

SENATE No. 528

The Commonwealth of Massachusetts

REPORT OF THE JOINT COMMITTEE ON WAYS AND MEANS, AUTHORIZED TO SIT DURING THE RECESS OF THE GENERAL COURT FOR THE PURPOSE OF MAKING AN IN- VESTIGATION AND STUDY OF ANY OR ALL MATTERS PERTAINING TO THE FINANCES OF THE COMMONWEALTH.

The Joint Committee on Ways and Means submits its report under the provisions of the following order adopted by both branches of the Legislature at the last session:—

Ordered, That the joint committee on Ways and Means is hereby authorized during the recess of the General Court to make an investigation and study of the recommendations made in current House document numbered nineteen hundred, being a message from His Excellency the Governor submitting the report of the Governor's Advisory Salary Standardization Board, to wit that "We wish to state most emphatically that should the present cost-of-living stay at its present level, or should there be further increases, all state employees should be given a temporary cost-of-living adjustment on January 1, 1949." Said committee shall report to the General Court the results of its investigation and study, together with drafts of legislation necessary to carry such recommendations into effect, by filing the same with the Clerk of the Senate on or before the first Wednesday of January, nineteen hundred and forty-nine.

The following are the members of the joint committee on Ways and Means authorized to sit under the authority of the above legislative orders: —

Senators.

Furbush of Waltham, *Senate Chairman.*
Haley of Rowley.
Ormsbee of Raynham.
Callahan of Salem.
Sears of Dedham.
Nolen of Holyoke.
Murphy of Dorchester.

Representatives.

Smith of Holbrook, *House Chairman.*
Gibbons of Stoneham, *Vice Chairman.*
Sylvia of Oak Bluffs.
Tilden of Scituate.
Stetson of Middleborough.
Gray of Springfield.
Cousens of Waltham.
Law of Holyoke.
Palmer of Braintree.
Wood of Easton.
Doyle of Worcester.
Sullivan of Boston.
Conway of Millville.
Carroll of Boston.
Crowley of Boston.

The committee prepared and favorably recommended during the 1948 session, House Bill, No. 1900, an act granting salary increases and the payment of a cost-of-living bonus, and at that time stated that "should the present cost of living stay at its present level, or should there be further increases, all state employees should be given a temporary cost-of-living adjustment on January 1, 1949." The cost-of-living index has shown an increase of 1.9 per cent during the period of January, 1948, to November, 1948. During the last four months

— August, September, October and November — food prices have shown a slight decline, while clothing, shelter, fuel and light and sundries have shown an increase. The factors influencing a further decline cannot be correctly analyzed at this time, but it appears that crop conditions, material prices, federal housing legislation and rent control legislation cannot affect the cost of living sufficiently to immediately reduce the index below the January, 1948, level. The committee therefore recommends that a cost-of-living bonus of \$200 be paid to each employee in the state service on March first, nineteen hundred and forty-nine, as proposed by House Bill, No. 245.

It was expected that problems in administration of the salary and classification plan of state employees as enacted by chapter 311 of the acts of 1948 would arise. The Committee has carefully watched the application of this act and finds that amendments are desirable. The detailed effect of its application could not be foreseen.

The provisions of the act limiting any single increase to \$600 has in some instances worked to the disadvantage of long tenure employees, and to the advantage of employees with a smaller number of years' service. Because of the provisions of section 4, which did not give those promoted prior to July, 1947, the same alternatives as those promoted since July, 1947, the act gave a distinct advantage to those promoted after July, 1947. The Commission on Administration and Finance has filed appropriate legislation to remedy these inconsistencies, and the Committee heartily endorses their action.

Since the enactment of chapter 311 of the Acts of 1948, the Committee has made every effort to observe its effects in retaining employees and attracting new employees. In some cases salary levels established by chapter 311 of the Acts of 1948 have placed the Commonwealth in a competitive position with private employment. In the clerical, skilled and the attendant nurse positions, we have not been able to compete with private employment. The great number of vacancies in the state service is sufficient evidence to warrant a recommendation for

higher wage levels. In the Department of Mental Health there are more than 1,900 vacancies. In the clerical field many vacancies exist. Vacancies are more prevalent in the position classifications which are unionized in private employment.

The period from January, 1948, to September, 1948, shows an upward trend in wage levels in the manufacturing employment of the State, reaching 247.7 in September as compared with 239.5 in January, 1948. There was a small decline during the month of November. Some factors are discernible that indicate a leveling off of wage levels. There have been some renewals of union contracts without any wage increases, but there is no evidence of a declining wage level — in fact, contracts between employees and employers would prohibit any drastic reductions at this time.

