# Bolton

Benefits, Actuarial, Investment & Compensation Consulting

# 2023 Classification and Compensation Study

For Bolton:

Dan Ripberger
Managing Director, Practice Lead
(513) 290-1770
djripberger@boltonusa.com

**CLAY COUNTY SHERIFF'S OFFICE**

Final Report

September 13, 2023

# Table of Contents

**Bolton**

# I. Introduction

Clay County Florida Sheriff's Office (Clay County SO, the SO) retained Bolton Rewards (Bolton) to conduct an extensive market total compensation review and to develop a new classification and compensation program aligned with market and its operational need going forward.

- The study covered approximately 600 employees in 148 covered job titles.

- Elected officials, command staff, part-time employees, and seasonal/temporary/intern employees are excluded from this report.

During the conduct of this assignment, Bolton completed the following major tasks:

- Interviewed organizational and departmental leadership to gather information on processes and roles as well as competitive markets;

- Reviewed the SO's existing base pay program for clarity and understanding;

- Analyzed existing written job content data (i.e., duties, responsibilities and work requirements) found in existing job descriptions;

- Conducted a custom total compensation survey of mutually identified peer Sheriff's Offices, counties and municipalities;

- Additionally developed market levels and practices using relevant published surveys;

- Identified gaps between the SO's current compensation levels and practices and the levels and practices that will best align with Clay County SO's people and reward strategies; and

- Recommend and enhancements to close identified gaps in compensation levels and/or compensation practices.

The remainder of this report provides Bolton's study methodology, market comparisons and program recommendations.

**Bolton**

# I. Introduction

## Assessment Approach and Process

We employed our time-tested and systematic approach to review and recommend changes to Clay County SO's program.
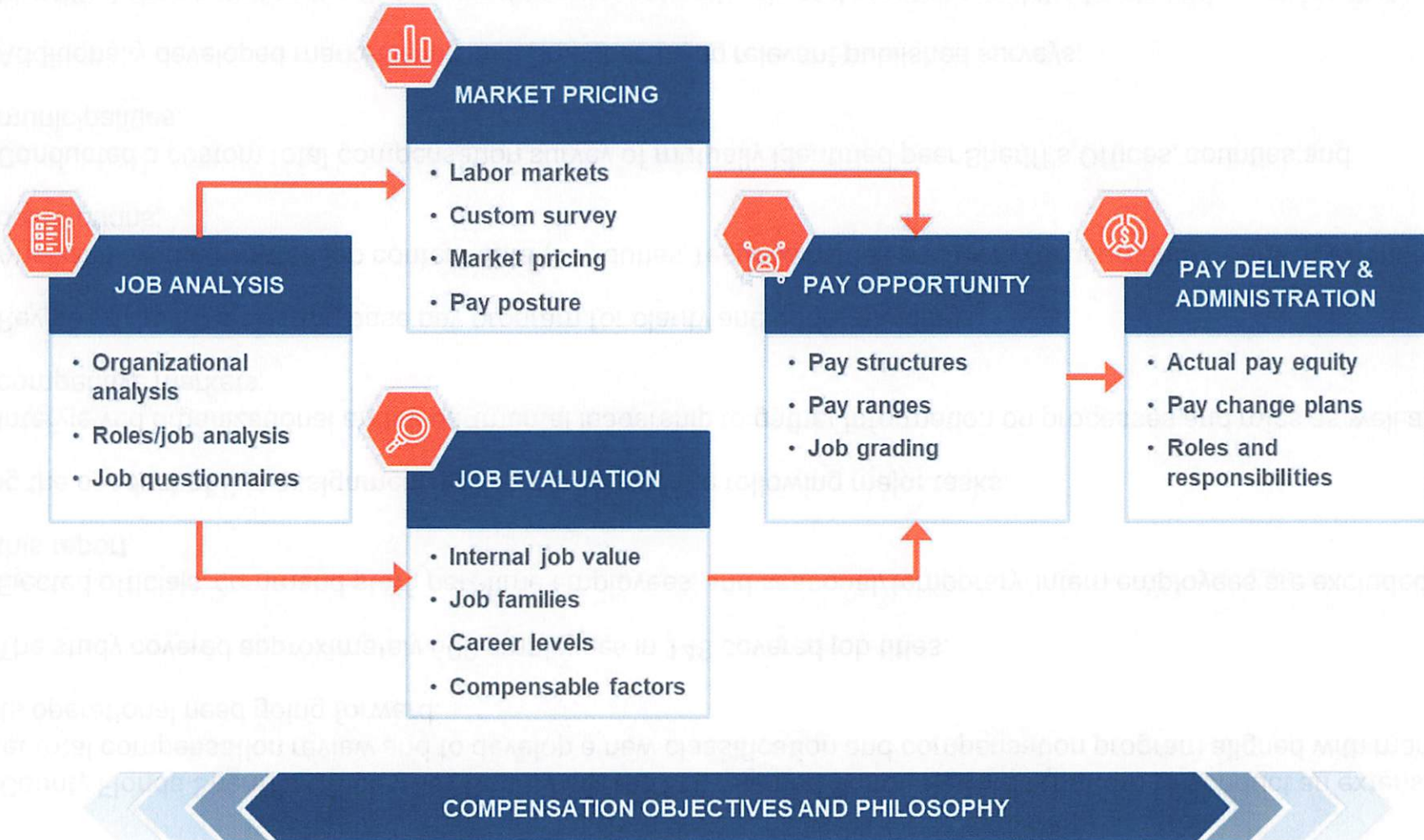
# II. Current Program Review

