

DUTIES, QUALIFICATIONS AND COMPENSATION
OF LIQUOR STORE SALES PERSONNEL
EMPLOYED BY THE PENNSYLVANIA
LIQUOR CONTROL BOARD

General Assembly of the Commonwealth of Pennsylvania

JOINT STATE GOVERNMENT COMMISSION

Harrisburg, Pennsylvania

July 1959

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1959-1961

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LETTER OF TRANSMITTAL

To the Honorable, the House of Representatives of the
General Assembly of the Commonwealth of Pennsylvania:

Pursuant to House Resolution No. 73, Session of
1959, there is presented herewith a report relating to the
duties, qualifications and compensation of liquor store
sales personnel employed by the Pennsylvania Liquor Control
Board.

The report is divided into three parts. Part I
presents data relating to the duties, qualifications and
compensation of liquor store clerks and liquor store
managers.

Part II presents an analysis of compensation,
years of service, increment levels, and separation rates
of Pennsylvania liquor store clerks.

Part III presents comparative data relating to
the operations of the Pennsylvania Liquor Control Board
and the comparable control agencies in selected liquor
monopoly states.

BAKER ROYER, Chairman

Joint State Government Commission
Capitol Building
Harrisburg, Pennsylvania
July 1959

Part I

DUTIES, QUALIFICATIONS AND COMPENSATION OF PENNSYLVANIA
LIQUOR STORE CLERKS AND LIQUOR STORE MANAGERS

Statutory Requirements Relating to the Employment of Personnel
by the Pennsylvania Liquor Control Board

The Liquor Code,^{1/} Article II, Section 207 (f) authorizes the Liquor Control Board "To appoint, fix the compensation and define the powers and duties of such managers, officers, inspectors, examiners, clerks and other employes as shall be required for the operation of this act, subject to the provisions of The Administrative Code of 1929 and the Civil Service Act."^{2/}

Under The Administrative Code of 1929,^{3/} the Executive Board has the authority to establish a classification plan for employes, applicable to all administrative departments, independent boards and commissions.

The Civil Service Act^{4/} provides that ". . . appointments of persons entering the classified service or promoted therein shall be from eligible lists established as a result

^{1/} 1951, April 12, P.L. 90.

^{2/} In this connection, it should be noted that, under the Act of 1933, Sp. Sess., Nov. 29, P.L. 15, the Liquor Control Board was given exclusive jurisdiction over the selection of personnel subject to the provisions of The Administrative Code of 1929. This act made it mandatory upon the Department of Public Instruction to examine applicants for positions with the board. With the establishment of the Civil Service Commission by the Act of 1941, Aug. 5, P.L. 752, the Department of Public Instruction ceased to be the examining agency for the Liquor Control Board.

^{3/} 1929, April 9, P.L. 177.

^{4/} 1941, August 5, P.L. 752, sec. 502.

of examination given by the director to determine the relative merit of candidates . . ." Section 501 of the Civil Service Act was amended^{5/} to provide more specifically for the methods to be used when promoting an employe. The section, as amended, provides, in part:

" . . . The commission . . . may permit promotions to be accomplished by any one of the three following plans:
(1) by appointment from open competitive lists; or (2) by appointment without examination, if the person has completed his probationary period in the next lower position, and if he meets the minimum requirements for the higher positions; or (3) by achieving a place on an eligible list after a promotional examination, such examination having been given at the request of the appointing authority."

As regards the second method of promotion, Official Opinion No. 131 of the Attorney General, dated July 9, 1958, observes:

"The first and third of these methods require examination; the second, of course, does not. The question arises as to whether the utilization of the second method lies within the sole discretion of the appointing authority or whether the final approval of the use of the second method is the prerogative of the commission. Since the act states that 'The commission * * * may permit', it places the final discretion in the Civil Service Commission."

Operating under the statutory requirements as administratively implemented, the Liquor Control Board, as of May 31,

^{5/} 1945, June 1, P. L. 1366, sec. 1.

1959, employed a total of 4,502 persons. Of this total, 1,213 persons were employed in executive, administrative, accounting, purchasing, enforcement, and licensing capacities. The employment of persons performing these functions is not confined to the Liquor Control Board. Similar types of personnel are engaged by other departments, independent boards and commissions of the Commonwealth. However, the Liquor Control Board is the only Commonwealth agency which employs retail sales personnel in large numbers. Under the circumstances, the balance of this report will be, in the main, concerned with the personnel and compensation policies relating to the 1,975 liquor store clerks and the 1,314 liquor store managers.

Types of Appointment, Duties, Qualifications and Compensation of Liquor Store Sales Personnel

Types of Appointment. The types of appointment for liquor store sales personnel, like those for other Commonwealth personnel covered by civil service, are established by the basic civil service law. The following types of appointment are provided:

1. Emergency appointments. Appointments of this nature are occasioned by extraordinary conditions, are authorized to be made for 30 days and may be extended, with the approval of the commission during the period of the emergency, for an additional 30 days. Emergency appointees need not meet any formal qualifications and need not take a formal examination.

2. Temporary Appointments. Temporary appointments are made to fill extra positions established to meet the pressure of an increased work load of a department or agency and are authorized to be made for periods not exceeding six months. These appointments are made from an appropriate list of eligibles certified to the agency by the commission. Appointees to classified temporary positions must have taken an examination and qualified for the particular temporary additional position.

3. Provisional Appointments. A provisional appointment is authorized to be made when there is a great need for filling a vacancy and there are no eligibles who may be certified to fill the position. Such appointments may not exceed 90 days. A provisional appointment does not confer upon the appointee any rights of permanent tenure, transfer, promotion or reinstatement.^{6/}

^{6/} In Official Opinion No. 70 of the Attorney General, dated March 5, 1958, addressed to the Auditor General, it was stated that appointments to the classified service must be after examination, except in the case of provisional appointments.

