Final Report of the 

JUDICIAL 
COMPENSATION 
COMMISSION 

February 2013

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INTRODUCTION

The Judicial Compensation Commission is established in Title 4, chapter 35 of the Maine Revised Statues annotated. The Commission is required to study and make recommendations regarding the salary, benefits and retirement to be paid for all justices and judges of the Supreme Judicial Court, the Superior Court and the District Court. The Commission operates with a goal of making sure the most highly qualified lawyers in this state are willing to serve in Maine’s judicial branch. One of the criteria is a comparison to compensation in other states.

In the most recent national rankings (see Appendix A), Maine was:

January 1, 2012
Highest Court 49th
General Jurisdiction Trial Court 48th

The commission is required to report biennially by December 1st of even-number years to the joint standing committees of the Legislature having jurisdiction over appropriations matters and judicial matters.

The 3 members of the commission are:

Hon. Joshua A. Tardy, Chair
Daniel W. Marra, and
Dr. Joseph R. Reisert
The Commission held three meetings. The first meeting was on September 25, 2012, the second was on November 13, 2012 and final meeting was on January 11, 2013.

**September 25th Meeting**

Members received an information packet including the agenda, the enabling legislation, MRSA §1701, a state by state ranking of judicial salaries compiled by the National Center for State Courts, Judicial Branch responses to questions raised by the Legislative Office of the Executive Director, including Maine judicial salaries and a MainePERS Judicial Retirement Program member handbook for judges and justices.

Chief Justice Saufley was invited to address the commission to offer comments and reminded commission members that the Judicial Compensation Commission was created as a well-supported independent group to provide recommendations in a manner that avoids political issues between branches.

Chief Justice Saufley indicated to the commission members that she is fully aware of the economic realities and highlighted 4 reasons appropriate judicial compensation continues to be necessary:

- to attract highly qualified attorneys
- to provide a diverse group of professional backgrounds
- to deter existing judges from leaving the bench
- to ensure judges are not demoralized

Chief Justice Saufley commented that Maine’s ranking of judicial salaries when compared to other states has declined over the past 5 years and expressed concern that compensation was no longer at a respectful level in comparison to other state employees. Chief Justice relayed a concern that trial judges feel demoralized as a judge with 20 years of experience is making the same salary as a new hire.

The Chief Justice also expressed a concern that the diversity of the bench is narrowing with most justices having a background in government or legal service agencies and not experience in private practice or business.

Following Chief Justice Saufley’s comments, commission members reviewed a spreadsheet prepared by the Judicial Branch that identified actual salary data from fiscal year 1998-99 through fiscal year 2012-13 as well as what the justices’ salaries would have been if the cost-of-living adjustments authorized by current law had been awarded.

The meeting concluded with a list of additional information to review at their next meeting.
November 13\textsuperscript{th} Meeting
At the commission’s second meeting, members reviewed the requested salary data of the following:

- Attorneys working in private practice in Maine
- Arbitrators and mediators who are hired as private judges
- Federal judicial salaries
- University of Maine Law School professors’ salaries
- Commissioners and Constitutional Officers
- School superintendents
- Physicians employed by state government
- Public Utilities Commissioners

Commission members also reviewed information provided by the Governor’s Office that identified the background and years of experience of the attorneys who applied for judicial appointments.

January 11\textsuperscript{th} Meeting
The Commission’s third and final meeting began with the adoption of the minutes of the November 13\textsuperscript{th}, 2012 meeting. Members then reviewed a comparison of Maine’s ranking of judicial salaries among other states from the period January 2008 to January 2012 to demonstrate how Maine’s ranking had deteriorated over time.