## Background Data Review

Bolton collected and reviewed detailed organizational and pay program data from the SO. These data included:

- ❏ Organization policy and other budget and financial documentation;

- ❏ Personnel policy manual;

- ❏ Job descriptions;

- ❏ Pay plan and job grading listings;

- ❏ Benefit plan descriptions;

- ❏ Supplemental pay increase policies and practices; and

- ❏ Detailed electronic employee data.

## Management Interviews

We also led and participated in background discovery to fully understand the SO, its operations and its people needs.

- ❏ We employed a combination of direct research, discussions with Administration and Department management.

- ❏ Our interviews helped define the work of each department, how it is grouped, and how it integrates with other departments across the organization.

- ❏ The interviews also provided background as to perceptions of the current the pay program's effectiveness.

**Bolton**

# II. Current Program Review

## Overview

Clay County SO's current program contains several key elements required to effectively manage base pay, including:

❑ Formalized approach for job description preparation and job documentation;

❑ Established exempt or non-exempt status relative the Fair Labor Standards Act (FLSA);

❑ Published schedule of active jobs with grades and ranges identified; and

❑ Pay policies that govern starting rates and pay adjustments.

## Potential Areas for Enhancement

❑ FLSA practices;

❑ Internal job evaluation system;

❑ Base pay structure design;

❑ Pay policies; and

❑ Pay program administration.

**Bolton**

# II. Current Program Review

## Job Analysis and Documentation

Job analysis is the systematic process of collecting, aggregating and documenting data about jobs – primary output is a job description. In addition to job descriptions, job analysis plays a key role in several other activities:

- ❏ Market pricing;

- ❏ Job evaluation/classification;

- ❏ FLSA status determinations;

- ❏ Selection and assessment; and

- ❏ Performance management.

The manager who creates the job is generally responsible for drafting a description of its purpose, duties and responsibilities, and minimum requirements, however there are several methods used to gather job content data:

- ❏ Incumbent-completed and manager-completed questionnaires;

- ❏ Direct observation and interviews; and

- ❏ Group interviews.

Bolton collected and analyzed existing CCSO job descriptions to gather required job content data (See **Appendix A**).

# II. Current Program Review

## Job Descriptions

The format of the SO's job descriptions is generally consistent and include common job content elements. Overall, job descriptions are fairly-well written and contain the data necessary to accurately evaluate a job/class.

