

INITIAL REPORT OF  
**COMMONWEALTH  
COMPENSATION  
COMMISSION**

on  
COMPENSATION ADJUSTMENTS FOR  
MEMBERS OF THE GENERAL ASSEMBLY,  
GOVERNOR, LIEUTENANT GOVERNOR  
AND CABINET OFFICERS

SEPTEMBER 29, 1976

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Additional copies of this report may be obtained at the Commission office in Room 513, Finance Building, Harrisburg, Pennsylvania 17120 .

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# COMMONWEALTH COMPENSATION COMMISSION

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Harry L. Rossi, Esquire  
*Chairman*  
Rossi and Casey

*Appointed by the President Pro Tempore of the Senate*

Daniel J. Curran, Ph.D.  
Educator  
Professor of American Politics, Kings College

*Appointed by the Governor*

David H. Kurtzman, Ph.D.  
Chancellor Emeritus, University of Pittsburgh  
Former Secretary of Administration of the Commonwealth  
Former Secretary of Education of the Commonwealth

*Appointed by the Speaker of the House of Representatives*

John H. Ferguson, Ph.D.  
*Executive Director*

Carole L. Shaw  
*Administrative Assistant*

## RESPONSIBILITIES AND FUNCTIONS

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ACT NO. 111  
APPROVED June 29, 1976

### Extract

Section 6. The act [Act of June 1, 1956, P.L. 1959, No. 657] is amended by adding a section to read:

Section 14.2. (a) There is hereby established an independent commission to be known as the "Commonwealth Compensation Commission," hereinafter referred to as the "commission," consisting of three members, one of whom shall be appointed by the Governor, one by the President pro Tempore of the Senate and one by the Speaker of the House of Representatives. They shall be private citizens, and shall not be eligible for election or appointment to public office during the continuance of their terms. The terms of the persons first appointed shall be for the calendar years 1976 and 1977. Persons thereafter appointed shall serve for a two-year term, which shall coincide with the two calendar years commencing with the year in which the appointment is made.

The commission shall elect one of its members chairman and members of the commission shall be reimbursed for actual and necessary expenses incurred while performing the duties imposed by this act. In addition, members of the commission shall be paid \$50 per diem for each day such member is engaged upon work of the commission. The commission may retain an executive director and such clerical or secretarial personnel as it may require. The costs and expenses of the commission shall be paid out of funds appropriated to the Governor's Office, the President pro Tempore of the Senate and the Speaker of the House, pro rata.

(b) The commission shall make an exhaustive study of the salaries, emoluments, mileage, per diem, travel and other expense allowances and reimbursements of the Governor, the Lieutenant Governor, the cabinet officers, the Auditor General and the State Treasurer, the justices and judges of the Supreme Court, the Superior Court, the Commonwealth Court, the courts of common pleas, the Municipal Court of Philadelphia and the Traffic Court of Philadelphia, and the officers and members of the General Assembly. As soon as is practicable after the effective date of this act for the initial report, and thereafter for subsequent reports no later than 31 days before the commencement of each term of the members of the General Assembly, the commission shall submit to the Governor, the Chief Justice, the

President Pro Tempore of the Senate and the Speaker of the House of Representatives its report establishing such salaries, emoluments, mileage, per diem, travel and other expense allowances.

The initial report shall take effect immediately, unless, within 30 days following the date of submission thereof the General Assembly shall, by concurrent resolution reject the report, in whole or part, or enacts legislation as hereinafter provided in this section. Reports submitted subsequent to the initial report shall take effect and have the force and effect of law at the beginning of the first pay period of the subsequent term of the General Assembly or the date of assumption of office of persons affected thereby after such date, unless within 30 days following the date of submission thereof, the General Assembly shall, by concurrent resolution, reject the said report, in whole or in part, or unless within said period the General Assembly shall enact legislation which establishes a rate of pay or allowance differing from that recommended by said report in whole or in part. That portion of the report which is not inconsistent with the resolution or legislation so adopted shall have the force and effect of law as herein provided.

## WITNESSES APPEARING BEFORE THE COMMISSION

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### PUBLIC HEARING, SEPTEMBER 8, 1976

Mr. John Ingram, Director  
Pennsylvania Economy League

Mrs. Marlene Berman, Vice President  
League of Women Voters of Pennsylvania

Mr. Walter L. Carmo, Jr., Director of Legislation  
Representing: Mr. K. Eugene Preston, Executive Director  
Pennsylvania State Education Association

### PUBLIC HEARING, SEPTEMBER 15, 1976

Mr. David Hochner, Executive Director  
Common Cause of Pennsylvania

Mr. Frank O'Brien  
Private citizen from Pittsburgh

Honorable Kent D. Shelhamer  
Member, Pennsylvania House of Representatives

### PUBLIC HEARING, SEPTEMBER 22, 1976

Honorable Victor J. Westerberg  
Member, Pennsylvania House of Representatives

Mr. Albert F. Unger, Director of Legislation  
Pennsylvania School Boards Association

Honorable James N. Wade  
Secretary of Administration  
Governor's Office of Administration

Mrs. Ferne S. Hetrick  
Private citizen from York County

Honorable Charles P. Mirarchi, Jr.  
Judge of the Court of Common Pleas of Philadelphia  
Representing: Pennsylvania Conference of State Trial Judges

Honorable Harold Berger, Chairman  
Pennsylvania Committee for an Independent Judiciary

COMMONWEALTH COMPENSATION COMMISSION

513 Finance Building  
Harrisburg, Pennsylvania 17120  
717/783-1329

September 29, 1976

Honorable Milton J. Shapp  
Governor of the Commonwealth of Pennsylvania

Honorable Benjamin R. Jones  
Chief Justice of the Supreme Court of Pennsylvania

Honorable Martin L. Murray  
President Pro Tempore of the Pennsylvania Senate

Honorable Herbert Fineman  
Speaker of the Pennsylvania House of Representatives

Gentlemen:

We hereby submit to you an initial report of the Commonwealth Compensation Commission authorized and constituted in accordance with the provisions of Act No. 111, adopted June 29, 1976.