In the case of Curcio et al. v. Kerwin et al., No. 2039 Equity Docket, No. 249 Commonwealth Docket, 1958, Court of Common Pleas, Dauphin County, Pennsylvania (July 1, 1959), the court in interpreting Section 604 of the Civil Service Act noted that ". . . no provisional employment could legally last longer than ninety days in any twelve-month period . . ."

4. Probationary Appointments. Every appointment to a position in the classified service is subject to the condition that the appointee must complete a probationary period of service. The probationary period for each classified position is prescribed by the commission. This period may not be less than three months nor more than nine months. If the appointee successfully completes the prescribed probationary period, he then becomes a classified service employe, referred to in this report as a "permanent" employe.

Duties and Qualifications. The duties, qualifications, and compensation of liquor store clerks and liquor store managers were established by the Executive Board under date of July 13, 1956.

The liquor store clerk "[is] responsible for rendering prompt, courteous service to customers and for carefully and accurately maintaining detailed cash and stockkeeping records . . . [must exercise care] to avoid selling merchandise to those persons who are prohibited by law from purchasing alcoholic beverages . . . customarily [works] on scheduled alternating early and late shifts, six days per week . . . answers inquiries of customers as to types and prices of various liquors, fills

customer's order, rings up sale by code number and unit price on cash register, makes change . . . computes price . . . and completes wholesale and retail discount sales . . . arranges stock in bins, replenishes supply, and takes inventory . . . [makes] trips to bank for cashier's checks and change . . . [unloads] stock from delivery trucks . . . [attends] to the general custodial cleaning of the store . . . [must show] ability to establish and maintain effective working relationships with fellow employes and to meet and deal with the general public with courtesy and tact . . . operate a standard cash register and make simple arithmetical computations with speed and accuracy . . . [must have] physical strength and freedom from disabling effects to permit the lifting or moving of moderately heavy objects.. . . [should have] one year of experience in sales, clerical or related work; and such training as may have been gained through graduation from a standard high school; or any equivalent combination of experience and training."

The Classification Plan^{7/} provides for six classes of managers. Generally speaking, the volume of business done by a store determines the classification of the manager or managers assigned to that store.

^{7/} Commonwealth of Pennsylvania, The Classification Plan, (July 1958).

Liquor Store Manager I is expected to do "store management work in directing the sales and stock control activities in a small state-owned liquor store . . . performs all of the routine duties having to do with the receiving, selling, and accounting for merchandise . . . may also serve as a first assistant to a Liquor Store Manager II, as a second assistant to a Liquor Store Manager V, or as second or third assistant to a Liquor Store Manager VI . . . maintains or supervises the maintenance of control and sales records . . . prepares and transmits regular and special reports . . . [is expected to have] some knowledge of the principles and methods of retail store management . . . and procedures prescribed for the operation of Pennsylvania state liquor stores . . . [should have] ability to perform fairly difficult arithmetical computations with speed and accuracy, . . . [should have] ability to establish and maintain effective working relationships with other employes and to meet and deal with the general public with courtesy and tact . . . [should have] sufficient physical strength and freedom from disabling effects to permit the lifting and moving of moderately heavy objects . . . [should have] two years of experience in sales clerical work in a state-operated liquor store; and such training as may have been gained through graduation from a standard high school; or any equivalent combination of experience and training."

A Liquor Store Manager II, in addition to being able to meet all the requirements for Liquor Store Manager I "supervises the work of subordinates . . . instructs store personnel . . . [should be able to] plan, assign, and supervise the work of subordinates . . . [and should have] three years of experience in sales clerical work in a state-operated liquor store, including one year as a store manager; . . ."

As regards additional qualifications required of Liquor Store Managers III through VI, it appears that the only difference of consequence between this group of managers and Liquor Store Manager II is the experience requirement. Whereas a Liquor Store Manager II must have one year of experience as a store manager, Liquor Store Managers III, IV, V, and VI must have two, three, four, and five years of experience, respectively.

As regards liquor store managers, it is the practice of the Liquor Control Board to promote from a clerkship to a managership or from one managerial position to another ". . . by appointment without examination, if the person has completed his probationary period in the next lower position, and if he meets the minimum requirements for the higher position; . . ."

Compensation Schedule; Clerks and Managers. Table 1 shows the number of liquor store personnel and the compensation schedule for clerks and managers.