## Job Titles

We also reviewed the SO's use of job and position titles for internal consistency and market commonality. Typically, effective job titles have three components which are consistently applied:

❑ Family or technical identification, such as Accounting, Information Technology, Investigations, Patrol, Detention, etc.

❑ Name for the type of work completed, such as Analyst, Clerk, Coordinator, Manager, Engineer, Operator, Representative, Specialist, or Technician.

❑ A designation for the level of work completed as part of a progression, if such a progression exists. The titles are sometimes indicated by numbers or letters or by specific labels, such as Associate, Entry, Staff, Senior, Principal, etc.

The consistent use of job titles is important for an organizational to help build the perception of a transparent and equitable pay program.

Our review yielded that the SO applies titles in a generally consistent manner within the organization, but some titles are inconsistent with common usage. Clay County SO uses the title "Specialist" and "Analyst" for non-exempt support roles while they are more commonly applied to exempt, professional roles at other employers.

**Bolton**

# II. Current Program Review

## Fair Labor Standards Act Compliance

We reviewed the SO's exempt and non-exempt determinations under the Fair Labor Standards Act. Our review did not find any jobs that are currently classified as Exempt that we feel may be better suited to Non-Exempt. However, there are 44 current Non-Exempt jobs that the SO could possibly treat as Exempt.

- Administrative Supply Specialist
- Budget Analyst
- Business Analyst
- CAU/UCR Supervisor
- Communications Lieutenant
- Communications Sergeant
- Contract Analyst
- Crime Data Analyst
- Crime Scene Technician Sergeant
- Facilities Maintenance Manager
- Facilities Maintenance Sup
- Finance Data Analyst
- Fleet Maintenance Manager
- Fleet Maintenance Supervisor
- Grant Administrator

- Human Resources Manager
- Human Resources Supervisor
- Information Resource Sergeant
- IT Applications Analyst
- IT Manager
- IT Network Administrator I
- IT Programmer Analyst
- IT Support Supervisor
- IT System Supervisor
- Licensed Mental Health Counselor
- Medical Compliance Coordinator
- Medical Services Manager
- Polygraph Examiner
- Program Unit Services Sup
- Programmer Analyst (IT)

- PSA Sergeant
- Public Information Officer
- Radio Supervisor
- Real Time Crime Center Analyst
- Records Manager
- Records Supervisor
- Recruiting Administrator
- Recruiting Manager
- RN
- Security Analyst
- Senior Accountant
- Server System Admin (IT)
- Special Projects Coord (IT)
- Staff Accountant

**Bolton**

# II. Current Program Review

## Job Evaluation

Job evaluation is a systematic approach to determining job value relative to other jobs for purposes of pay opportunity determination. Effective job evaluation systems:

- ❑ Reflect organizational values;

- ❑ Help rationalize and deliver internal equity;

- ❑ Should be defined by legally-acceptable compensable factors – not competencies or performance-related behaviors; and

- ❑ Align with the organization's need to recruit and retain qualified staff.

Clay County SO does not appear to have a formal system for job evaluation beyond whole job comparison.

# II. Current Program Review

## Pay Structure Design

While Clay County SO does not support a formal job evaluation system, the SO does maintain base pay structures with grades, steps and ranges to manage employee pay opportunity.

- ❑ There are 3 structures for covered jobs that vary based on assigned job type effective May 24, 2023.

- ❑ All structures have a maximum 59% spread from entry to maximum step and a minimum 5% grade progression.

- ❑ The Non-Supervisory structure has 22 steps.

- ❑ The Supervisory structure uses 15 steps and the Management structure has 12 steps..

Grade progression and range width are used together to manage employee pay in accordance with an organization's philosophy for internal equity and market competitiveness, as well as job design career development.

- ❑ Grade progression guides and aligns career progression and contribution with market levels.

- ❑ Range width and step progression allow an organization to recognize employee performance and contribution differences in the same job.