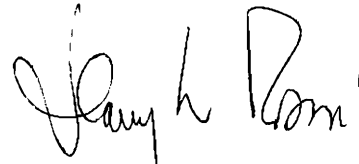
Although this first report addresses itself to the compensation of public officials within the jurisdiction of the Commission, the severity of time limitations has impelled us to focus only upon the need for compensation adjustment resulting from the erosion of existing salaries created by a continuing inflationary spiral. This report does not, therefore, focus upon adjustment which may or may not be required to base salaries.

To the extent that attention has centered upon the need for a cost-of-living adjustment to salaries, the study and the deliberations are "exhaustive." Any complete and exhaustive study of the base salaries of public officials must, because of constraints of time, necessarily be deferred to some future consideration.

The Commission from its inception sought out the views of persons and organizations willing to comment upon the subject matter within the scope of our jurisdiction and held, for that purpose, regularly scheduled public meetings -- the dates, times and locations of which were publicized in advance. The limited number of interested persons and organizations responding, however, was somewhat disappointing.

We wish to extend our gratitude at this time to those organizations and persons who gave of their time to testify at the public hearings and to those persons who expressed their views through correspondence. We also wish to thank the agencies of State government that provided assistance, especially the Joint State Government Commission, which prepared most of the source material and helped with editing and publication.

Respectfully submitted,

A handwritten signature in cursive script, appearing to read "Harry L. Rossi".

Harry L. Rossi, Chairman  
Daniel J. Curran  
David H. Kurtzman



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## FORWARD

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At a time when government at all levels has greatly expanded to meet the growing demands of the public it serves and requires a greater degree of technological and administrative proficiency, it is imperative for the success of our political system that government be equipped to recruit and encourage highly qualified public officials. Although other incentives exist--prestige and personal satisfaction of performing public service, for example--there is no substitute for adequate compensation.

Compensation of public officials must be commensurate with the responsibilities and demands of the office held and must be realistic in terms of permitting the public official to meet personal and family obligations. Salaries must also remain adequate following election or appointment. It is no more unrealistic to say to an employee in industry that he should be satisfied with the salary he received when first employed than to say to a public official that he must content himself with a static salary simply because he knew the extent of his compensation when he first took office and is therefore unjustified in seeking an upward modification.

The purchasing power of all salaries, in both the public and the private sector, are subject to the same economic conditions. It is simply unrealistic and grossly unfair to expect public officials to stoically ignore the fact that the purchasing power of their salary dollars is diminishing. The costs of food, housing, educating children and leisure are the same for everyone.

The political concept of representative government is not an abstraction suggested only by those unique men that presided over the birth of this nation and existing simply as reading matter in our school textbooks. It is a viable, living concept requiring that men and women nurture it, implement its machinery and provide its spirit. These men and women are as dependent upon their ability to earn wages and salaries as all other citizens.

Employees in the private sector and many in the public sector, either by individual negotiation or by collective bargaining, achieve what is considered to be an adequate salary both at the commencement of employment and during the tenure of employment. Because of constitutional and statutory limitations, public officials do not have such opportunity. Their salaries may only be increased, absent a

compensation commission, by legislative action, and the date upon which increases may take effect is in many instances deferred as the result of constitutional provisions prohibiting salary increases.

In the case of salaries established either by statute or constitutional provision, rational and realistic adjustments have been generally unattainable because of public opposition, reluctance by the Legislature to act on salary increases due to fear of adverse political consequences or constitutional limitations. Salary adjustments under such conditions are sporadic and random. Long periods exist in which compensation remains unchanged, even though wages in the private sector move steadily upward. Thus there results a steady deterioration in the adequacy of salary levels of public officials.

This sluggish inconsistency of salary adjustments not only violates principles of sound personnel practice but creates salary inequities which adversely impact upon the morale of public officials and possibly the quality of the service they render. When adjustments do occur after long delays, they often appear exorbitant to the public. If, however, salaries were adjusted regularly, it would be more apparent that the modifications are justified and in step with compensation trends in the private sector.

Since 1972 employees in the private sector have regularly received salary increases, sometimes commensurate with and often greater than the increase in the cost of living. By comparison, the legislative salary has not increased since 1972; officials of the executive branch received no salary increase between 1972 and 1975, at which time the salaries determined by the former Commonwealth Compensation Commission became effective; and members of the judicial branch received no salary increase between 1972 and July 1, 1976, when as the result of adoption of Act No. 111 each member of the judiciary received an increase of \$5,000.

In order to avoid unrealistic, irrational and haphazard methods of determining salary adjustments for public officials, the Federal Government as well as at least twenty states have adopted some variation of a compensation commission. We believe that with continued use the mechanism of a compensation commission possesses the potential to bring to our state government a rational, judicious and fair method of adjusting salaries of public officials.

## DETERMINATIONS

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When the members of the Commission first met on August 19, 1976, it became quite evident that the Commission would be confronted with the unanticipated problems of preparing an initial report in a severely compressed time frame.

Following review of the provisions of Act No. 111 and consultation with the office of the Attorney General, members of the Commission concluded that if their study should indicate salary adjustments for incumbents, the first report of the Commission must become effective prior to Election Day, November 2, 1976.

The Commission also determined that filing a report subsequent to October 2, 1976, could result in deferring the effective date of any salary adjustments for perhaps several years, either because the report became effective after November 2, 1976 or because legislative modifications occurred after November 2, 1976 to a report filed before November 2, 1976. The selection of October 2, 1976, as the last day to issue a report, therefore, insures that the Legislature will have a 30-day period prior to November 2, 1976 in which to make any modification it deems justified. If modifications are made, the effective date of salary adjustments will occur prior to November 2, 1976.