Table I
NUMBER AND COMPENSATION OF LIQUOR STORE SALES PERSONNEL, PENNSYLVANIA LIQUOR CONTROL BOARD
MAY 31, 1959

| Line No. | Number and Compensation | Liquor Store Clerk | Liquor Store Managers | | | | | |
|----------|--------------------------------------|--------------------|-----------------------|----------|----------|----------|----------|----------|
| | | | I | II | III | IV | V | VI |
| | (1) | (2) | (3) | (4) | (5) | (6) | (7) | (8) |
| 1. | Number of Sales Personnel | 1,975 | 298 | 383 | 309 | 205 | 85 | 34 |
| 2. | A. Permanent | 1,759 | 265 | 365 | 295 | 195 | 80 | 32 |
| 3. | B. Probationary | 131 | 33 | 18 | 14 | 10 | 4 | 2 |
| 4. | C. Temporary, Emergency, Provisional | 85 | 0 | 0 | 0 | 0 | 1 | 0 |
| 5. | Compensation | | | | | | | |
| 6. | A. Pay Range - Biweekly | | | | | | | |
| 7. | Step A (Starting) | \$118.00 | \$136.50 | \$150.50 | \$166.00 | \$183.00 | \$202.00 | \$222.50 |
| 8. | 1st Increment | 6.00 | 7.00 | 7.50 | 8.50 | 9.00 | 10.00 | 11.00 |
| 9. | Step B | 124.00 | 143.50 | 158.00 | 174.50 | 192.00 | 212.00 | 233.50 |
| 10. | 2nd Increment | 6.00 | 7.00 | 8.00 | 8.50 | 10.00 | 10.50 | 11.50 |
| 11. | Step C | 130.00 | 150.50 | 166.00 | 183.00 | 202.00 | 222.50 | 245.00 |
| 12. | 3rd Increment | 6.50 | 7.50 | 8.50 | 9.00 | 10.00 | 11.00 | 12.50 |
| 13. | Step D | 136.50 | 158.00 | 174.50 | 192.00 | 212.00 | 233.50 | 257.50 |
| 14. | 4th Increment | 7.00 | 8.00 | 8.50 | 10.00 | 10.50 | 11.50 | 13.00 |
| 15. | Step E | 143.50 | 166.00 | 183.00 | 202.00 | 222.50 | 245.00 | 270.50 |
| 16. | 5th Increment | 7.00 | 8.50 | 9.00 | 10.00 | 11.00 | 12.50 | 13.50 |
| 17. | Step F (Highest) | 150.50 | 174.50 | 192.00 | 212.00 | 233.50 | 257.50 | 284.00 |
| 18. | B. Base Hours Per Week | 39 | 39 | 39 | 39 | 39 | 39 | 39 |
| 19. | C. Days in Work Week | 6 | 6 | 6 | 6 | 6 | 6 | 6 |
| 20. | D. Hours Per Shift | 6½ | 6½ | 6½ | 6½ | 6½ | 6½ | 6½ |
| 21. | E. Estimated Hourly Rates | | | | | | | |
| 22. | Step A | \$ 1.51 | \$ 1.75 | \$ 1.93 | \$ 2.13 | \$ 2.35 | \$ 2.59 | \$ 2.85 |
| 23. | Step F | 1.93 | 2.24 | 2.46 | 2.72 | 2.99 | 3.30 | 3.64 |
| 24. | F. Minimum Time Between Increments | 1 year | 1 year | 1 year | 1 year | 1 year | 1 year | 1 year |
| 25. | G. Basis of Awarding Increments | Merit | Merit | Merit | Merit | Merit | Merit | Merit |

SOURCE: Based on data obtained from Pennsylvania Liquor Control Board and Pennsylvania Civil Service Commission.

Examination of the table (columns (1) and (2)) shows that, as of May 31, 1959, the Pennsylvania Liquor Control Board employed a total of 1,975 liquor store clerks; of this total, 1,759 had permanent appointments, 131 probationary, and 85 provisional, temporary or emergency.

As regards the 1,314 managers, 1,232 had permanent appointments, 81 had probationary appointments and one had a provisional appointment.

As regards compensation (columns (1) and (2)), it may be noted that the biweekly starting compensation of a liquor store clerk is \$118 (line 7) for a six-day, 39-hour week. The maximum biweekly compensation which a liquor store clerk may expect is \$150.50 (line 17).

Generally speaking, in order to attain the maximum biweekly compensation, a liquor store clerk must have completed a minimum of five years in a State liquor store and, in addition, must have received an acceptable performance rating throughout the period.

The minimum biweekly compensation of liquor store managers (columns (3) through (8)) ranges from \$136.50 for Liquor Store Manager I to \$222.50 for Liquor Store Manager VI (line 7). The maximum compensation (line 17) ranges from \$174.50 for Liquor Store Manager I to \$284 for Liquor Store Manager VI.

Managers in a given classification, like clerks, may move from the minimum to the maximum compensation after having rendered five years of service, provided their performance rating is acceptable for the classification in which they serve.

Performance Rating; Clerks and Managers

The general conditions governing the granting of increments are set forth in a resolution of the Executive Board, adopted under date of September 25, 1958. The resolution provides:

1. "Salary increments shall be based upon meritorious performance. They shall not be granted automatically, and shall be contingent upon the availability of funds."8/

2. "The employe's anniversary date shall be one year from the date of the employe's last salary change, except a salary change resulting from a promotion as specified in . . . this resolution. The determination of an anniversary date should not be construed as an obligation to grant a salary increment. It is simply a commitment that the record of an employe will be reviewed prior to

8/ The Liquor Control Board finances salaries and expenses out of operating revenues.

that date to determine whether he meets the performance standards necessary for granting an increment."

3. "Salary increments shall ordinarily be granted one step at a time. Salary increments in excess of one step in any twelve month period shall be limited to individual employes who have rendered outstanding service to the Commonwealth over and above that normally expected in the discharge of their duties and responsibilities. Requests for such increments shall be accompanied by a detailed justification which shall include specific examples of the employe's work performance. Such requests require the approval of the Governor . . ."

It appears that the regulations relating to increments and anniversary dates clearly establish the following:

1. An employe is entitled to have his record reviewed once a year.^{9/}

^{9/} It should be noted that hours worked by liquor store sales personnel between anniversary dates are greater than in the case of State employes, generally speaking. State employes, as a rule, work $37\frac{1}{2}$ hours, five days a week, but sales personnel in State liquor stores work 39 hours, six days a week. In other words, before they can be rated, sales personnel in liquor stores must render, in terms of work hours, $73\frac{1}{2}$ more work hours and, in terms of working days, 49 more working days than other State employes.

2. Except under extraordinary circumstances, an employe may receive but one increment within a twelve-month period.

3. Regardless of the acceptability of the rating attained in connection with the review of his record, he does not acquire a right to an increment.

4. If the increment is not forthcoming at his anniversary date, but is awarded at some subsequent date, the date of award becomes the new anniversary date of the employe.

In connection with performance rating, it should be noted that, under date of January 5, 1959, the Office of Administration and the Civil Service Commission issued a joint statement to personnel directors of all administrative departments, independent boards and commissions, and other State agencies under the jurisdiction of the Governor, advising the parties concerned that "While increments will be approved by the Office of Administration and the Civil Service Commission for employes with a rating of 'Fair' or above, all agencies are urged to require employes to attain a rating of 'Good' or better, in order to be eligible for increments."