# III. Market Benchmarking

## Methodology

Bolton consulted with Clay County SO management to confirm the desired competitive labor markets for staff pay comparison – Clay County SO desires to align its compensation with other comparable employers in the state with a particular eye on Sheriff's offices and counties in the local region.

We utilized our Career Stream career levels and job family classifications as the basis for matching Clay County SO jobs to the market. Career Stream is Bolton's proprietary job classification system built on a role-and-stream matrix to classify jobs and determine pay opportunity (see **Appendix B**).

We applied a two-fold approach in gather market data.  We utilized several sources of published data to reflect the SO's desired labor markets and conducted a custom survey of peer public sector employers.

The published data sources we utilized include:

❑ Bolton, Clay County Board of County Commissioners Custom Survey

❑ Mercer, Benchmark Series

❑ PEPIE, Florida Public Sector Employers Survey

❑ WTW, Middle Management and Professional Survey

# III. Market Benchmarking

We conducted a custom pay survey of 20 public sector employers, including the State of Florida, identified jointly by Bolton and the SO. The 16 agencies that submitted usable data include:

- Alachua County SO, FL
- Bradford County SO, FL
- Brevard County SO, FL
- Citrus County SO, FL
- Columbia County SO, FL
- Duvall Co/Jax Police Dept, FL

- Flagler County SO, FL
- Green Cove Springs, FL
- Hernando County SO, FL
- Marion County SO, FL
- Nassau County SO, FL

- Orange Park Police Dept, FL
- Osceola County SO, FL
- Putnam County SO, FL
- Seminole County SO, FL
- St. Johns County SO, FL

Peers supplied unidentified incumbent-level data on over 10,000 employees in over 300 different jobs. Bolton calculated summary statistics at the 25th, 50th and 75th percentile levels for each job.

We adhere to Department of Labor and Federal Trade Commission safe harbor guidelines on anti-trust and price fixing with respect to salary survey and labor market research. This means that we only provide clients and survey participants with data summarized by job in a fashion that will not allow personal or employer identification.

**Bolton**

# III. Market Benchmarking

We utilized the survey data to develop rates on 144 of Clay County SO's jobs. The four jobs for which we could not develop Public Sectors market rates include:

❑ Administrative Supply Specialist

❑ Licensed Mental Health Counselor

❑ Medical Compliance Coordinator

❑ Supply Specialist

**Appendix C** provides the summarized pay data used in our comparisons for the peer, public sector, and general industry market sectors. We applied a 4.0% annualized factor to the reported data to reflect market rates as of the middle of CCSO's October-September pay plan year. The definitions of the reported summary statistics are as follows:

❑ 25P (25th percentile): figure below which 25% of all reported figures occur.

❑ 50P (50th percentile/median): figure above and below which half of all reported figures occur.

❑ 75P (75th percentile): figure below which 75% of all reported figures occur.