If the Commission had ignored the possibility that its failure to file a report prior to October 2, 1976 could result in delaying the effective date for any salary adjustments and the Commission study had indicated such adjustments were justified, the Commission would have inexcusably permitted any existing inequities to continue for a further substantial period of time, thereby perpetuating and enlarging them.

Following its organizational meeting, the Commission concentrated on gathering together all available information as quickly as possible in order to determine the scope of its report. Public meetings were scheduled on a regular basis and publicized in advance. Various organizations and the public were invited to present their views. Through the efforts of the Commission staff and the staff of the Joint State Government Commission, comprehensive data were obtained. In addition, the Commission had before it the extensive files and materials developed by the former Commonwealth Compensation Commission, including research material provided by the Fels Center of Government of the University of Pennsylvania and the State Division of the Pennsylvania Economy League.

Following review of applicable law, the testimony presented and all pertinent material, the Commission concluded that:

1. The time limitation imposed on the Commission for the issuance of a first report necessarily precluded an exhaustive study at this time of the adequacy of the base salaries of those public officials who are the subject of this report.
2. This initial report of the Commission would not extend to all of the public officials or the full scope of determinations within the Commission's jurisdiction and subsequent initial reports may be provided.
3. Because each member of the judicial branch of government recently received, in accordance with the provisions of Act No. 111, approved June 29, 1976, an annual increase in the amount of \$5,000 and because no constitutional prohibition precludes incumbents of the judicial branch from receiving salary adjustments at the time of determination, the Commission deferred any consideration of judicial salary adjustments.
4. The Commission has deferred any consideration of salary adjustments for the State Treasurer and Auditor General. This is due to the fact that salary increases by the former Commonwealth Compensation Commission on November 30, 1972 were not received by the incumbent State Treasurer and Auditor General because of constitutional limitations and their successor to be elected on November 2, 1976 will receive the salary increases.
5. In view of the fact that between the years 1973-1976, inclusive, the rise in the Consumer Price Index will be about 37.3 percent, in the average weekly earnings for all private industry, about 32.3 percent, in the average weekly earnings for U.S. manufacturing workers, about 35.6 percent, and in the annual salaries of Pennsylvania State employees, about 40.6 percent (Exhibits 1 and 4), there is an immediate need to adjust upwards the compensation of the public officials subject to this report.
6. Based upon the above data, this Commission could justifiably adjust the compensation of the public officials under consideration by greater amounts than herein recommended to conform with the inflationary trend. Nevertheless, the Commission has determined:

- For members of the General Assembly elected in the 1976 General Election and thereafter a cumulative cost-of-living adjustment in the amount of \$3,120, which is equivalent to an annual percentage increase of 5 percent for each of the four years 1973, 1974, 1975 and 1976--a total of 20 percent for the period.
- For members of the Senate elected in the 1974 General Election, an unaccountable additional allowance in recognition of the increased cost attendant to their offices equal to \$3,120 per annum until the end of the term for which they are elected.
- For the Governor, Lieutenant Governor and Cabinet officers, at such time as the constitution of Pennsylvania permits their payment for services rendered, a cumulative cost-of-living adjustment at the annual rate of 5 percent for each of the two years 1975 and 1976--a total of 10 percent.\*

The distinction drawn in this initial report between the legislative and executive branches is justified in that most members of the executive branch received salary increases in 1975 as the result of the determinations of the former Commonwealth Compensation Commission. Further, the distinction is justified by the care which must be exercised in avoiding, when dealing with larger salaries as in the case of the executive branch, the possibility that a salary adjustment made because of an increase in the cost of living does not create an imbalance between a base salary as adjusted and a realistic base salary as determined by the scope, responsibility and functions of an office. Until a study of base salaries is made, the Commission believes that a modest adjustment of 10 percent is appropriate in that, in itself, it will not create any imbalance between the present base salary, as adjusted, and a realistic base salary as finally determined.

7. Because of the increased costs of travel and in recognition of the fact that with the exception of members of the legislature all other public employees are entitled to receive 15 cents per mile, the Commission has determined that the constitutional mileage allowance for legislators shall be 15 cents per mile circular for each week a member is in attendance at a session.

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\* This determination was not approved by Commissioner Kurtzman.

8. The compensation increases provided for in this report shall become effective on the date of this report as governed by law and the Constitution.
9. Failure by the Commission to act upon salaries, emoluments, mileage, per diem, travel and other expense allowance, and reimbursements of any public official subject to the jurisdiction of this Commission other than those expressly provided for in this report is intended as a determination that there shall be no change in existing compensation as a result of this Initial Report, except as may be made by the General Assembly or under executive authority as provided by law or by subsequent parts to this Initial Report.

The total number of public officials who are subject to this report is 272 of which 253 are in the legislative branch and 19 are in the executive branch.

When fully implemented the cost of the determinations contained herein will be as follows:

	Annual direct salary cost	Annual fringe benefit cost including mileage	Total annual cost	Total annual cost, per capita
Legislative adjustments	\$789,360	\$258,573	\$1,047,933	8.9¢
Executive adjustments	73,750	9,661	83,411	0.7¢

Existing provisions of the Pennsylvania Constitution prohibiting alteration of salaries of certain public officials after their election or appointment make it extremely difficult to maintain total rationality in the determination of compensation adjustments. For example, the present State Treasurer and Auditor General are receiving salaries which were applicable to those offices prior to November 1972, even though the former Commonwealth Compensation Commission increased the salaries of those public officials on November 30, 1972. The incumbents, therefore, never had the benefit of the increased compensation.