Maine's Ranking of Judicial Compensation
As Compared to Other States

<table>
<thead>
<tr>
<th></th>
<th>Highest Court</th>
<th>General-Jurisdiction Trial Court</th>
</tr>
</thead>
<tbody>
<tr>
<td>January-12</td>
<td>49</td>
<td>48</td>
</tr>
<tr>
<td>July-11</td>
<td>49</td>
<td>48</td>
</tr>
<tr>
<td>January-11</td>
<td>48</td>
<td>47</td>
</tr>
<tr>
<td>July-10</td>
<td>48</td>
<td>47</td>
</tr>
<tr>
<td>January-10</td>
<td>47</td>
<td>47</td>
</tr>
<tr>
<td>July-09</td>
<td>48</td>
<td>47</td>
</tr>
<tr>
<td>January-09</td>
<td>46</td>
<td>45</td>
</tr>
<tr>
<td>July-08</td>
<td>46</td>
<td>45</td>
</tr>
<tr>
<td>January-08</td>
<td>47</td>
<td>47</td>
</tr>
</tbody>
</table>

Source: National Center for State Courts - Survey of Judicial Salaries
The Commission then welcomed Vendean Vafiadis, Esq. to join them to discuss her experiences as a former justice. She told members that she felt Maine has an excellent judiciary as a whole and that the motivation for many justices is a sense of public service, a quest for justice and a commitment to Maine. Although it is an honor to be appointed and serve, she indicated that many take a downward salary adjustment to do so. A commission member agreed and indicated that some attorneys have been reluctant to seek a judgeship because of the salary level. Ms. Vafiadis said it is important that judicial salaries keep pace with the cost-of-living and that failure to do so has an adverse impact on judges’ morale.

She was also asked by a commission member if the lack of cost-of-living increase affected their retirement benefit. She indicated it certainly does because the benefit is calculated based on the individual’s high three years. A commission member added that sooner rather than later people will stop applying for a judicial appointment because of salary and retirement benefit concerns.

The meeting ended with the commission members unanimously agreeing on the following findings and recommendations.

<table>
<thead>
<tr>
<th>FINDINGS</th>
</tr>
</thead>
<tbody>
<tr>
<td>The commission finds that higher judicial compensation continues to be necessary:</td>
</tr>
<tr>
<td>• to attract highly qualified attorneys</td>
</tr>
<tr>
<td>• to provide a diverse group of professional backgrounds</td>
</tr>
<tr>
<td>• to deter existing judges from leaving the bench</td>
</tr>
<tr>
<td>• to ensure judges are not demoralized</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>RECOMMENDATIONS</th>
</tr>
</thead>
<tbody>
<tr>
<td>For this biennial report, the Judicial Compensation Commission recommends an increase in judicial salaries to raise salaries to the level they would have been if all authorized cost-of-living increases had been awarded. This was also a recommendation of the Judicial Compensation Commission report in 2008.</td>
</tr>
</tbody>
</table>

**Recommendation #1 - Judicial Salaries**

The Judicial Compensation Commission wants to reemphasize the need to appropriately fund Maine judicial salaries so that they are comparable to other states. This is necessary to achieve the commission’s primary goal of attracting and employing high quality judges.

Specifically, the Judicial Compensation Commission recommends that, as of July 1, 2013, base salaries for the judiciary be increased from the current salaries paid in FY12 in the following manner:
Chief Justice, Supreme Court from $138,138 to $157,475;
Associate Justice, Supreme Court from $119,477 to $136,214;
Chief Justice, Superior Court from $116,981 to $133,374;
Associate Justice, Superior Court from $111,969 to $127,629;
Chief Judge, District Court from $116,981 to $133,374;
Deputy Chief Judge, District Court from $114,465 to $130,533; and
Associate Judge, District Court from $111,969 to $127,629.

These recommended base salaries reflect what judicial salaries would be if the cost-of-living increases authorized in MRSA Title 4 were awarded in fiscal year 2003-04, fiscal year 2004-05, fiscal year 2010-11, fiscal year 2011-12 and fiscal year 2012-13.

Recommendation #2 – Report Deadline
The Judicial Compensation Commission recommends extending the reporting deadline from December 1st to December 15th to ensure that their future recommendations and proposed legislation is submitted to members of the incoming Legislature.