**Market Sector Organization**

Peers

Public Sector

General
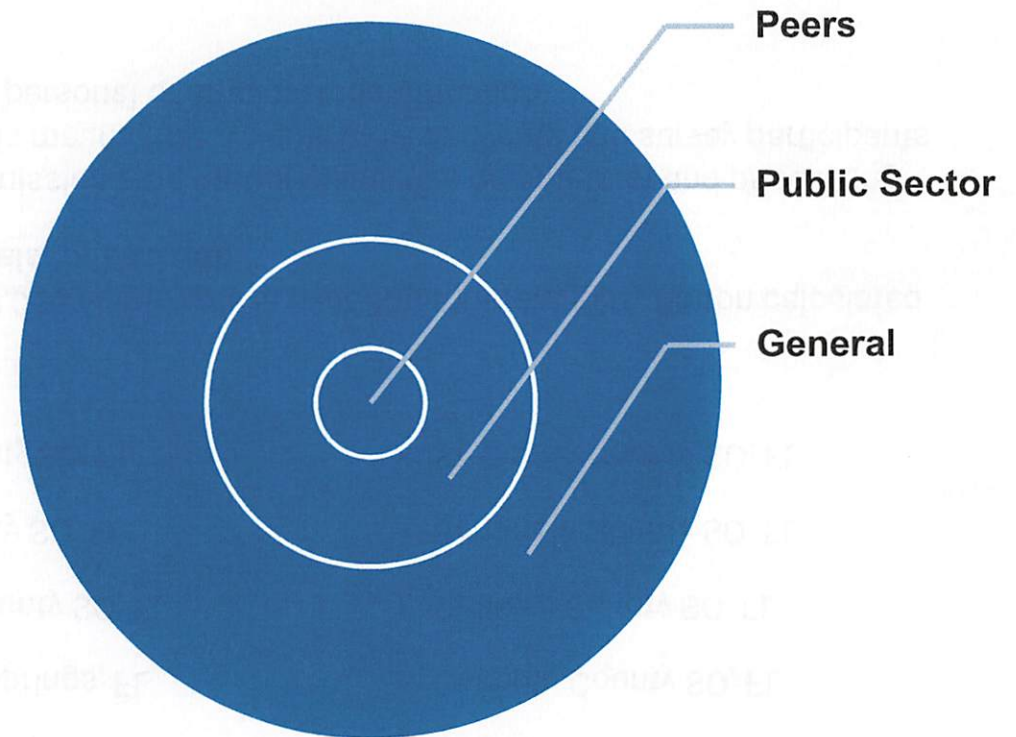
# III. Market Benchmarking

## Pay Range Comparison

Our review indicates that Clay County SO's market targets are less than competitive with the 50th percentile of each market sector (See **Exhibits 1A-1C**).

As shown below, current pay range market targets (midpoints) for each structure are less than competitive with the 50th percentile of each market sector.

| Labor Market | Midpoint/Target as % of Market Statistic | | |
|---|---|---|---|
| | 25P | 50P | 75P |
| Peers | 100.2% | 92.8% | 86.5% |
| Public Sector | 98.9% | 91.7% | 85.0% |
| General Sector | 96.9% | 89.5% | 82.5% |

**Bolton**

# III. Market Benchmarking

## Broad-based Benefits

We summarized Peer benefit level and prevalence data and used this information as one input into our assessment of market competitiveness (See **Exhibit 2**).

Overall, Clay County SO's broad-based benefits program is less than competitive when compared to other comparable employers. Our competitive market assessment is summarized below.

| BENEFIT TYPE | MARKET ALIGNMENT<br>Below · · · · · · At · · · · · · Above | COMPETITIVE NOTES |
|---|---|---|
| Medical | | • Only 3 plan options with 2 tiers of coverage; most peers offer 3 plan options and an average number of 4 plan tiers<br>• County employees pay more for single coverage but less for family with two of the plans. |
| Dental | | • Fully aligned with Peers and the Public Sector. |
| Vision | | • Slightly behind peers with employee premium costs. |
| Disability | | • Slightly ahead of with Peers and the Public Sector with no LTD time limit. |
| Life & AD&D | | • Only $20,000 in coverage with the ability to purchase additional. |
| Paid Time Off | | • Fully aligned with Peers and the Public Sector. |
| Other Services | | • Fully aligned with Peers and the Public Sector. |
| OVERALL | | |

**Bolton**

# III. Market Benchmarking

## Retirement Benefits

Our review indicates that the majority of Clay County SO's peers offer a defined benefit plan, with half of those employers participating in the Florida Retirement System (FRS). FRS requires Regular employer and employee contributions below those of Clay County SO's current plan, as shown below.

| Class | Contribution as % of Pay | | |
|---|---|---|---|
| | Employee | Employer | Total |
| Regular | 3.00% | 11.91% | 14.91% |
| Special Risk | 3.00% | 27.83% | 30.83% |
| Senior Management Service | 3.00% | 31.57% | 34.57% |

FRS benefits are computed based on age and/or years of service, average final compensation, and service credit. For those first enrolled after July 1, 2011, the formulas for age 67 normal retirement are as follows:

- Regular (age 67 or 35 years of service): 1.65% of final average pay (last eight years) per year of credited service.