The Constitution of the United States includes no like prohibition with regard to members of Congress or appointed



officials. The absence of those restrictions has not resulted in abuse and has, as it would in the case of Pennsylvania, encouraged a more rational method of determining salary modifications. The former Commonwealth Compensation Commission recommended that the legislature initiate changes to the Pennsylvania Constitution to remove these archaic provisions. This Commission similarly makes such a recommendation.

## SUMMARY OF DETERMINATIONS

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The Commonwealth Compensation Commission, under the authority granted by Act No. 111 of 1976, establishes with respect to the officials enumerated the compensation shown below effective on the date of this Initial Report, as governed by law and the Constitution.

	<u>Annual Salary</u>
WITH RESPECT TO EXECUTIVE OFFICERS*	
Governor	\$66,000
Lieutenant Governor	49,500
Secretary of the Commonwealth	38,500
Attorney General	44,000
Secretary of Education	44,000
Adjutant General	38,500
Insurance Commissioner	38,500
Secretary of Banking	38,500
Secretary of Agriculture	38,500
Secretary of General Services	44,000
Secretary of Environmental Resources	41,250
Secretary of Transportation	44,000
Secretary of Health	41,250
Commissioner of Pennsylvania State Police	41,250
Secretary of Labor and Industry	41,250
Secretary of Public Welfare	44,000
Secretary of Revenue	41,250
Secretary of Commerce	38,500
Secretary of Community Affairs	38,500

### WITH RESPECT TO THE GENERAL ASSEMBLY

Members of the Senate and House of Representatives**	18,720
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CONSTITUTIONAL MILEAGE FOR LEGISLATORS--15 CENTS PER MILE

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\* The determination for executive branch officials was not approved by Commissioner Kurtzman.

\*\* Members of the Senate elected in the 1974 General Election will continue to receive the current \$15,600 salary with an unaccountable additional allowance equal to \$3,120 per annum until the end of the term for which they are elected.

## EXHIBITS

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### COMMENTARIES

Exhibit 1 shows that the Consumer Price Index rose between December 1972 and December 1976 from 127.3 to a projected 174.8. The annual percentage increase varied between a low of 5.1 in 1976 and a high of 12.2 in 1974. The percentage increase for the four-year period was 37.3.

Exhibit 2 compares the per capita income in 1975 for 14 populous and industrialized states. Connecticut ranks highest with \$6,891, Texas lowest with \$5,458 and Pennsylvania eleventh with \$5,940.

Exhibit 3 lists ten selected states by legislative salaries and expense allowances. Annual legislative salaries range from a high of \$23,500 in New York to a low of \$7,200 in Texas. Pennsylvania's annual salary of \$15,600 ranks below that of New York, California, Illinois, Ohio and Michigan but above that of Massachusetts, Florida, New Jersey and Texas.

Pennsylvania's disadvantage is offset somewhat by the comparisons shown for expense allowances. For the states shown, only California, Illinois and New York appear to provide more generously for these expenses. It should be stressed, however, that in Pennsylvania the expense allowance stated is maximum and, unlike California and Illinois, must be accounted for.

Exhibit 4 enables comparison of the percentage increase in average salaries of Pennsylvania's legislators and State employees with that of the weekly earnings of industrial workers for the nation as a whole and for Pennsylvania manufacturing production. While Pennsylvania's legislative salaries remained constant during the period under review (December 1972-December 1976), the average salary of State employees rose 40.6 percent; of U.S. industrial workers, 32.3 percent; of U.S. manufacturing industrial workers, 35.6 percent; and of Pennsylvania manufacturing production industrial workers, 35.9 percent.

Exhibit 5, Tables 1 and 2, provide additional comparative data about salary increases within Pennsylvania State government between November 1972 and November 1976. While legislative salaries remained constant, the salary histories of selected occupation groups in selected pay-range steps show increases ranging from 25.3 to 43.7 percent.

Exhibit 6 compares average annual salary increases for selected professional, administrative and technical occupations in private industries for the period 1972 to 1976. While Pennsylvania's legislative salaries remained constant, the percentage increases for accountants, attorneys, engineers, etc., ranged from a low of 14.2 percent to a high of 35.7 percent.

Exhibits 7 and 8 compare legislative retirement and insurance benefits for Pennsylvania and nine other selected states. These data were supplied by Legis 50--formerly the Citizens Conference on State Legislatures--a private, non-partisan organization with headquarters in Englewood, Colorado.

Exhibits 9 and 10 throw light on the amount of time Pennsylvania's legislators devote to their duties based on a current survey conducted by the Commonwealth Compensation Commission (See Exhibit 13). Exhibit 9 shows that since 1965 the number of Senate and House members who list no other employment has increased from one to 23 in the Senate and from 35 to 97 in the House.

Exhibit 10 reflects the results of a questionnaire survey of the 253 members of the Pennsylvania General Assembly conducted by the Commonwealth Compensation Commission in September 1976. A total of 169, or 67 percent, of the legislators responded, of whom 148 specifically indicated their replies could be made available for public inspection. The median number of hours spent weekly on the job by those holding other occupations was 48 during legislative sessions and 39.5 out of session. For those having no other occupation, the medians were 60 hours during legislative sessions and 56 hours out of session. Of the 169 respondents, 90--or 53 percent--reported they had no other occupation. Using 40 hours as a full-time week, of the 169 respondents, 149 meet the requirement while the legislature is in session, and 123 work full-time while the legislature is out of session.

While the data shown by these exhibits are in part incomplete, they tend to confirm the view that service as a member of the General Assembly typically is a full-time job. Moreover, the trend is for the General Assembly to spend more days per term in session; the issues with which legislators must deal have become increasingly complex, procedural reforms and "sunshine" laws require that more time be spent in committee and caucus meetings; and the cost of running for office has increased.