In making the recommendation regarding salary levels, the Commission recognizes the fiscal constraints facing the state but believes that the Commission’s original base salary level recommendations remain appropriate. The Commission once again notes that previously scheduled judicial salary increases have often been forestalled by budgetary decisions in recent years and the recommended increases contained in this report will finally restore judicial salaries to the intended and proper level. The Commission wishes to emphasize that any final increase to the base salaries which is less than the recommended levels and any future effort to deny previous commitments to cost-of-living increases will be counterproductive to the goal of achieving adequate compensation levels for members of Maine’s judiciary. Legislation to accomplish these recommendations is contained in Appendix B of this report.

IMPLICATIONS

The Commission remains convinced that judicial compensation, not just salary, is crucial to insure that the most qualified and highly trained individuals are retained as judges. The negative consequences of failing to adequately compensate members of Maine’s judiciary far outweigh the relatively small financial impact of providing long overdue resources to a crucial sector of Maine State government.
APPENDIX A

State Ranking of Judicial Salaries
January 2012
The *Survey of Judicial Salaries*, published for nearly 30 years by the National Center for State Courts (NCSC) with the support of state court administrative offices across the United States, serves as the primary record of compensation for state judicial officers and state court administrators.

This issue of the *Survey of Judicial Salaries* reports salary data as of January 1, 2012. This cut-off date is important because states implement salary changes at various points during the year. However, a standard and unchanging cutoff date must be established to publish salary data in a timely and predictable fashion. Various tables and graphics show the number of states with salary increases, salary rankings across states, and the impact of cost-of-living indices on judicial salaries.

### Beginning in 2009, only a handful of states have reported judicial salary increases.

#### Number of States Reporting Salary Increases

- **Courts of Last Resort**
  - 2007: 40
  - 2008: 36
  - 2009: 9
  - 2010: 8
  - 2011: 10

- **Intermediate Appellate Courts**
  - 2007: 30
  - 2008: 29
  - 2009: 7
  - 2010: 6
  - 2011: 5

- **General-Jurisdiction Trial Courts**
  - 2007: 41
  - 2008: 36
  - 2009: 13
  - 2010: 9
  - 2011: 9

- **State Court Administrators**
  - 2007: 38
  - 2008: 31
  - 2009: 11
  - 2010: 9
  - 2011: 12

Through January 1, 2012, the average annual percent increase in salaries for the courts of last resort, the intermediate appellate courts, and general-jurisdiction judges was close to zero, only 0.63%, on average, across all states. This is nearly the same percentage increase seen in calendar year 2010. In addition, the number of states that increased salaries was very low by historical standards. For courts of last resort, only 10 states increased salaries in calendar year 2011; for intermediate appellate courts only 5 states; and for general-jurisdiction judges, just 9 states. For the state court administrators, the percent increase in salaries during 2011 was .94%, nearly the same as the 2010 increase. Twelve states increased salaries for state court administrators during 2011. The bar charts here summarize the number of states increasing judicial salaries over the past five years.

#### Judicial Salaries at a Glance

The average annual percent change for the four judicial positions, and the state court administrators analyzed by the *Survey*, is .55% for 2011. As indicated in the table below, this increase is far less than the pre-recession (2003-2007) average increase of 3.24%. The lower 2008/2009 average increase of 1.67% was not unexpected as the nation’s economy, and by extension government revenues, was mired in the vast economic recession. The 2011 average increase of .55% continues the downward trend. The ongoing impact of the sluggish economic recovery on tax revenue and on state budgets is anticipated to level off or possibly get worse before substantial improvement is seen. The following table summarizes current salaries for the major judicial positions.