In view of the fact that the Commonwealth cannot attract competent people with its present salary schedules, and to aid in filling the many vacancies which now exist, the Committee recommends a flat salary increase of \$360 per year, which will provide a high percentage increase in the lower pay brackets and undoubtedly relieve the present shortage of help in our institutions. Appropriate legislation is contained in Appendix A.

RICHARD I. FURBUSH,

Senate Chairman.

ROY C. SMITH,

House Chairman.

CHARLES GIBBONS,

Vice Chairman.

CORNELIUS F. HALEY.

NATHANIEL TILDEN.

GEORGE WARD STETSON.

ALBERT E. WOOD.

RAYMOND B. PALMER.

THOMAS T. GRAY.

G. CHAUNCEY COUSENS.

JOSEPH A. SYLVIA.

MINORITY REPORT.

The undersigned refrain from signing the majority report because the Committee made no study of the matters involved in the report referred to them in June, 1948, until January 4, 1949 — less than twenty-four hours before the new Legislature convenes. "Lame Duck" action on such important matters have been frowned upon by all legislative bodies. The subject matter contained in the report involves expenditure by the incoming Legislature of nearly \$16,000,000.

Consideration by the committee on such enormous expenditures of money requires more than twenty minutes of study by a Committee whose main function is to report on ways and means of financing proposed legislation.

The belated beneficence as expressed in the majority report justifies the verdict that the people expressed on November second, last.

WILLIAM E. NOLEN.
JOHN HENRY CARROLL.
M. J. CONWAY.
JEREMIAH D. CROWLEY.
ANTHONY R. DOYLE.
PATRICK GILBERT SULLIVAN.

PROPOSED LEGISLATION.

APPENDIX A.

The Commonwealth of Massachusetts

In the Year One Thousand Nine Hundred and Forty-Nine.

AN ACT RELATIVE TO THE PERMANENT SALARY SCHEDULE
FOR CERTAIN STATE OFFICERS AND EMPLOYEES.

Be it enacted by the Senate and House of Representatives in General Court assembled, and by the authority of the same, as follows:

1 Section 46 of chapter 31 of the General Laws, as
2 amended by section 2 of chapter 311 of the acts of
3 1948, is hereby amended by striking out the salary
4 schedules appearing therein and inserting in place
5 thereof the following:—

General Salary Schedule.

SALARY GRADE No.	Incre- ment.	RATES (ON TOTAL CASH BASIS).					
		Mini- mum.	Second Year.	Third Year.	Fourth through Seventh Year.	Eighth through Eleventh Year.	Maximum from Twelfth Year.
1	\$120	\$1,560	\$1,680	\$1,800	\$1,920	\$2,040	\$2,160
2	120	1,620	1,740	1,860	1,980	2,100	2,220
3	120	1,680	1,800	1,920	2,040	2,160	2,280
4	120	1,740	1,860	1,980	2,100	2,220	2,340
5	120	1,800	1,920	2,040	2,160	2,280	2,400
6	120	1,860	1,980	2,100	2,220	2,340	2,460

General Salary Schedule — Continued.

SALARY GRADE NO.	Incre- ment.	RATES (ON TOTAL CASH BASIS).					
		Mini- mum.	Second Year.	Third Year.	Fourth through Seventh Year.	Eighth through Eleventh Year.	Maximum from Twelfth Year.
7	\$120	\$1,920	\$2,040	\$2,160	\$2,280	\$2,400	\$2,520
8	120	1,980	2,100	2,220	2,340	2,460	2,580
9	120	2,040	2,160	2,280	2,400	2,520	2,640
10	120	2,100	2,220	2,340	2,460	2,580	2,700
11	120	2,160	2,280	2,400	2,520	2,640	2,760
12	120	2,220	2,340	2,460	2,580	2,700	2,820
13	120	2,280	2,400	2,520	2,640	2,760	2,880
14	120	2,340	2,460	2,580	2,700	2,820	2,940
15	120	2,400	2,520	2,640	2,760	2,880	3,000
16	120	2,460	2,580	2,700	2,820	2,940	3,060
17	120	2,520	2,640	2,760	2,880	3,000	3,120
18	120	2,580	2,700	2,820	2,940	3,060	3,180
19	120	2,640	2,760	2,880	3,000	3,120	3,240
20	120	2,700	2,820	2,940	3,060	3,180	3,300
21	120	2,760	2,880	3,000	3,120	3,240	3,360
22	120	2,820	2,940	3,060	3,180	3,300	3,420
23	120	2,880	3,000	3,120	3,240	3,360	3,480
24	120	2,940	3,060	3,180	3,300	3,420	3,540
25	120	3,000	3,120	3,240	3,360	3,480	3,600
26	120	3,060	3,180	3,300	3,420	3,540	3,660
27	120	3,120	3,240	3,360	3,480	3,600	3,720
28	120	3,180	3,300	3,420	3,540	3,660	3,780
29	120	3,240	3,360	3,480	3,600	3,720	3,840
30	120	3,300	3,420	3,540	3,660	3,780	3,900
31	180	3,360	3,540	3,720	3,900	4,080	4,260
32	180	3,420	3,600	3,780	3,960	4,140	4,320
33	180	3,480	3,660	3,840	4,020	4,200	4,380
34	180	3,540	3,720	3,900	4,080	4,260	4,440
35	180	3,600	3,780	3,960	4,140	4,320	4,500
36	180	3,660	3,840	4,020	4,200	4,380	4,560
37	180	3,720	3,900	4,080	4,260	4,440	4,620
38	180	3,780	3,960	4,140	4,320	4,500	4,680
39	180	3,840	4,020	4,200	4,380	4,560	4,740
40	180	3,900	4,080	4,260	4,440	4,620	4,800
41	180	3,960	4,140	4,320	4,500	4,680	4,860