Exhibits 11 and 12 show the most pertinent and recent data concerning the salaries of Governor, Lieutenant Governor and Cabinet officers. Exhibit 11 provides a salary history

from 1963 to date, with the last being made by the previous Commonwealth Compensation Commission in November 1972. Exhibit 12 represents the results of a telephone check of ten states made in late September 1976 by the Bureau of Personnel, Governor's Office of Administration, of selected top officials. Pennsylvania's rankings for the offices shown were as follows:

<u>Office</u>	<u>Pennsylvania's ranking</u>
Governor	Third (tied with New Jersey)
Lieutenant Governor	Second
Attorney General	Eighth (tied with Florida)
Education	Eighth (tied with Florida)
Transportation	Seventh
Environment-Resources	Fourth
Health	Seventh
State Police	Fourth
Agriculture	Eighth (tied with Illinois)
Banking	Sixth
Insurance	Sixth (tied with Illinois)

Exhibit 1

CHANGES IN CONSUMER PRICE INDEX OF  
UNITED STATES DEPARTMENT OF LABOR  
DECEMBER 1972 TO DECEMBER 1976

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Month and year	U.S. Dept. of Labor Consumer Price Index 1967 = 100	Percentage increase	
		Period to period	From December 1972
December 1972	127.3	--	--
December 1973	138.5	8.8	8.8
December 1974	155.4	12.2	22.1
December 1975	166.3	7.0	30.6
December 1976	174.8*	5.1	37.3

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\* Projected from June (Index = 170.1) at an annual rate of 5.5 percent.

Exhibit 2

SELECTED STATES RANKED IN ORDER  
OF PER CAPITA INCOME, 1975

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State	Per capita income
Connecticut	\$6,891
Delaware	6,876
Illinois	6,861
New Jersey	6,704
New York	6,679
California	6,600
Maryland	6,502
Michigan	6,340
Massachusetts	6,250
Ohio	5,957
<i>Pennsylvania</i>	5,940
Virginia	5,743
Florida	5,549
Texas	5,458
U.S. Average	5,908

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SOURCES: Calculated from U.S. Department of Commerce, Bureau of the Census, Survey of Current Business (July 1976), p. 13, and Population Characteristics (March 1976), p. 25.

Exhibit 3

ANNUAL SALARIES AND UNVOUCHERED AND VOUCHERED  
EXPENSES OF LEGISLATORS IN TEN STATES

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State	Annual salary	Unvouchered expenses <sup>a</sup>	Vouchered expenses
California	\$23,232 <sup>b</sup>	\$10,000 (\$30/day in session \$30/day on official business between sessions)	None provided
Florida	\$12,000	\$1,500 (\$25/day for 7 day week)	\$25/day on official busi- ness between sessions
Illinois	\$20,000	\$7,850 (\$36/day in session)	None provided
Massachusetts	\$15,400 <sup>c</sup>	\$1,200 plus \$2-\$32/day in session	None provided
Michigan	\$19,000	None provided	\$26/day in session (maxi- mum \$3,500/year)
New Jersey	\$10,000	None provided	None provided
New York	\$23,500	None provided	\$40/day in session \$50/day in session for New York City legislators and for official business between sessions
Ohio	\$17,500	None provided	None provided
<i>Pennsylvania</i>	\$15,600	<i>None provided</i>	<i>\$7,500/year</i>
Texas	\$7,200	\$2,700 (\$30/day in session)	Actual expense on official business between sessions (Senate only)

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a. Total estimated on length of recent sessions.

b. Effective December 1976.

c. Effective January 1977.

SOURCES: Council of State Governments (1975) and Citizens Conference of State Legislatures (September 1975).



Exhibit 4

AVERAGE SALARIES OF STATE EMPLOYEES AND LEGISLATORS  
AND AVERAGE WEEKLY EARNINGS OF INDUSTRIAL WORKERS  
DECEMBER 1972 AND ESTIMATED DECEMBER 1976

	December 1972	December 1976	Percentage change
Annual salary of legislators	\$15,600	\$15,600	0
Average annual salary of state employees	9,247	13,000 <sup>a</sup>	40.6
Weekly earnings of industrial workers			
- United States			
All private industry	139.13	184.03 <sup>b</sup>	32.3
Manufacturing	162.74	220.74 <sup>b</sup>	35.6
- Pennsylvania			
Manufacturing production	162.01	220.24 <sup>c</sup>	35.9

a. Projected from July 1976 at 5 percent annual rate of increase.

b. Projected from May 1976 at annual rate of increase equal to 1975-1976 rates.

c. Projected from June 1976 at annual rate of increase equal to 1975-1976 rates.

SOURCES: U.S. Department of Labor, Monthly Labor Review, July 1973, p. 95, and July 1976, p. 86; Pa. Department of Labor and Industry, Bureau of Employment Security, Pennsylvania Employment and Earnings, December 1973 and July 1976; and Governor's Office of Administration.

Exhibit 5

Table 1

HISTORY OF SELECTED OCCUPATION GROUPS IN SELECTED  
PAY-RANGE STEPS UNDER COMMONWEALTH COMPENSATION PLAN<sup>1</sup>  
NOVEMBER 1972 TO NOVEMBER 1976

Anniversary date	Pay-range		Pay-range		Pay-range	
	step	Salary	step	Salary	step	Salary
November 1972	40-F	\$15,387	41-F	\$16,170	42-E	\$16,170
November 1973	41-F	16,822	42-F	17,624	43-E	17,624
November 1974	41-F	17,330	42-F	18,132	43-F	18,993
November 1975	41-F	18,054	42-F	18,915	43-F	19,814
November 1976	41-F	19,364	42-F	20,264	43-F	21,203
Percentage increase		25.8		25.3		31.1

1. Positions in selected occupation groups in pay-range steps 40-F, 41-F and 42-E in November 1972. Effective January 1, 1973, positions so classified were reclassified to the same step of the next pay range (41-F, 42-F and 43-E). Step F is the top of each range. These groups and their 1976 pay-range classifications follow:

Pay range 41

Attorney II  
Industrial Engineer I  
Biostatistician II  
Budget Analyst III  
Management Analyst III  
Pharmacist III

Pay range 42

Architect II  
Bank Examiner III  
Civil Engineer III  
Electrical Engineer III  
Public Health Nurse IV  
Social Worker III

Pay range 43

Chemist III  
Food Service Manager II  
Microbiologist III  
Public Health Nutritionist III  
Special Agent Accounting VIII

SOURCE: The Pennsylvania Bulletin.