<table>
<thead>
<tr>
<th>Position</th>
<th>Mean</th>
<th>Median</th>
<th>Range</th>
<th>Average % Change</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Chief, Highest Court</strong></td>
<td>$157,759</td>
<td>$152,500</td>
<td>$115,160 to $228,856</td>
<td>3.19%</td>
</tr>
<tr>
<td><strong>Associate Justice, Court of Last Resort</strong></td>
<td>$152,606</td>
<td>$146,917</td>
<td>$112,530 to $218,237</td>
<td>3.21%</td>
</tr>
<tr>
<td><strong>Judge, Intermediate Appellate Courts</strong></td>
<td>$146,887</td>
<td>$140,732</td>
<td>$105,050 to $204,599</td>
<td>3.20%</td>
</tr>
<tr>
<td><strong>Judge, General-Jurisdiction Trial Courts</strong></td>
<td>$137,151</td>
<td>$132,500</td>
<td>$104,170 to $160,802</td>
<td>3.30%</td>
</tr>
<tr>
<td><strong>State Court Administrators</strong></td>
<td>$136,547</td>
<td>$130,410</td>
<td>$89,960 to $211,272</td>
<td>3.30%</td>
</tr>
</tbody>
</table>

Note: This online version is the definitive version of the *Survey of Judicial Salaries*, Vol. 37 No. 1.
The table below lists the salaries and rankings for associate justices of the courts of last resort, associate judges of intermediate appellate courts, and judges of general-jurisdiction trial courts (actual salaries and cost-of-living-adjusted salaries) as of January 1, 2012. Where possible, the salary figures are actual salaries. In jurisdictions where some judges receive supplements, the figures are the most representative available—either the base salary, the midpoint of a range between the lowest and highest supplemented salaries, or the median. Salaries are ranked from highest to lowest, with the highest salary for each position having a rank of “1.” The lowest salary has a rank of “51” except for intermediate appellate courts, which exist in only 39 states. The mean, median, and salary range for each of the positions are also shown.

<table>
<thead>
<tr>
<th>Highest Court</th>
<th>Intermediate Appellate Court</th>
<th>General-Jurisdiction Trial Court</th>
</tr>
</thead>
<tbody>
<tr>
<td>Mean</td>
<td>$152,606</td>
<td>$146,887</td>
</tr>
<tr>
<td>Median</td>
<td>$146,917</td>
<td>$140,732</td>
</tr>
<tr>
<td>Range</td>
<td>$112,530 to $218,237</td>
<td>$105,050 to $204,599</td>
</tr>
</tbody>
</table>

Using the ACCRA Cost-of-Living Index

The Council for Community and Economic Research—C2ER (formerly the ACCRA organization)—is the most widely accepted U.S. source for cost-of-living indices, with nearly 400 reporting jurisdictions across America. The cost-of-living indices used in this report were developed by examining the average costs of goods and services for the latest four running fiscal quarters. The factors reflect an average of the reporting jurisdictions in a particular state (i.e., the cost-of-living index for Virginia is the average of the cost-of-living indices for each reporting jurisdiction in Virginia). More detailed information can be found at www.accra.org or www.c2er.org.
The tables below list the salaries for associate justices of the courts of last resort, associate judges of intermediate appellate courts, and judges of general-jurisdiction trial courts (actual salaries and cost-of-living-adjusted salaries) as of January 1, 2012. Where possible, the salary figures are actual salaries. In jurisdictions where some judges receive supplements, the figures are the most representative available—either the base salary, the midpoint of a range between the lowest and highest supplemented salaries, or the median. The listings are in rank order from highest to lowest salary. The mean, median, and salary range for each of the positions are also shown.