General Salary Schedule — Concluded.

SALARY GRADE No.	Incre- ment.	RATES (ON TOTAL CASH BASIS).					
		Mini- mum.	Second Year.	Third Year.	Fourth through Seventh Year.	Eighth through Eleventh Year.	Maximum from Twelfth Year.
42	\$180	\$4,020	\$4,200	\$4,380	\$4,560	\$4,740	\$4,920
43	180	4,080	4,260	4,440	4,620	4,800	4,980
44	180	4,140	4,320	4,500	4,680	4,860	5,040
45	180	4,200	4,380	4,560	4,740	4,920	5,100
46	180	4,260	4,440	4,620	4,800	4,980	5,160
47	180	4,320	4,500	4,680	4,860	5,040	5,220
48	180	4,380	4,560	4,740	4,920	5,100	5,160
49	240	4,440	4,680	4,920	5,160	5,400	5,640
50	240	4,560	4,800	5,040	5,280	5,520	5,760
51	240	4,680	4,920	5,160	5,400	5,640	5,880
52	240	4,800	5,040	5,280	5,520	5,760	6,000
53	240	4,920	5,160	5,400	5,640	5,880	6,120
54	240	5,040	5,280	5,520	5,760	6,000	6,240
55	240	5,160	5,400	5,640	5,880	6,120	6,360
56	240	5,280	5,520	5,760	6,000	6,240	6,480
57	240	5,400	5,640	5,880	6,120	6,360	6,600
58	300	5,460	5,760	6,060	6,360	6,660	6,960
59	300	5,760	6,060	6,360	6,660	6,960	7,260
60	300	6,060	6,360	6,660	6,960	7,260	7,560
61	300	6,360	6,660	6,960	7,260	7,560	7,860
62	300	6,660	6,960	7,260	7,560	7,860	8,160
63	300	6,960	7,260	7,560	7,860	8,160	8,460
64	300	7,260	7,560	7,860	8,160	8,460	8,760
65	300	7,560	7,860	8,160	8,460	8,760	9,060
66	300	7,860	8,160	8,460	8,760	9,060	9,360
67	300	8,160	8,460	8,760	9,060	9,360	9,660
68	300	8,460	8,760	9,060	9,360	9,660	9,960
69	300	8,760	9,060	9,360	9,660	9,960	10,260
70	300	9,060	9,360	9,660	9,960	10,260	10,560
71	300	9,360	9,660	9,960	10,260	10,560	10,860
72	300	9,660	9,960	10,260	10,560	10,860	11,160
73	300	9,960	10,260	10,560	10,860	11,160	11,460
74	300	10,260	10,560	10,860	11,160	11,460	11,760

Labor Service Salary Schedule.

SALARY GRADE No.	Incre- ment.	RATES.					
		Mini- mum.	Seven through Twelve Months.	Thirteen through Eighteen Months.	Nineteen Months through Fifth Year.	Sixth Year through Ninth Year.	Maximum from Twelfth Year.
1	\$60	\$2,400	\$2,460	\$2,520	\$2,580	\$2,640	\$2,700
2	60	2,460	2,520	2,580	2,640	2,700	2,760
3	60	2,520	2,580	2,640	2,700	2,760	2,820
4	60	2,580	2,640	2,700	2,760	2,820	2,880
5	60	2,640	2,700	2,760	2,820	2,880	2,940
6	60	2,700	2,760	2,820	2,880	2,940	3,000
7	60	2,760	2,820	2,880	2,940	3,000	3,060
8	60	2,820	2,880	2,940	3,000	3,060	3,120
9	60	2,880	2,940	3,000	3,060	3,120	3,180
10	60	2,940	3,000	3,060	3,120	3,180	3,240
11	60	3,060	3,120	3,180	3,240	3,300	3,360
12	60	3,180	3,240	3,300	3,360	3,420	3,480
13	60	3,300	3,360	3,420	3,480	3,540	3,600