- Special Risk: 3.00% of final average pay (last eight years) per year of credited service.

- Senior Management: 2.00% of final average pay (last eight years) per year of credited service.

Clay County SO's are fully competitive with the market.

# IV. Recommendations

## Job Analysis and Documentation

We recommend that Clay County SO continue to place a strong emphasis on manager-written job descriptions and their consistency and accuracy as a key component of the program going forward.

- ❑ Managers should continue to prepare job descriptions and submit to Human Resources for review, classification and approval.

- ❑ Human Resources should review the job description for clarity and the stated minimum requirements for legal compliance and consistency across the SO.

### Deputy Levels

While not required to manage performance, we suggest Clay County SO consider adding two level of sworn deputy above the current Sheriff's Deputy jobs. W specifically recommend the SO adopt two jobs/levels.

- ❑ Senior Deputy/Detective

- ❑ Senior Detective

The SO should provide clearer definition of what differentiates these jobs/levels. We suggest the SO focus on such compensable factors as:

- ❑ Length of effective past service;

- ❑ Breadth of knowledge gained through effectively-completed special assignments; and

- ❑ Trust and confidence in decision-making gained through on-the-job experience.

These additional levels are not intended to replace premium payment for active extra service activities.

**Bolton**

# IV. Recommendations

## Compensation Philosophy

As part of reviewing and adopting a new pay program, the SO should confirm and articulate its compensation philosophy and market pay policy.

- ❑ We recommend Clay County SO set its market pay policy to align with the Public Sector, rather than solely Peers or the very broad General Industry market sector.

- ❑ Additionally, based on discussions and feedback from leadership, we recommend the SO the upper third of the market to best reflect the operational excellence and subsequent job requirements of the organizations. This means targeting the $67^{th}$ percentile or about 9% above the $50^{th}$ percentile.

**Bolton**

# IV. Recommendations

## Base Pay Structures

As an alternative to the SO's current structure design, we recommend a structure approach that aligns the design with performance management and career progression attributes of various career groups. Specifically, we suggest the SO consider adopting three new structures (See **Exhibits 3A and 3B**):

1) Operations and Support Steps

❑ Non-sworn individual contributors.

❑ 15 steps with 5% to 10% grade progressions.

❑ Grade progression of 5% to 10% with decreasing step percentage increase values to move employees to market target rate faster and provide increases for a larger number of years while staying within market boundaries.

2) Sworn Management and Individual Contributor Steps

❑ Sworn jobs, management and induvial contributors.

❑ Operations and Support but aligned to sworn market.

3) Management Open Ranges

❑ Non-Sworn, Non-Command Staff Management jobs.

❑ Grade progressions (differences between grades) of 10.0% to 12.5% and range width of 50% to 60%.

❑ Tercile range definitions to help establish actual pay rates.

❑ Increases to Open Ranges do not automatically result in actual employee pay increases.

**Bolton**

# IV. Recommendations

## Job Classification and Grading

Under our suggested Career Stream evaluation and classification approach, jobs would be graded through the classification process.

- ❑ A *Classification* is a specified career level that has been analyzed, evaluated, benchmarked and assigned to the pay structure and grade/level.

- ❑ A specific job is assigned to a classification based on the job description and other available job content data.

It is important to note that a job is not a POSITION.

- ❑ A job is simply a unit of work that has been classified to determine the range of pay the SO would be willing to pay should an employee be hired for or promoted into it.

- ❑ A position is assigned to a job; a job may have multiple positions. A position is employee-specific, requiring financial approval for the incumbent or candidate.

<u>Exhibit 4</u> lists the recommended job grading for all covered Clay County SO jobs.

- ❑ We began by assigning an SO benchmark job to a grade where the structure target (midpoint/7th step) most closely approximates the market 67th percentile.

- ❑ We assigned non-benchmark jobs to grades with jobs of similar relative value.

- ❑ We then reviewed and finalized our grading recommendations in conjunction with the SO.

