,225	38,037	39,939
11	29,160	30,618	33,374	35,042	36,794	38,634	40,566	42,594	44,724
12	32,270	33,884	36,933	38,780	40,719	42,755	44,892	47,137	49,494
13	34,515	36,241	39,502	41,478	43,551	45,729	48,015	50,416	52,937
14	38,875	40,819	44,492	46,717	49,053	51,506	54,081	56,785	59,624
15	41,800	43,890	47,840	50,232	52,744	55,381	58,150	61,057	64,110

NOTE: The above scale reflects "Employee-Paid Retirement."
Legislative employees who elect "State Paid Retirement" will receive a
gross annual salary which is 5% less.

Q = 8 years

X = 10 years

COMPENSATION-RELATED POLICIES

PERFORMANCE APPRAISAL

A sound performance evaluation system is essential to many important personnel decisions, including promotion, dismissal and salary increases. A formal evaluation process supplements, but is not a substitute for, routine and continuous feedback on daily assignments. Performance appraisal ensures regular communication between a supervisor and an employee on work-related issues and provides an opportunity for regular discussion of goals, objectives and standards of quality. Regular performance appraisal reviews also help a manager identify training needs and coach an individual employee in terms of professional growth.

Performance evaluation systems take different forms. Some managers prefer standardized rating questionnaires while others are more comfortable with open-ended assessments or evaluations based on objectives mutually set by a manager and an employee. Some systems combine different formats.

The classification and pay plans proposed in this report will necessitate the development of a performance evaluation system, so that evaluative criteria are job-related and not wholly subjective. The success of any performance appraisal system depends most heavily on three factors: 1) the ability and willingness of supervisors and managers to consistently follow the process, 2) the development of evaluative criteria that are meaningful,

clearly specified and articulated to staff, and 3) the skills and abilities of supervisors, developed through a concerted training effort, to conduct performance appraisals.

The implementation of a performance appraisal system should not be undertaken hastily, but rather should be the product of a thoughtful process that garners input from a representative cross-section of legislators, staff and managers. At the same time, it is critical to point out that many of the recommendations of this report cannot be fully implemented without a performance appraisal process.

RECOMMENDATIONS

1. A performance appraisal system should be developed. The Legislative Council is encouraged to appoint a task force(s) of legislators, staff and managers to participate in the development of an appraisal process and identification of performance criteria that could be adopted for Maine nonpartisan employees. A reasonable deadline for implementation is September 1987.
2. Because of the recommended delay in implementation of the classification of "Senior Legislative Analyst", the Legislative Council is encouraged to appoint a special working group of legislators, managers and staff to consider and expedite the development of performance standards applicable for this job class.

In developing superior performance criteria, the working group should be guided by the distinctions drawn between the job class descriptions for Legislative Analyst and Senior Legislative Analyst. The distinguishing characteristics of the Senior Legislative Analyst class include:

- greater complexity and diversity of work performed, such as legislative experience and competence in more than one broad substantive area;
- considerable independence in determining priorities, methods and assignments and initiating projects;
- less frequent review of work resulting from a history of consistent, quality performance and work products judged to be superior in content, form, style and objectivity; and

- Proven professional leadership and maturity demonstrated by the willingness and capacity to coordinate and carry out special projects, assume additional work assignments and provide expert professional assistance to other staff.
3. An essential part of the implementation of a performance appraisal system should be the provision of training for all supervisors and directors. The training should focus on not only the specifics of the performance appraisal process but also on the general skills of giving employees performance feedback.
 4. Written performance appraisals would be conducted after an employee's first six months on the job and then annually thereafter at least two months before an employee's anniversary date. If a performance review results in an unsatisfactory or marginal rating or an office director's recommendation for a half-step increase or delay in a step increase, then subsequent review should be conducted at six-month intervals until the situation is resolved.
 5. Performance appraisals should be conducted by an employee's supervisor with review by an office director. The written appraisal should be signed by the supervisor and employee with a copy maintained in the employee's confidential personnel file in the Office of the Executive Director. Release of any information from that file requires the written permission of the employee.
 6. If an employee disagrees with the conclusions reached in a performance appraisal, he or she should have the opportunity to provide any supplementary comments or materials to the record. An employee can appeal in writing to the Executive Director for a review of an office director's recommendation. An employee has the right to a timely, written response, regarding the Executive Director's action on the appeal. The Executive Director may modify, approve or request that a Director reconsider the recommendation.

LEAVE POLICIES,¹ OVERTIME AND COMPENSATORY TIME

Most organizations include a variety of cash and non-cash benefits in their overall compensation package. In addition to supplementing salary, these benefits can be used to meet other management objectives including a) prevention or alleviation of burnout and b) reward for work effort which exceeds the norm.

¹The current leave policies including vacation, illness, bereavement, military and jury duty generally parallel the state personnel system. No changes are recommended in these policies.