<table>
<thead>
<tr>
<th>Highest Court</th>
<th>Intermediate Appellate Court</th>
<th>General-Jurisdiction Trial Court</th>
</tr>
</thead>
<tbody>
<tr>
<td>California</td>
<td>$218,237</td>
<td>Illinois</td>
</tr>
<tr>
<td>Illinois</td>
<td>$209,344</td>
<td>California</td>
</tr>
<tr>
<td>Pennsylvania</td>
<td>$195,309</td>
<td>Delaware</td>
</tr>
<tr>
<td>Alaska</td>
<td>$192,372</td>
<td>Delaware</td>
</tr>
<tr>
<td>Delaware</td>
<td>$186,751</td>
<td>Pennsylvania</td>
</tr>
<tr>
<td>New Jersey</td>
<td>$185,482</td>
<td>Alaska</td>
</tr>
<tr>
<td>District of Columbia</td>
<td>$184,500</td>
<td>District of Columbia</td>
</tr>
<tr>
<td>Virginia</td>
<td>$183,839</td>
<td>New York</td>
</tr>
<tr>
<td>Alabama</td>
<td>$180,005</td>
<td>Hawaii</td>
</tr>
<tr>
<td>Nevada</td>
<td>$170,000</td>
<td>Louisiana</td>
</tr>
<tr>
<td>Tennessee</td>
<td>$167,976</td>
<td>Kansas</td>
</tr>
<tr>
<td>Georgia</td>
<td>$167,210</td>
<td>Colorado</td>
</tr>
<tr>
<td>Rhode Island</td>
<td>$166,566</td>
<td>Colorado</td>
</tr>
<tr>
<td>Michigan</td>
<td>$164,610</td>
<td>South Carolina</td>
</tr>
<tr>
<td>Arizona</td>
<td>$155,000</td>
<td>South Carolina</td>
</tr>
<tr>
<td>Minnesota</td>
<td>$159,361</td>
<td>South Carolina</td>
</tr>
<tr>
<td>Utah</td>
<td>$145,981</td>
<td>South Carolina</td>
</tr>
<tr>
<td>Arkansas</td>
<td>$145,350</td>
<td>South Carolina</td>
</tr>
<tr>
<td>Connecticut</td>
<td>$147,520</td>
<td>South Carolina</td>
</tr>
<tr>
<td>Maryland</td>
<td>$142,410</td>
<td>South Carolina</td>
</tr>
<tr>
<td>Florida</td>
<td>$136,522</td>
<td>South Carolina</td>
</tr>
<tr>
<td>Arizona</td>
<td>$137,750</td>
<td>South Carolina</td>
</tr>
<tr>
<td>New Mexico</td>
<td>$117,500</td>
<td>South Carolina</td>
</tr>
<tr>
<td>New Mexico</td>
<td>$117,506</td>
<td>Montana</td>
</tr>
<tr>
<td>Mississippi</td>
<td>$112,530</td>
<td>Montana</td>
</tr>
<tr>
<td>South Dakota</td>
<td>$118,173</td>
<td>Montana</td>
</tr>
<tr>
<td>Mean</td>
<td>$152,606</td>
<td>Median</td>
</tr>
<tr>
<td>Median</td>
<td>$146,917</td>
<td>Range</td>
</tr>
<tr>
<td>Standard Deviation</td>
<td>$116,732</td>
<td>Standard Deviation</td>
</tr>
<tr>
<td>$112,530 to $218,237</td>
<td>$105,050 to $204,599</td>
<td>$104,170 to $180,802</td>
</tr>
</tbody>
</table>

Information in this Survey is collected from designated representatives in each state. The National Center for State Courts has protocols in place to help ensure the accuracy of the data that are collected, analyzed, and ultimately reported.
The National Center for State Courts is a nonprofit organization dedicated to the modernization of court operations and the improvement of justice at the state and local levels throughout the country. It functions as an extension of the state court systems, working for them at their direction and providing for them an effective voice in matters of national importance.

The National Center acts as a focal point for state judicial reform and provides the means for reinvesting in the all states the profits gained from judicial advances in any state. Funding for this Survey is made possible by assessments from all the states and territories and by individual contributions.

Points of view are those of the authors and do not necessarily represent the official position or policies of the National Center for State Courts. If you have questions or comments regarding this Survey, contact the National Center for State Courts, Knowledge and Information Services, 300 Newport Avenue, Williamsburg, VA 23185, (800) 616-6164, fax (757) 564-2075.