Exhibit 5

Table 2

HISTORY OF SELECTED OCCUPATION GROUPS IN SELECTED  
PAY-RANGE STEPS UNDER COMMONWEALTH COMPENSATION PLAN<sup>1</sup>  
NOVEMBER 1972 TO NOVEMBER 1976

Anniversary date	Pay-range step	Salary	Pay-range step	Salary
November 1972	43-D	\$16,170	44-C	\$16,170
November 1973	44-D	17,624	45-C	17,624
November 1974	44-E	18,993	45-D	18,993
November 1975	44-F	20,792	45-E	20,792
November 1976	44-F	22,220	45-F	23,237
Percentage increase		37.4		43.7

1. Positions in selected occupation groups in pay-range steps 43-D and 44-C in November 1972. Effective January 1, 1973, positions so classified were reclassified to the same step of the next pay range (44-D and 45-C). Step F is the top of each range. These groups and their 1976 pay-range classifications follow:

Pay range 44

Attorney III  
Biostatistician III  
Budget Analyst IV  
Management Analyst IV  
Pharmacist IV  
Statistician IV

Pay range 45

Architect III  
Electrical Engineer IV  
Nurse VI  
Physical Therapist V  
Soils Engineer IV

SOURCE: The Pennsylvania Bulletin.

Exhibit 6

AVERAGE ANNUAL SALARIES FOR SELECTED PROFESSIONAL, ADMINISTRATIVE  
AND TECHNICAL OCCUPATIONS IN PRIVATE INDUSTRY, 1972 TO 1976

Occupation and class	Average annual salaries <sup>1</sup>					Percentage increase 1972 to 1976
	1976	1975	1974	1973	1972	
Accountants IV	\$18,738	\$17,618	\$16,051	\$15,068	\$14,259	31.4
V	23,402	21,664	19,560	18,400	17,368	34.7
Auditors IV	19,952	18,800	17,491	16,669	15,823	26.1
Chief Accountants I	20,460	19,289	17,601	16,220	15,318	33.6
II	22,753	21,323	20,072	18,634	17,419	30.6
III	28,136	26,226	23,805	22,687	21,198	32.7
IV	33,916	32,094	29,021	26,735	26,521	27.9
Attorneys I	15,413	15,220	14,223	13,478	13,498	14.2
II	18,667	17,757	16,357	15,555	14,640	27.5
III	24,205	22,558	21,082	19,565	18,392	31.6
IV	29,828	28,159	25,956	24,693	23,448	27.2
V	36,308	34,040	31,999	30,035	27,528	31.9
VI	43,747	41,046	38,180	37,048	34,828	25.6
Job Analysts III	16,091	14,949	13,921	13,061	12,526	28.5
IV	19,142	18,459	17,263	16,211	15,057	27.1
Directors of Personnel I	18,193	16,809	15,790	14,748	14,313	27.1
II	21,720	19,938	18,815	17,753	16,401	32.4
III	26,845	25,033	24,078	21,984	20,153	33.2
IV	33,060	31,841	28,140	26,611	24,738	33.6
Chemists IV	20,429	19,204	17,283	16,140	15,670	30.4
V	24,099	22,700	20,702	19,312	18,581	29.7
VI	28,868	26,729	24,079	22,602	21,277	35.7
VII	33,559	31,362	28,203	26,899	25,888	29.6
VIII	40,723	37,855	34,475	32,099	30,827	32.1
Engineers IV	20,747	19,449	17,929	17,030	16,159	28.4
V	24,082	22,427	20,654	19,614	18,628	29.3
VI	27,737	26,109	23,827	22,586	21,402	29.6
VII	30,850	29,101	26,960	25,681	24,367	26.6
VIII	36,236	34,114	31,469	29,499	27,885	29.9

1. Annual salaries reported as of March of each year.

SOURCE: U.S. Department of Labor: Handbook of Labor Statistics, 1975, and news release of July 7, 1976.

Exhibit 7

LEGISLATOR INSURANCE PROGRAMS FOR SELECTED STATES

	PROVISIONS											COVER- AGE	PAY- MENT	TYPE	OTHER			
	Hospitalization	Major Medical	Dental	Catastrophic	Regular exams	Lab tests	Life - self	Life - dependents	Legislator & family	Family option*	Legislature					Joint	Legislator	Optional
California	X	X	-	-	X	X	X	X	X	-	X	-	-	X	-	-	-	-
Florida	X	X	-	-	-	-	-	-	-	X	-	X	-	X	-	-	-	-
Illinois	X	X	-	X	-	X	X	X	-	X	X	-	-	-	X	-	-	-
Massachusetts	X	X	-	X	X	X	X	-	-	X	-	X	-	X	-	X	-	-
Michigan	X	X	-	-	-	X	-	X	X	-	X	-	-	X	-	-	-	-
New Jersey	X	X	-	-	-	-	-	-	-	X	X	-	-	X	-	-	-	-
New York	X	X	X	-	X	-	-	-	X	-	X	-	-	X	-	-	-	-
Ohio	X	X	-	-	-	-	X	-	-	X	-	X	-	X	-	-	-	-
Pennsylvania	X	X	-	X	-	-	X	-	X	-	X	-	-	X	-	-	-	-
Texas	X	X	-	-	-	X	X	X	-	X	-	X	-	X	-	-	-	Family cancer plan

\* Legislator pays for family coverage.