The Liquor Control Board, in accordance with the standards established by the Executive Board, the Office of Administration, and the Civil Service Commission, requires the attainment of different ratings for different increment steps and applies different performance criteria to different classes of sales personnel.

As regards the mechanics of rating, the following should be noted:

1. The Liquor Control Board, with Civil Service Commission approval, uses the following 9 rating criteria:

- (a) quality of work
- (b) quantity of work
- (c) work habits
- (d) relationship with people
- (e) initiative
- (f) dependability
- (g) ability as a supervisor
- (h) personal appearance
- (i) cash performance^{10/}

2. An employe in a given classification is rated by reference to some of these performance criteria, the selection of the criteria depending upon his classification.

^{10/} "Cash performance" is the only criterion which is numerically defined. In the absence of unusual circumstances, a clerk's accounts must check out within a numerically specified limit of tolerance.

3. In order to become eligible for an increment, employees must be rated with respect to some criteria at least "fair" and with respect to other criteria at least "good."

Clerks. Specifically, liquor store clerks are rated by reference to all of the above-mentioned criteria except number (g). Clerks become eligible for a first increment if rated at least "fair" with respect to (a), (b), (c), (e), (h), and (i), and at least "good" for (d) and (f).

In order to become eligible for a second increment, clerks must attain a rating of at least "fair" with respect to (b), (c), (e), (h), and (i), and at least "good" for (a), (d), and (f).

Performance requirements increase with increments. In order to become eligible for the fifth increment, a clerk must attain a rating of "good" on all criteria on which a clerk is rated.

Managers. The same general rating pattern applies to store managers, and, again, as in the case of clerks, performance requirements increase with increments.

Managers become eligible for a first increment if rated at least "fair" with respect to (a), (b), (c), (e) and (g), and at least "good" for (d), (f) and (h). In order to become eligible for the fifth increment, a manager must attain a rating of "good" on all criteria. Managers are not rated on cash performance.

Review and Appeal of Performance Ratings. Clerks are rated by store managers and store managers are rated by store supervisors. All ratings are reviewed in the district offices and in the central offices in Harrisburg. If the overall rating an employe receives makes him ineligible for an increment, he may request a review through the usual supervisory channels.11/

11/ Commonwealth of Pennsylvania, Performance Rating Report Instructions.

Part II

COMPENSATION, YEARS OF SERVICE, INCREMENT LEVELS,
AND SEPARATION RATES OF PENNSYLVANIA
LIQUOR STORE CLERKS

Compensation, years of service, increment levels, and separation rates of liquor store clerks are discussed below. As will be recalled, the Pennsylvania Liquor Control Board, as of June 1959, employed 1,975 clerks, who comprised 60 percent of the sales force of the board.

Effect of the Compensation Plan of 1956^{1/}

Table 2 shows (1) the biweekly compensation prior to the effective date of the Compensation Plan^{2/}; (2) the biweekly compensation schedule established by the plan; and (3) the number of liquor store clerks at different compensation levels prior to and subsequent to the effective date of the plan.

^{1/} Commonwealth of Pennsylvania, Compensation Plan, effective August 1, 1956, approved, Executive Board, July 13, 1956, as amended through April 22, 1958.

^{2/} Hereinafter referred to as "the plan."

Table 2

DISTRIBUTION OF LIQUOR STORE CLERKS BY BIWEEKLY COMPENSATION
PRIOR TO AND SUBSEQUENT TO AUGUST 1, 1956

| Line No. | Biweekly Compensation | | Number of Liquor Store Clerks | | | |
|----------|---------------------------------------|-----------------------------|-------------------------------|----------------|-----------------|-------------|
| | Prior to August 1, 1956 ^{a/} | On and after August 1, 1956 | July 31, 1956 | August 1, 1956 | August 31, 1957 | May 31 1959 |
| | (1) | (2) | (3) | (4) | (5) | (6) |
| 1. | \$ 95.48 | | 250 | | | |
| 2. | 99.85 | | 148 | | | |
| 3. | 103.76 | | 126 | | | |
| 4. | 108.13 | | 142 | | | |
| 5. | 112.27 | | 201 | | | |
| 6. | 116.41 | | 214 | | | |
| 7. | | \$118.00 | | 867 | 360 | 276 |
| 8. | 121.01 | | 164 | | | |
| 9. | | 124.00 | | 214 | 704 | 215 |
| 10. | 125.38 | | 366 | | | |
| 11. | 130.00 | 130.00 | 286 | 530 | 214 | 319 |
| 12. | | 136.50 | | 286 | 474 | 472 |
| 13. | | 143.50 | | | 253 | 152 |
| 14. | | 150.50 | | | 1 | 541 |
| 15. | Total Number of Clerks | | 1897 | 1897 | 2006 | 1975 |
| 16. | Average Biweekly Compensation | | \$114.64 | \$124.82 | \$128.99 | \$135.88 |

^{a/} Annual compensation prior to August 1, 1956, has been converted to biweekly basis by dividing annual compensation by 26.08

SOURCE: Based on data obtained from personnel records of Pennsylvania Liquor Control Board and Civil Service Commission.

Examination of columns (1) and (3) shows that, prior to the adoption of the plan, the compensation schedule for the 1,897 liquor store clerks ranged from \$95.48 to \$130 on a biweekly basis.

Column (2) shows the schedule established by the plan, which provided for biweekly compensation ranging from \$118 to \$150.50. The biweekly compensation of all clerks who had received \$112.27 or less (lines 1 through 5) was increased to \$118 (line 7). In other words, 867 clerks (column (4)) received increases ranging from \$5.73 to \$22.52 biweekly. The biweekly compensation of the 214 clerks (column (3)) who had received \$116.41 (line 6) prior to the adoption of the plan was increased to \$124 (line 9), representing a biweekly increase of \$7.59. The biweekly compensation of the 164 clerks and the 366 clerks (column (3), lines 8 and 10) who had received compensation of \$121.01 and \$125.38, respectively, was increased to \$130 (column (4), line 11), representing increases of \$8.99 and \$4.62, respectively. Finally, 286 clerks were increased from \$130 (column (3), line 11) to \$136.50 (column (4), line 12). In terms of percentages, the compensation increases of all clerks ranged from 3.7 percent to 23.6 percent.