**Bolton**

# IV. Recommendations

**Exhibit 5** compares the grading and structures for all covered jobs.

- ❏ Overall, our recommended structure targets are 13.7% above current structures.

- ❏ The entry points and maximum points are all above current levels.

As shown below, the largest increase is for Sworn Management and Individual Contributor jobs.

| Structure | % Difference Current to Preliminary | | |
|---|---|---|---|
| | Entry | Target | Maximum |
| Operations and Support | 21.7% | 12.5% | 13.1% |
| Sworn Management and IC | 24.0% | 18.7% | 22.6% |
| Management | 15.9% | 15.2% | 15.7% |

**Bolton**

# IV. Recommendations

## Pay Delivery

### Annual Adjustments

Continue to consider annual pay adjustments each year.

❑ Size of the annual regular increase budget, if any, should be based on anticipated market movement and the organization's financial condition within any given year.

❑ Open Range Structure:

   ▪ Clay County SO should consider the location of employee base pay in their jobs' ranges to help align actual pay with the market on a systemic basis.

   ▪ Utilize terciles to help manage adjustments.

❑ Step Structures:

   ▪ Steps increases up to Step 7/market target are 3.0%.

   ▪ Steps increases above Step 7/market target are 2.5%.

**Bolton**

# IV. Recommendations

## Starting Rates

We suggest that the SO refine its policy on determining rates for new hires to best reflect their job experience.

- ❏ Set at minimum or entry if only minimum job requirements are met.

- ❏ If new hires' experience exceed minimum work requirements, pay should be established in line with other employees' pay and experience.

For open ranges, hire rates set at the minimum or entry if only minimum job requirements are met. If new hires' experience exceed minimum work requirements, we recommend the SO develop and adopt starting rate guidelines by department or division, *for example*:

- ❏ First Tercile:  Less than 6 years job experience

- ❏ Middle Tercile:  6 to 12 years job experience

- ❏ Third Tercile or above:  More than 12 years

## Promotional Increases

- ❏ At least to minimum of new range.

- ❏ 50% of difference between current and new grades.

## Transfer/Lateral Changes

- ❏ Generally no increase.

- ❏ Lump sum payment optional.

**Bolton**

# IV. Recommendations

**Specialty Teams Pay Premiums**

- ❏ We recommend the SO continue to utilize extra payments for Specialty Team Service.

- ❏ Rather than fixed payments, we suggest the SO adopt a 5% to 10% premium for hours worked in Team service.

**Specialty Positions Pay Premiums**

- ❏ We recommend discontinuing extra payments for Specialty Positions.

- ❏ Recognition for Specialty Positions should be accomplished and rewarded by job level assignment.

**Bolton**

# V. Next Steps and Implementation

### Next Steps

Finalize pay program design and administrative policies.

Create or revise immediate supporting documents and tools:

- ❑ Job titling framework and definitions;

- ❑ Pay structures; and

- ❑ Pay policies.

Put the new program into effect.

- ❑ Create an implementation process and plan;

- ❑ Finalize job grading;

- ❑ Transition program design documents, data and tools from Bolton to the Sheriff's Office;

- ❑ Further orient management; and

- ❑ Communicate to employees.

**Bolton**

# V. Next Steps and Implementation

## Employee-Level Implementation

We recommend Clay County SO consider one or more increase types to determine any market equity adjustments needed.

❑ Across-the-Board: a consistent percentage or dollar value increase provided to all or most employees. This is sometimes referred to as a general increase or cost-of-living adjustment.

❑ Experience-based: increase designed to align experience in a specific job with the position in a range someone is paid.

Clay County SO should develop guidelines for determining experience-based adjustments.

❑ On the Management Ranges, we would expect an employee with 10-12 years of job-specific experience to be paid at or close to the Midpoint.

❑ Clay County SO should use the Steps to align with job-specific experience.

❑ The SO should also establish a maximum number years of job-specific experience that will be used to help determine increase amount.

**Bolton**