SOURCE: The Citizens Conference on State Legislatures, "How Much Are State Legislators Paid? A Report on Salaries, Allowances and Benefits in the 50 States," Research Memorandum No. 18 (September 1975), p. 14.

Exhibit 8

RETIREMENT PROGRAMS FOR STATE LEGISLATORS IN SELECTED STATES

	Contributions		Type		Requirements		Benefits*-annual unless otherwise indicated	Variations
	Legislator	State/legislature	Optional	Compulsory	Years of service	Retirement age		
California <sup>1</sup>	8%	X	X	--	4	60	5% for each year of service on first \$500/months salary, up to 15 years; after 15 years add 3% per year on maximum \$500/month salary; add 3% of salary above \$500/month for each year of service.	May retire at any age with 20 or more years of service, or at any age on an actuarially reduced basis with at least 15 years of service.
Florida	8%	X	--	X	8	62	3% of average final compensation for each year of service.	Early retirement at age 58 with 35 years service.
Illinois	10%	X	X	--	4	62	3% for first 8 years, 4% for next 4 years, 5% thereafter.	Early retirement at age 55 with 8 years service.
Massachusetts <sup>2</sup>	7%	X	X	--	6	65	2 1/2% of average high salary for each year of service.	Early retirement at 55 with 10 years service, benefit reduced to 1 1/2%.
Michigan	5%	X	X	--	8	55	3 3/4% of salary for each of service, to maximum of 60% of salary.	--
New Jersey	5%	X	--	X	8	60	3% of final salary for each year of service, maximum 2/3 final salary.	--
New York	-- <sup>3</sup>	X	X	--	10	62	2% final average salary for each year of service, minimum 20 years.	1-2/3% final average salary for each year less than 20 years.
Pennsylvania <sup>4</sup>	5%	X	X	--	10	50	2% of final average salary for each year of service.	Reduced benefits available on retirement at any age after 10 years of service.
Texas	8%	X	X	--	12	55	2% of state salary paid to district judges (\$31,000 in 1976) for each year of service.	

\* Computation for salary base, which varies greatly between states, has not been included. In most cases, it is either three final years' or three highest years' salary.

1. Four percent contribution if elected prior to March 4, 1972.

2. Five percent contribution by members in system before 1/1/75.

3. Two and one-half percent for those elected prior to 1973.

4. For legislators elected prior to 3/1/74, 8 1/2 percent contribution, benefits = 3 2/5 percent final average salary for each year of service.

SOURCE: The Citizens Conference on State Legislatures, "How Much Are State Legislators Paid? A Report on Salaries, Allowances and Benefits in the 50 States," Research Memorandum No. 18 (September 1975), pp. 12-13.

Exhibit 9

NUMBER OF PENNSYLVANIA LEGISLATORS WITH NO EMPLOYMENT  
OTHER THAN THAT OF LEGISLATOR, 1965 TO 1976

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	1975 to 1976	1973 to 1974	1969 to 1970	1965
Senate	23	15	1	1
House	97	71	44	35
Total	120	86	45	36

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SOURCES: Legislative Directories, 1965-1976.

Exhibit 10

DISTRIBUTION OF LEGISLATORS RESPONDING TO  
COMMONWEALTH COMPENSATION COMMISSION SURVEY  
BY HOURS PER WEEK SPENT ON LEGISLATIVE DUTIES

Hours per week devoted to legislative duties <sup>1</sup>	Respondents devoting time to another occupation	Respondents devoting no time to another occupation	Incomplete questionnaires	Total
<u>In session</u>				
Less than 20	--	1	--	1
20-29	2	--	--	2
30-39	12	3	--	15
40-49	28	10	--	38
50-59	20	28	1	49
60-69	11	23	--	34
70 or more	4	24	--	28
Incomplete questionnaires	--	<u>1</u>	<u>1</u>	<u>2</u>
Total	77	90	2	169
<u>Out of session</u>				
Less than 20	7	1	--	8
20-29	13	2	--	15
30-39	18	1	--	19
40-49	18	15	1	34
50-59	12	31	--	43
60-69	6	14	--	20
70 or more	3	23	--	26
Incomplete questionnaires	--	<u>3</u>	<u>1</u>	<u>4</u>
Total	77	90	2	169
Median in-session hours	48	60	--	55
Median out-of- session hours	39.5	56	--	50

1. Not including travel time related to legislative duties. The weekly average in-session travel time is 8.1 hours and out-of-session travel time, 7.9 hours.

SOURCE: Survey conducted by Commonwealth Compensation Commission, September 1976. Survey questionnaire comprises Exhibit 13.



Exhibit 11

HISTORY OF ANNUAL SALARIES OF EXECUTIVE OFFICIALS AND  
CABINET OFFICERS AS PRESCRIBED BY STATUTE, 1963 TO 1976

	Commonwealth Compensation Commission Reports		Act 275, 1970 and Act 194, 1968		Statutorial salaries 1963
	November 1972 <sup>a</sup>	June 1972 <sup>b</sup>	Act 112, 1965		
Governor	\$60,000	\$47,500	\$45,000	\$45,000	\$35,000
Lieutenant Governor	45,000	35,000	32,500	32,500	22,500
Secretary of the Commonwealth	35,000	27,500	25,000	25,000	20,000
Attorney General	40,000	27,500	25,000	25,000	20,000
Auditor General	42,500	35,000	32,500	32,500	22,500
State Treasurer	42,500	35,000	32,500	32,500	22,500
Secretary of Education	40,000	32,500	30,000	30,000	20,000
Adjutant General	35,000	27,500	25,000	25,000	20,000
Insurance Commissioner	35,000	27,500	25,000	25,000	20,000
Secretary of Banking	35,000	27,500	25,000	25,000	20,000
Secretary of Agriculture	35,000	27,500	25,000	25,000	20,000
Secretary of General Services	40,000	27,500	25,000	25,000	20,000
Secretary of Environmental Resources	37,500	27,500	25,000	--	--
Secretary of Transportation	40,000	27,500	25,000	25,000	20,000
Secretary of Health	37,500	27,500	25,000	25,000	20,000
Commissioner of Pennsylvania State Police	37,500	27,500	25,000	25,000	20,000
Secretary of Labor and Industry	37,500	27,500	25,000	25,000	20,000
Secretary of Public Welfare	40,000	27,500	25,000	25,000	20,000
Secretary of Revenue	37,500	27,500	25,000	25,000	20,000
Secretary of Commerce	35,000	27,500	25,000	25,000	20,000
Secretary of Community Affairs	35,000	27,500	25,000	--	--