Table 3

PERCENTAGE DISTRIBUTION OF PROBATIONARY AND PERMANENT
LIQUOR STORE CLERKS^{1/} WITHIN EACH COMPENSATION
BRACKET, BY YEARS OF SERVICE
MAY 31, 1959

| Line No. | Years of Service | Biweekly Compensation | | | | | |
|-------------|--|-----------------------|----------|----------|----------|----------|----------|
| | | \$118.00 | \$124.00 | \$130.00 | \$136.50 | \$143.50 | \$150.50 |
| | | (1) | (2) | (3) | (4) | (5) | (6) |
| 1. | Less than 1 | 79.3% | ... | ... | ... | ... | ... |
| 2. | 1 but less than 2 | 13.0 | 80.7% | ... | ... | ... | ... |
| 3. | 2 but less than 3 | 3.6 | 12.3 | 50.0% | ... | ... | ... |
| 4. | 3 but less than 4 | .5 | 1.5 | 34.5 | 2.1% | ... | ... |
| 5. | 4 but less than 5 | ... | 2.0 | 2.1 | 19.1 | ... | ... |
| 6. | 5 but less than 6 | .5 | .5 | 1.8 | 15.4 | ... | ... |
| 7. | 6 but less than 7 | ... | .5 | .7 | 22.5 | ... | ... |
| 8. | 7 but less than 8 | ... | .5 | 4.2 | 33.7 | .7% | ... |
| 9. | 8 but less than 9 | .5 | ... | 2.1 | 3.5 | 51.1 | 2.5% |
| 10. | 9 but less than 10 | .5 | ... | .7 | ... | 7.8 | 8.0 |
| 11. | 10 but less than 11 | .5 | ... | ... | .9 | 9.9 | 22.9 |
| 12. | 11 but less than 12 | ... | ... | 1.1 | .7 | 4.3 | 8.6 |
| 13. | 12 or more | 1.6 | 2.0 | 2.8 | 2.1 | 26.2 | 58.0 |
| 14. | Percent | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 |
| 15. | Number of Clerks at Indicated Com- pensation Level | 193 | 196 | 284 | 423 | 141 | 510 |

^{1/} Exclusive of 143 clerks not covered because of unusual circumstances surrounding their employment, i.e., demotions, leaves of absence, furloughs.

SOURCE: Based on data obtained from personnel records of Pennsylvania Liquor Control Board.

(column (7), line 15) receiving biweekly compensation of \$150.50, 2.5 percent had eight but less than nine years of service and 58.0 percent (line 13) had 12 or more years of service.

While Table 3 shows the percentage distribution of clerks in different compensation brackets according to years of service, Table 4 represents a rearrangement of the same data. This rearrangement facilitates ready approximation of the number of years clerks tend to serve at each level in progressing from one compensation bracket to another.

Examination of Table 4 (line 1) shows that all of the 153 clerks with less than one year of service received biweekly compensation of \$118. On the other extreme, of the 356 clerks with 12 or more years of service (line 13), .8 percent received biweekly compensation of \$118, 1.1 percent received \$124, 2.2 percent received \$130, 2.5 percent received \$136.50, 10.4 percent received \$143.50, and 83 percent received the maximum of \$150.50.

Table 4

PERCENTAGE DISTRIBUTION OF PROBATIONARY AND PERMANENT LIQUOR STORE CLERKS^{1/}
 WITH SPECIFIED YEARS OF SERVICE BY COMPENSATION BRACKET
 MAY 31, 1959

| Line No. | Years of Service | Biweekly Compensation | | | | | Total | | |
|----------|---------------------|-----------------------|----------|----------|----------|----------|----------|---------|--------|
| | | \$118.00 | \$124.00 | \$130.00 | \$136.50 | \$143.50 | \$150.50 | Percent | Number |
| | (1) | (2) | (3) | (4) | (5) | (6) | (7) | (8) | (9) |
| 1. | Less than 1 | 100.0% | ... | ... | ... | ... | ... | 100.0% | 153 |
| 2. | 1 but less than 2 | 13.7 | 86.3% | ... | ... | ... | ... | 100.0 | 183 |
| 3. | 2 but less than 3 | 4.0 | 13.9 | 82.1% | ... | ... | ... | 100.0 | 173 |
| 4. | 3 but less than 4 | .9 | 2.7 | 88.3 | 8.1% | ... | ... | 100.0 | 111 |
| 5. | 4 but less than 5 | ... | 4.4 | 6.6 | 89.0 | ... | ... | 100.0 | 91 |
| 6. | 5 but less than 6 | 1.4 | 1.4 | 6.9 | 90.3 | ... | ... | 100.0 | 72 |
| 7. | 6 but less than 7 | ... | 1.0 | 2.0 | 97.0 | ... | ... | 100.0 | 98 |
| 8. | 7 but less than 8 | ... | .6 | 7.7 | 91.1 | .6% | ... | 100.0 | 156 |
| 9. | 8 but less than 9 | .9 | ... | 5.6 | 14.0 | 67.4 | 12.1% | 100.0 | 107 |
| 10. | 9 but less than 10 | 1.8 | ... | 3.6 | ... | 20.0 | 74.6 | 100.0 | 55 |
| 11. | 10 but less than 11 | .7 | ... | ... | 2.9 | 10.3 | 86.1 | 100.0 | 136 |
| 12. | 11 but less than 12 | ... | ... | 5.4 | 5.4 | 10.7 | 78.5 | 100.0 | 56 |
| 13. | 12 or more | .8 | 1.1 | 2.2 | 2.5 | 10.4 | 83.0 | 100.0 | 356 |

^{1/} Exclusive of 143 clerks not covered because of unusual circumstances surrounding their employment, i.e., demotions, leaves of absence, furloughs.