This Survey was prepared by the Knowledge and Information Services (KIS) Office of the National Center for State Courts, with assistance from Visual Research.
APPENDIX B

Proposed Legislation
Appendix B

An Act to Implement the Recommendations of the Judicial Compensation Commission

Emergency preamble. Whereas, acts and resolves of the Legislature do not become effective until 90 days after adjournment unless enacted as emergencies; and

Whereas, the 90-day period may not terminate until after the beginning of the next fiscal year; and

Whereas, current salaries for members of State’s judiciary are among the lowest in the nation; and

Whereas, it is the recommendation of the Judicial Compensation Commission that increases to judicial salaries become effective July 1, 2013; and

Whereas, in the judgment of the Legislature, these facts create an emergency within the meaning of the Constitution of Maine and require the following legislation as immediately necessary for the preservation of the public peace, health and safety; now, therefore,

Be it enacted by the People of the State of Maine as follows:

Sec. 1. 4 MRSA §4, sub-§1, is amended to read:

1. Chief justice; salary. The Chief Justice of the Supreme Judicial Court is entitled to receive a salary, for fiscal year 1998-99 2013-14 and thereafter, of $111,000 $157,475, to be paid biweekly.

Sec. 2. 4 MRSA §4, sub-§2, paragraph A, is amended to read:

2. Associate justice; salary. Each Associate Justice of the Supreme Judicial Court shall receive a salary as follows:
   A. For fiscal year 1998-99 2013-14 and thereafter, $96,000 $136,214, to be paid biweekly.

Sec. 3. 4 MRSA §102, sub-§1, is amended to read:
1. **Chief justice; salary.** The Chief Justice of the Superior Court is entitled to receive a salary, for fiscal year 1998–99 2013-14 and thereafter, of $94,000 $133,374, to be paid biweekly.

Sec. 4. 4 MRSA §102, sub-§2, paragraph A, is amended to read:

2. **Associate justice; salary.** Each Justice of the Superior Court shall receive a salary as follows:
   A. For fiscal year 1998–99 2013-14 and thereafter, $90,000 $127,629 to be paid biweekly.

Sec. 5. 4 MRSA §157, sub-§2, is amended to read:

2. **Chief Judge; salary.** The Chief Judge of the District Court is entitled to receive a salary, for fiscal year 1998–99 2013-14 and thereafter, of $94,000 $133,374, to be paid biweekly.

Sec. 6. 4 MRSA §157, sub-§3, is amended to read:

3. **Deputy Chief Judge; salary.** The Deputy Chief Judge of the District Court is entitled to receive a salary, for fiscal year 1998–99 2013-14 and thereafter, of $92,000 $130,533, to be paid biweekly.

Sec. 7. 4 MRSA §157, sub-§4, paragraph 4, is amended to read:

4. **Associate judge; salary.** Each Associate Judge of the District Court shall receive a salary as follows:
   A. For fiscal year 1998–99 2013-14 and thereafter, $90,000 $127,629, to be paid biweekly.

Sec. 8. 4 MRSA §1701, paragraph 13 is amended to read:

13. **Biennial report required.** No later than December 1st 15th of each even-numbered year, the commission shall make its biennial report to the joint standing committees of the Legislature having jurisdiction over appropriations matters and judicial matters. The biennial report must include findings, conclusions and recommendations as to the proper salary and benefits, including retirement, to be paid from the State Treasury and other sources for all justices and judges of this State. The commission is
authorized to submit with its report any proposed legislation the commission
determines necessary to implement these recommendations.

**Emergency clause.** In view of the emergency cited in the preamble, this
legislation takes effect July 1, 2013.

**SUMMARY**

This bill implements the recommendations of the Judicial Compensation Commission. It increases the salary of justices in the Supreme Judicial Court, Superior Court and District Court to provide a cost-of-living increase equal to the amount that would have been awarded had statutory increases been granted in fiscal year 2003-04, fiscal year 2004-05, fiscal year 2010-11, fiscal year 2011-12 and fiscal year 2012-13. It also changes the reporting deadline for the Judicial Compensation Commission from December 1\textsuperscript{st} to December 15\textsuperscript{th}. 