Almost all legislative employees are required to work overtime because of the schedule of the legislative session. It is important to reward these extraordinary work demands in a manner which supports uniformity between the different legislative offices in the overtime and compensatory time practices. At present, there are very different practices among the legislative staff offices. Coupled with the highly competitive salary plan, we are proposing a package of interrelated leave, compensatory time and overtime policy changes.

Compensatory time off and overtime pay are necessary to combat the uneven work loads and session time demands of legislative work. Comp time and overtime not only serve to compensate legislative employees for work performed, but also serve as a useful management tool to give employees necessary time off to alleviate stress and fatigue.

At the same time, compensatory time off is often very difficult to manage equitably. Therefore, many employers do not recognize comp time for professional-level employees. Among state legislatures, the large majority of states pay clerical employees either overtime pay or reward compensatory time off. The rates of accrual are typically either time-and-a-half or hour-for-hour. For professional legislative employees, about half of the states reward compensatory time, usually on an hour-for-hour accrual rate and often under limitations in the total number of hours which can be accrued. In legislatures, as in most organizations, comp time rarely is awarded to top management employees, who are usually assumed to be paid at rates that command whatever effort is necessary to "get the job done".

RECOMMENDATIONS

Legislative Leave

1. In recognition of session demands, the adoption of "legislative leave" is recommended based on the following accrual schedule:

<u>Legislative Sessions Completed</u>	<u>Leave Days Earned</u>
0 - 6	3
7 - 12	5
13+	7

2. Legislative leave must be taken during the biennium in which it is earned. Legislative leave has no cash value, and therefore an employee may not be paid to accrued legislative leave.
3. Employees with less than 13 years of legislative service should be allowed to accumulate and carry over no more than 40 days of unused vacation. Employees with 13 or more years of service should be allowed to accumulate and carry over no more than 45 days of unused vacation. Managers should encourage employees to take and not accumulate vacation leave.
4. An employee who leaves legislative service may utilize accrued vacation immediately prior to separation or be paid for unused vacation.

Compensatory Time and Overtime

1. For salary grades 1 through 6, employees should be paid for work performed over and above a standard 40-hour work week. The rate of accrual should be comparable with the executive branch of Maine state government. Employees in these grades should have the option, with the approval of the Office Director, of being paid for overtime or collecting compensatory time off. If an employee opts to receive compensatory time, it must be taken at a time mutually agreed to by the Director and the employee recognizing the work flow of an office. Compensatory time that is not used in the biennium in which it is earned shall be lost.
2. For salary grade 7, an employee may earn comp time on an hour-for-hour basis for all work performed over and above a 40-hour work week. The maximum accumulation of compensatory time shall not exceed 110 hours at any given time, and the maximum accrual shall not exceed 110 hours in a calendar year.

For salary grades 8 through 13, compensatory time may be earned on an hour-for-hour basis for all work performed over and above 45 hours in a week. The maximum accumulation of compensatory time shall not exceed 120 hours at any given time, and the maximum accrual shall not exceed 120 hours in a calendar year.

Compensatory time must be taken at a time mutually agreed to by the employer and the Director and in recognition of the work flow of an office. Upon implementation of this policy, an employee may carry forward more than 120 hours of accumulated comp time provided that sufficient documentation is provided to the Executive Director.

3. Employees in grades 14 and 15 do not earn compensatory time or overtime. In addition to the standard accrual, employees in grades 14 and 15 should be awarded a bonus of seven legislative leave days at the completion of each session.
4. All overtime work beyond a standard work week should be approved in advance by a supervisor or office director.
5. Accurate weekly time records must be kept to qualify for overtime or compensatory time.
6. Where the Fair Labor Standards Act establishes different overtime rules, employees of the State Law Library are not subject to this policy.

no comment on cash value

IMPLEMENTATION ISSUES

IMPACT ON INDIVIDUALS

Table A illustrates how individual employees are affected by the implementation of the new pay and classification plans. Employees are assigned to the new ranges through a step-to-step conversion based on their years of service in their current position. In a couple of instances (notably the "Principal Analyst" class), the conversion utilizes the recommended policy guidelines for handling promotions and places employees in the new pay ranges based on their actual "time in grade" in the new position, provided the employee is at a step at least five percent higher than his or her prior salary.

Some employees would lose salary if a step-to-step in conversion is implemented. In keeping with the initial assumption that no employee would be penalized as a result of the study, we recommend that those employees be continued at their current salary level until their next anniversary date. At that time, these employees could be converted to the new pay plan without a loss in salary. (Table B identifies those employees currently above the salary levels in the proposed new plan.)