SOURCE: Based on data obtained from personnel records of Pennsylvania Liquor Control Board.

On the assumption that all clerks received acceptable ratings, the following distribution of clerks could be expected:

(1) All clerks with less than one year of service would receive a biweekly salary of \$118;

(2) All clerks with one but less than two years of service would receive a biweekly salary of \$124;

(3) All clerks with two but less than three years would receive a biweekly salary of \$130;

(4) All clerks with three but less than four years would receive a biweekly salary of \$136.50;

(5) All clerks with four but less than five years would receive a biweekly salary of \$143.50;

(6) All clerks with five or more years of service would receive the maximum of \$150.50 biweekly.

However, differences exist between the expected distribution above and the actual distribution of clerks. Specifically, examination of Table 4 above (lines 1 through 6) shows that while all of those in (1) above received \$118, only 86.3 percent of those in (2) above received \$124, but 82.1

percent of those in (3) above received \$130, 8.1 percent of those in (4) received \$136.50, and none in (5) and (6) have attained the expected compensation. The difference between expected distribution of clerks and the actual distribution shown in the table is due to the operation of the following factors:

1. The plan, which provides for five increments, has been in effect for but three years. Under the circumstances, a substantial number of clerks, regardless of rating could not have attained the expected compensation because sufficient time has not elapsed for the plan to mature;

2. Some clerks have not attained performance ratings which would qualify them for the expected compensation;

3. A few clerks have received special increments as provided by the plan.

Increment Levels

In connection with increment levels, 535 clerks of the 1,975 employed have reached the maximum compensation.

The table shown below highlights the effects of performance ratings, years of service, and increments upon the biweekly compensation position of clerks who, as of May 31, 1959, have not yet reached the maximum of \$150.50.

| Relationship Between Number of Anniversaries and Number of Increments under Compensation Plan of August 1, 1956 | Appointed Prior to August 1, 1956 | | Appointed After July 31, 1956 | |
|---|---|---------|-------------------------------------|---------|
| | Number | Percent | Number | Percent |
| (1) | (2) | (3) | (4) | (5) |
| 1. Number of increments equal number of anni- versaries | 564 | 84.9% | 358 | 90.8% |
| 2. Number of increments equal number of anni- versaries minus one | 66 | 9.9 | 27 | 6.9 |
| 3. Number of increments equal number of anni- versaries minus two | 21 | 3.2 | 7 | 1.8 |
| 4. Number of increments equal number of anni- versaries minus three | 13 | 2.0 | ... | ... |
| 5. Number of increments one greater than number of anniversaries | ... | ... | 2 | .5 |
| Total | 664 | 100.0 | 394 | 100.0 |

NOTE: Exclusive of 382 clerks not covered because of less than one year service or unusual circumstances surrounding their employment, i.e., demotions, leaves of absence, furloughs.

SOURCE: Based on data obtained from personnel records of Pennsylvania Liquor Control Board.

Examination of the table shows that, as regards the 664 clerks appointed by the Liquor Control Board prior to August 1, 1956, 564 or 84.9 percent have received increments equal to the number of their anniversaries; 66 or 9.9 percent have received one increment less than the number of their anniversaries; 21 or 3.2 percent have received two increments less than the number of their anniversaries; and 13 or 2.0 percent have received three increments less than the number of their anniversaries. Of the 394 clerks appointed after July 31, 1956, 358 or 90.8 percent were in the first category; 27 or 6.9 percent were in the second category; 7 or 1.8 percent were in the third category; none were in the fourth category but 2 or .5 percent had received one increment greater than the number of anniversaries.

Separation Rates

The table below shows, for liquor clerks, separation rates for the period from 1954 to 1958. Separation rates are defined as the number of separations expressed as percentages of the number of retail clerks employed as of May 31 for the years under review.

| Type of Separation | Years | | | | |
|---------------------|-------|------|------|-------|-------|
| | 1954 | 1955 | 1956 | 1957 | 1958 |
| | (1) | (2) | (3) | (4) | (5) |
| All Separations | 7.1% | 9.8% | 8.2% | 10.5% | 10.4% |
| Resignations | 4.3 | 5.9 | 5.2 | 5.5 | 4.3 |
| Dismissals | 1.4 | 2.2 | 1.7 | 2.6 | 3.1 |
| Other ^{1/} | 1.4 | 1.7 | 1.3 | 2.4 | 3.0 |

^{1/} Deaths, retirements, leaves of absence

Examination of the table shows that all separation rates varied through time. Specifically, all separations increased from 7.1 percent in 1954 to 10.4 percent in 1958. Resignations varied from 4.3 percent for the years 1954 and 1958 to 5.9 percent for the year 1955. Dismissal rates increased from 1.4 percent in 1954 to 3.1 percent in 1958. For other types of separations, the rate increased from 1.4 percent in 1954 to 3.0 percent in 1958.

In connection with the rate variations, it should be noted that, in addition to the time factor, the location factor appears to be of importance. For example, in 1958 the dismissal rate for Pennsylvania, exclusive of the Philadelphia and Pittsburgh areas, was 1.2 percent; the comparable dismissal rate for the two metropolitan areas combined was 4.3 percent. Again, the 1958 resignation rate for the Philadelphia and Pittsburgh areas combined was 5.3 percent and for the remainder of the State it was 2.9 percent.

Table 5 below shows the cumulative percentage distributions of liquor store clerks by type of separation and by years of service.