a. Current salaries.

b. As modified by Senate Concurrent Resolution No. 1, Special Session No. 1, 1972.

SOURCES: The Pennsylvania Manual. 1963-1975, Volumes 96-102, and Office of Administration, 1976.

SOURCES: The Pennsylvania Manual. 1963-1975, Volumes 96-102, and Office of Administration, 1976.

Exhibit 12

SALARIES OF TOP EXECUTIVE POSITIONS IN ELEVEN STATES

State and year of most recent salary revision	Governor	Lieutenant Governor	Attorney General	Education	Transportation	Environmental Resources	Health	State Police	Agriculture	Banking	Insurance
California 1975	\$49,100	\$35,000	\$42,500	\$35,000	\$37,212	a	a	\$37,212	\$37,212	\$37,212	\$37,212
Florida 1976	50,000	40,000	40,000	40,000	38,000	a	a	34,000	40,000	30,000	31,900 <sup>b</sup>
Illinois 1975	50,000	37,500	42,500	53,000 <sup>a</sup>	44,000	35,000	44,000	32,000	35,000	30,000	35,000
Maryland 1975	25,000	44,856	44,856	47,300	47,300	42,300	b	33,300 <sup>c</sup>	42,300	33,100	33,100
Massachusetts 1973	40,000	25,000	30,000	37,200	37,200	34,000	a	24,136 <sup>b</sup>	19,780	24,136	25,228
Michigan 1974	47,250	27,500	42,250	40,875	37,233	30,660	39,500	33,600	30,660	b	27,920 <sup>c</sup>
New Jersey 1974	60,000	none	43,000	43,000	43,000	43,000	43,000	33,229-44,856 <sup>c</sup>	41,000	41,000	41,000
New York 1976	85,000	60,000	47,800	57,650	47,800	47,800	51,150	47,800	47,800	47,800	47,800
Ohio 1976	50,000	30,000	38,000	50,000	37,232-49,920	b	37,232-49,920	22,838-36,038 <sup>c</sup>	30,638-41,059	22,838-36,038 <sup>c</sup>	30,638-41,059
PENNSYLVANIA 1972	60,000	45,000	40,000	40,000	40,000	37,500	37,500	37,500	35,000	35,000	35,000
Texas 1976	66,800	4,800	42,300	42,300	42,300	a	42,300	42,300	42,300	46,488	36,800

- a. Special pay level for incumbent.
- b. Significantly different programs; no comparable position.
- c. Position is part of larger department; reports to department head.

SOURCE: Bureau of Personnel, Governor's Office of Administration, September 1976.

COMMONWEALTH COMPENSATION COMMISSION
Room 513, Finance Building
Harrisburg, Pennsylvania

TO THE MEMBERS OF THE GENERAL ASSEMBLY:

The Commonwealth Compensation Commission currently is gathering data to serve as a basis for its report to be submitted by October 2.

The following questionnaire will provide useful information on the time expended by legislators in serving their constituents. Because of the imminent deadline, the Commission urges each member of the General Assembly to complete the form and return it as soon as possible.

Enclosed for your response is a coded envelope which will be separated from the questionnaire upon receipt. If you have no objection to your response being made available to the public upon request, please so indicate with your signature at the end of this form.

- 1. Please check the description(s) applicable to you:
Senate Member \_\_\_\_\_ House Member \_\_\_\_\_
Member of Leadership \_\_\_\_\_ Standing Committee Chairman \_\_\_\_\_
Minority Chairman of Standing Committee \_\_\_\_\_
2. How many years have you been a member of the General Assembly? \_\_\_\_\_ years
3. On the average, how many hours do you spend a week on legislative duties while the Legislature is in session?
a. travel time per week \_\_\_\_\_ hours
b. time in Harrisburg per week \_\_\_\_\_ hours
c. time in home district per week \_\_\_\_\_ hours
Total \_\_\_\_\_ hours
4. On the average, how many hours do you spend a week on legislative duties while the Legislature is not in session?
a. travel time per week \_\_\_\_\_ hours
b. time in Harrisburg per week \_\_\_\_\_ hours
c. time in home district per week \_\_\_\_\_ hours
Total \_\_\_\_\_ hours
5. Are you engaged in any business or profession in addition to your legislative duties? Yes \_\_\_\_\_ No \_\_\_\_\_
If No is checked, what occupation were you engaged in prior to legislative service? \_\_\_\_\_
If Yes is checked, please complete questions 6 through 9.
6. What is the occupation? \_\_\_\_\_
7. On the average, how many hours a week do you spend on this occupation when the Legislature is in session? \_\_\_\_\_ hours
8. On the average, how many hours a week do you spend on this occupation when the Legislature is not in session? \_\_\_\_\_ hours
9. How many years have you been engaged in this occupation? \_\_\_\_\_ years

\*\*\*\*\*

I authorize that the information submitted herein be made available to any member of the public upon request.

Signature \_\_\_\_\_

Date \_\_\_\_\_