The impact on individuals varies, but a few statistics may be helpful:

Effect of Proposed Plan on Individuals

- Average annual salary gain \$3,109 or 13.5%
- Median annual salary gain 15.1%
- Range -\$3,910.45 to \$7,118.66
-15.3% to 34.3%

The largest individual salary gains go to employees who fall into the following circumstances:

1. Employees who were considered from the outset to be underclassified;
2. Employees who gain because the proposed schedule has been lengthened to provide two longevity steps;
3. Employees who are raised to parity with their counterparts in other offices;
4. Employees, particularly the Legislative Analysts, whose salaries clearly had fallen behind the market; and
5. Employees who occupy newly-created positions (e.g. Principal Analysts) that had been temporarily assigned to existing scales in the old system.

Many of the employees in the categories above are slated under the proposed plan for the largest increases of 19 percent or more. The average salary gain for all other nonpartisan employees is 10.1 percent.

IMPACT ON THE LEGISLATURE

The total cost of the proposed classification and pay plan, following the implementation described above, is a \$261,118 increase in total annual salaries for nonpartisan staff, about 13.5% of the current annual payroll for this group. In the current fiscal year, full implementation would mean a 7.9% increase in the nonpartisan staff payroll. It is important to point out that a 10 percent salary increase applied across the board to all legislative employees would result in a total increased annual cost of \$193,326, but without dealing with the broader issues of market comparability, longevity, career ladders and internal equity.

Given the history of the current legislative pay ranges, it is not surprising that major adjustments are in order. The existing pay ranges were created in 1981 and have not been adjusted except for cost-of-living increments and the addition of a few new job titles. The original plan was derived from the independent submissions of proposed pay ranges by the then office directors.

IMPLEMENTATION OPTIONS

Three options appear to be appropriate for the Legislative Council to consider:

1. On December 1, 1986, or some other date, the Legislative Council could implement the proposed pay and classification plans in the manner outlined.
2. The Legislative Council could direct that the proposed plans be phased in to mitigate the overall fiscal impact. We would recommend a two-step phase-in:
 - a) On December 1, 1986, all employees would receive their scheduled pay increase up to a maximum of 10 percent of their current salary. Those employees who receive their entire proposed pay increase at that time would be assigned a new anniversary date of December 1.
 - b) Those employees who do not receive their entire proposed increase on December 1, 1986, would do so effectively July 1, 1987, and would be assigned a new anniversary date of July 1.
3. The Legislative Council could adopt the classification plan but direct that the new pay schedule be developed utilizing different principles to calculate the actual ranges and steps.

These options appear to provide for the most equitable implementation of the new classification and salary plan. Other implementation strategies have serious flaws in terms of equity. For example, all employees could be converted to the new pay plan at the step in the new range that is at least five percent above their current salary. Such a strategy would penalize

employees with longer seniority and advantage relatively new employees.
Whichever option the Legislative Council choses for implementing the plan,
the NCSL staff is available for further assistance, direction and guidance.

JOB AND SALARY COMPARISONS

Proposed Legislative Salary¹

Private Sector & Public Salaries

Legislative Salaries² from Other States

Salary Group 1

Office Assistant
\$11,012-15,753

Clerk Typist I - State Range 5 \$10,774-13,852
General Clerk (Law Firm) \$10,920 to start
Mail Clerk (CMP) \$13,200-16,170 (approx.)

Salary Group 2

Office Assistant II
\$12,610-17,648

Clerk Typist II - State B.U.A. Range 8 \$11,461-14,851
File Clerk (CMP) \$13,500-17,100 (approx.)

Salary Group 3

Library Assistant
Secretary
Legal Proofreader
\$13,750-19,128

Secretary - State Range 13 \$13,000-16,994
Clerk-Typist III - State Range 12 \$12,646-16,515
Legal Secretary (Law Firm) \$11,960 to start
Legal Secretary - State Range 13 \$13,000-16,994
Law Library Clerk-UM Law Library \$12,979
Library Assistant - State Range 8 \$11,461-14,851

CT-Administrative Asst. II \$14,103-19,142
IA-Legis. Text Processor II \$14,747-19,448

Salary Group 4

Legislative Information Assistant
Senior Secretary
Legislative Technician
Senior Legal Proofreader
\$14,300-19,893

Secretary B (CMP) \$15,600-20,800
Word Processor (CMP) \$14,500-18,600 (approx.)
Admin. Sec. - State Range 16 \$14,268-18,920

CT-Administrative Asst. III \$15,346-22,256
IA-Legis. Text Processor III \$15,454-22,069

Salary Group 5

Accounting Technician
Library Associate
Senior Legis. Technician
\$15,620-21,730

Librarian I - State Range 15 \$13,811-18,221
Law Library Asst.-UM Law Library \$12,501
Clerk IV - State Range 15 \$13,811-18,221

IA-Librarian \$17,118-21,154

¹The salary ranges reflected below do not include the proposed longevity steps.

²Clerical salaries often are difficult to compare because they tend to be driven by the local market.