Table 5

CUMULATIVE PERCENTAGE DISTRIBUTIONS OF LIQUOR STORE CLERKS
BY TYPE OF SEPARATION AND BY YEARS OF SERVICE
JANUARY 1, 1954 - MAY 31, 1959

| Line No. | Years of Service | Type for Separation | | | All Separations |
|----------|--------------------|---------------------|-----------|---------------------|-----------------|
| | | Resignation | Dismissal | Other ^{1/} | |
| | (1) | (2) | (3) | (4) | (5) |
| 1. | Less than 1 year | 27.7% | 57.9% | 3.4% | 29.9% |
| 2. | Less than 2 years | 42.7 | 72.9 | 5.4 | 42.2 |
| 3. | Less than 3 years | 53.4 | 78.5 | 9.4 | 50.2 |
| 4. | Less than 4 years | 61.5 | 82.8 | 14.3 | 56.7 |
| 5. | Less than 5 years | 68.7 | 84.9 | 15.8 | 61.4 |
| 6. | Less than 26 years | 100.0 | 100.0 | 100.0 | 100.0 |

^{1/} Deaths, retirements, leaves of absence

SOURCE: Based on data obtained from personnel records of Pennsylvania Liquor Control Board.

Examination of the table shows that resignation and dismissal rates decrease as years of service increase. The rate of other separations (deaths, retirements, and leaves of absence) increase as years of service increase.

The evidence relating to separations suggests that separation rates vary with time, employment location, and number of service years.

Part III

STATE STORE PERSONNEL POLICIES PURSUED BY THE PENNSYLVANIA LIQUOR CONTROL BOARD AND COMPARABLE CONTROL AGENCIES IN OTHER MONOPOLY STATES

Sales Operations of Liquor Control Agencies

Currently, 17 states operate so-called "liquor monopolies." North Carolina has county-operated stores and Wyoming operates only at the wholesale level. The remaining states operate retail stores. From point of view of population and industrial structure, Alabama, Idaho, Iowa, Maine, Montana, New Hampshire, Oregon, Utah, Vermont, Washington and West Virginia cannot readily be compared with Pennsylvania. Though some of the population and industrial characteristics of Michigan are comparable to Pennsylvania, it should be noted that Michigan, unlike Pennsylvania, operates what might be called a dual system; that is to say, Michigan has specially-designated distributors as well as state outlets. Under the circumstances, interstate comparisons of the operation of liquor monopolies have been confined to Pennsylvania, Ohio and Virginia.^{1/}

^{1/} The operating agencies are as follows: Pennsylvania Liquor Control Board, Ohio Department of Liquor Control, and Virginia Alcoholic Beverage Control Board.

Interstate Variations in Wage Levels

Although Pennsylvania, Ohio and Virginia are comparable as regards population and economic structure, it should be noted that wage levels in the three states are different. The differences in these levels, according to the latest available information, are shown below.

Table 6

INDICES OF 1958 WAGE LEVELS:^{1/} PENNSYLVANIA, OHIO AND VIRGINIA

(Pennsylvania = 100)

| | Pennsylvania | Ohio | Virginia |
|--|--------------|------|----------|
| (1) | (2) | (3) | (4) |
| Average Wages (All Industries) | 100 | 112 | 84 |
| Average Wages (Wholesale and Retail Trade) | 100 | 107 | 91 |

^{1/} Estimated from data obtained from the Pennsylvania Bureau of Employment Security; Ohio Bureau of Unemployment Compensation; and Virginia Unemployment Compensation Commission.

The table shows that, as regards wage levels, Ohio ranked above and Virginia ranked below Pennsylvania. Specifically, as regards average wages in wholesale and retail trade, Ohio was approximately 7 percent above and Virginia was approximately 9 percent below the Pennsylvania level.

Comparison of Pennsylvania, Ohio and Virginia Liquor Store Sales Operations and Sales Personnel

Sales Operations. The table below presents selected data relating to operations of the Pennsylvania Liquor Control Board and the comparable control agencies in Ohio and Virginia.

| | <u>Pennsylvania</u> | <u>Ohio</u> ^{1/} | <u>Virginia</u> |
|-------------------------------|---------------------|---------------------------|-----------------|
| Number of Outlets | 641 | 269 ^{a/} | 159 |
| Number of Clerks | 1,975 | 1,190 | 572 |
| Volume of Sales ^{2/} | | | |
| Dollars | \$273,000,000 | \$216,000,000 | \$111,000,000 |
| Gallonage | 20,000,000 | 12,000,000 | 7,000,000 |

^{a/} Includes 11 wholesale outlets.

^{1/} Wine is sold through private outlets in Ohio.

^{2/} Pennsylvania and Ohio data for 1958 calendar year; Virginia data for 1958 fiscal year; all data rounded to nearest million.

The table shows that the sales operations of the control agencies vary markedly in magnitude. For example, in terms of gallonage (a commonly-used measure of magnitude), during the most recent completed accounting year for which data are available, Pennsylvania stores sold 20,000,000; Ohio sold 12,000,000, and Virginia sold 7,000,000. Again, in terms of dollar volume, the differences among the three control systems are equally striking. Pennsylvania had a dollar volume of \$273,000,000, Ohio's dollar volume was \$216,000,000, and Virginia's was \$111,000,000.

The magnitude differences, as measured in terms of gallonage and dollar volume, are reflected in both the number of stores and the number of employes. As of June 1959, Pennsylvania had 641 outlets, Ohio had 269, and Virginia had 159. Similarly, the number of clerks employed by the three systems was 1,975 for Pennsylvania, 1,190 for Ohio, and 572 for Virginia.

Table 7
LIQUOR STORE CLERKS: COMPENSATION AND RELATED EMPLOYMENT DATA
PENNSYLVANIA, OHIO AND VIRGINIA
AS OF JUNE 1959

| Line No. | Compensation and Related Employment Data | Pennsylvania | Ohio ^{1/} | | Virginia ^{2/} |
|----------|--|--------------------|----------------------|-----------------------|------------------------|
| | | Liquor Store Clerk | Retail Store Clerk I | Retail Store Clerk II | Clerk |
| | (1) | (2) | (3) | (4) | (5) |
| 1. | Number of Clerks | 1,975 | 805 | 377 | 557 |
| 2. | Compensation ^{3/} | | | | |
| 3. | Minimum Base - Biweekly | \$118.00 | \$105.89 | \$115.95 | \$132.52 |
| 4. | Maximum Base - Biweekly | 150.50 | 126.99 | 138.04 | 165.64 |
| 5. | Value of Increments - Biweekly | \$6.00 - \$7.00 | \$4.60 - \$5.52 | 5.52 | \$5.54 - \$7.36 |
| 6. | Number of Increments | 5 | 4 | 4 | 5 |
| 7. | Minimum Time Between Increments | 1 year | 1 year | 1 year | 1 year |
| 8. | Method of Award | Merit | Automatic | Automatic | Merit |
| 9. | Related Employment Data | | | | |
| 10. | Work Hours Per Week ^{4/} | 39 | 40 | 40 | 44 |
| 11. | Work Days Per Week | 6 | 6 | 6 | 5½ |
| 12. | Paid Vacation - Work Days | 15 | 10-18 | 10-18 | 12-18 |
| 13. | Paid Sick Leave - Work Days | 15 | 15 | 15 | 15 |
| 14. | Paid Holidays | 13 | 6 | 6 | 11 |
| 15. | Civil Service Status | Yes | Yes | Yes | No |

^{1/} 8 Retail Store Clerks III not included.

^{2/} 15 Assistant Clerks not included.

^{3/} Biweekly compensation estimated for Ohio and Virginia clerks by dividing annual compensation by 26.08.

^{4/} Work week for Virginia clerks reduced to 40 hours beginning July 1, 1959.

SOURCE: Based on data obtained from Pennsylvania Liquor Control Board, Ohio Department of Liquor Control, and Virginia Alcoholic Beverage Control Board.

Biweekly Base Compensation and Increments. Table 7

shows compensation and related employment data for Pennsylvania, Ohio and Virginia liquor store clerks as of June 1959.

Examination of columns (2), (3), (4) and (5), lines 3 and 4, shows that the variations in the compensation of clerks employed by the three control systems are less pronounced than the variations in magnitude of sales operations. For example, minimum biweekly compensation is \$118 for liquor clerks in Pennsylvania stores, and \$105.83 and \$115.95 for Retail Store Clerks I and II, respectively, in Ohio^{2/} and \$132.52 for clerks in Virginia stores. Similarly, the maximum biweekly base pay is \$150.50 for clerks in Pennsylvania stores, \$126.99 and \$138.04 for Retail Store Clerks I and II, respectively, in Ohio, and \$165.64 for clerks in Virginia stores.

^{2/} The evidence suggests that the combined duties of Ohio Retail Store Clerks I and II are essentially the same as the duties of the Pennsylvania liquor store clerks.

In comparing minimum and maximum base compensation for clerks in the different liquor control systems, it should be noted that the hours per week, as well as the number of days worked per week vary (lines 10 and 11). In Pennsylvania, the clerk's work week is six days; in Ohio, it is six days; and in Virginia, it is five and one-half days. Similarly, hours worked per week range from 39 for Pennsylvania clerks to 44 for Virginia clerks, with Ohio occupying an intermediate position of 40 hours. Again, it should be noted (lines 7 and 8) that, in order to move from the minimum base pay to the maximum base pay, Pennsylvania and Virginia clerks must have completed specified periods of service and received acceptable performance ratings, whereas the award of increments in Ohio is based solely on length of service.

Hourly Rates. The table below shows estimated hourly rates, which reflect both compensation and hours worked, for liquor store clerks as of June 1959.

| | <u>Hourly Rates^{1/}</u> | |
|-----------------------|----------------------------------|-----------------------------|
| | <u>Minimum Base Pay</u> | <u>Maximum Base Pay</u> |
| Pennsylvania Clerk | \$1.51 | \$1.93 |
| Ohio | | |
| Retail Store Clerk I | 1.32 | 1.59 |
| Retail Store Clerk II | 1.45 | 1.73 |
| Virginia | | |
| Clerk | 1.51 | 1.88 |

^{1/} Estimated on basis of work hours per week.

Perusal of the table shows that Pennsylvania and Virginia pay the highest minimum hourly rates and Pennsylvania pays the highest maximum hourly rate.

Employment Security and Fringe Benefits. The wage data for liquor store sales personnel should be evaluated in conjunction with such matters as job security and fringe benefits. As regards job security, it should be observed that liquor store personnel in Pennsylvania and Ohio have civil service status. As regards fringe benefits, such as paid vacation, paid sick leave, and paid holidays, the evidence suggests that Pennsylvania ranks first, Virginia second, and Ohio third.

Compensation of Liquor Store Employes and Employes of Private Retail and Wholesale Establishments: A Comparison.

It is generally agreed that the quality of applicants who will seek employment at the compensation fixed by governmental agencies depends in part upon the compensation available for the performance of comparable duties in the private market.

The table below compares minimum and maximum base compensation of sales personnel in Pennsylvania, Ohio and Virginia liquor stores with the estimated average biweekly compensation of the employes of private wholesale and retail establishments in the respective states.

| State | Estimated Average Biweekly Compensation of Employes of Private Retail and Wholesale Establish- ments: 1958 | Biweekly Base Pay of Liquor Store Clerks | |
|-----------------------|--|---|----------|
| | | Minimum | Maximum |
| Pennsylvania | \$136.00 | \$118.00 | \$150.50 |
| Ohio | 145.00 | | |
| Retail Store Clerk I | | 105.83 | 126.99 |
| Retail Store Clerk II | | 115.95 | 138.04 |
| Virginia | 123.00 | 132.52 | 165.64 |

Examination of the table shows that the approximate differences between the average biweekly compensation paid by private wholesale and retail establishments and the minimum and maximum compensation paid by the three liquor control agencies are: for Pennsylvania, \$18 above the minimum and \$15 below the maximum; Ohio, \$39 above the minimum and \$7 above the maximum; Virginia, \$10 below the minimum and \$43 below the maximum.

