

# Compensation and Classification Study for Prince George County

## FINAL REPORT



Evergreen Solutions, LLC

June 11, 2018

# Chapter 1 - Introduction

## **1.1 INTRODUCTION**

The desire to recruit and retain talented employees in a fair and competitive manner supports the core goal of most organizations. However, the approach in which this is accomplished varies considerably depending on the organization, its management, the board, commission, council or other elected body and its compensation philosophy.

Regardless of the overall approach, a common element among successful organizations is a well-structured, adequately resourced, and best practice-centered human resources program that compensates its employees competitively when compared to peer organizations. The Prince George County, Virginia (County), based on its desire to further improve its compensation and classification system, retained Evergreen Solutions, LLC to assist with a review of its systems.

Specifically, the County was seeking an executable plan to implement best practices for its compensation and classification systems that may include multi-year implementation plans, a systematic approach for maintaining these programs, while moving the County to a position that attracts and retains highly talented employees.

## **1.2 STUDY METHODOLOGY**

To provide relevant information to the County, Evergreen combined qualitative with quantitative data analysis to produce recommendations that maximized the fairness and competitiveness of the organization's classification structure and practices. Project activities included:

- conducting a project kick-off meeting;
- presenting orientation sessions to employees;
- facilitating focus group sessions with County employees;
- revising classification descriptions based on employee JAT feedback;
- developing detailed implementation plans;
- creating draft and final reports; and
- conducting training sessions with human resources staff in the methodology used to systematically assess job classifications.



## Kickoff Meeting

By conducting a kickoff meeting, Evergreen was provided with an opportunity to discuss the history of the County, finalize the work plan, and begin the data collection process. Data collection for Prince George County's study included gathering relevant background material that included: existing pay plans, organization charts, policies, procedures, training materials, job descriptions, and other pertinent material.

## Employee Outreach

In December Evergreen conducted orientation sessions, where the County employees were briefed on the purpose and major processes of the study. The focus of these sessions was to resolve any misconception or preconceived points of concerns of the study and any associated tasks.

Additionally, employees participated in focus group sessions designed to gather input from varied perspectives as to the strengths and weaknesses of the current system. Feedback received from employees helped to highlight various aspects of the organization and especially, in areas where the employees feel needed attention and consideration. This information provided some basic perceptual background, as well as a starting point for the research process.

## Job Assessment Tool® (JAT) Classification Analysis

The County's full and part-time employees were asked to complete individual JAT surveys, where they entered in their own words, information pertaining to their work in the analysis tool. JATs were analyzed and compared to current classification descriptions. Classifications were then individually scored based on employee responses to five compensable factor questions. These factors are: Leadership, Working Conditions, Complexity, Decision Making, and Relationships and each factor was given weighted values based on employee responses, resulting in a point factor score for each classification. Rank order of classes by position, and JAT score, was used to develop a more refined rank order of classes within the current compensation structure. Using this information, in addition to the job description information helped to form the foundation of Evergreen's recommendations. The nature of each compensable factor in the JAT tool is described below:

- Leadership –relates to the employee's individual leadership role, as a direct report of others who have leadership responsibilities, or as an executive who has leadership over entire departments or the County as a whole.
- Working Conditions –is the employee's physical working conditions and the employee's impact on those conditions, as well as the working conditions' impact or potential impact on the employee.
- Complexity –describes the nature of work performed and includes options ranging from entry-level manual or clerical tasks up to advanced scientific, legal, or executive management duties.

- Decision Making –is the individual decision-making authority of the employee. Are decisions made on behalf of the employee or is the employee making autonomous decisions that impact the individual, other employees, or the entire organization and its citizens?
- Relationships –refers to organizational structure and the nature of the employee's working relationships. Responses may include employees who work primarily alone, those who work as members of a team, those who oversee teams, or those employees who report to elected officials or the general public.

### **Classification Description Revision**

Based on employee feedback and supervisor comments on the JAT, classification descriptions are updated to better reflect actual work performed and any necessary revisions to the class structure.

### **Recommendations: Transition Costing**

During this phase, Evergreen uses the County's current pay structure to slot classifications into the appropriate pay grade structure analysis of job descriptions, the results of the JAT analysis, and Human Resources / Supervisors' feedback, including the desired market position of the County.

The final step in the development of recommendations consisted of identifying the costs associated with each step of the analysis, where data from the classification slotting process are applied to the individual employees in the organization. These steps allow the County to view the total costs associated with proposed structural changes. Information is then provided to the County giving several options on how to implement the proposed structure and possible adjustments that can be made to address any remaining issues.

## **1.3 REPORT ORGANIZATION**

This report includes the following additional chapters:

- Chapter 2 – Summary of Employee Outreach
- Chapter 3 – Assessment of Current Classification System
- Chapter 4 – Market Summary
- Chapter 5 - Recommendations

## Chapter 2 – Summary of Employee Outreach

In December 2017 following the study kick-off, the Evergreen Solutions carried out a series of employee focus groups and interviews for Prince George County. The objective of these meetings was to obtain employee responses concerning the strengths and weaknesses of the County's current pay and classification systems. These focus groups and interviews also offered a unique opportunity to identify benchmark positions that employees feel can most benefit from an external comparison with target organizations that should be included in our salary survey of the County's peers. Over the course of two days orientation sessions, small group meetings with employees and supervisors, and interviews with directors and department heads were held, as part of our effort to open unfettered dialogue between the County employees and Evergreen Solutions. This chapter will summarize the overall feedback revealed throughout outreach with the County.

The observations in this chapter are designed to suggest a generalized summarization of opinions of the general themes and trends expressed by all employees interviewed, and are not to reflect the opinions of any given individual or group. This summary is separated by category and listed below.

### General Feedback

When asked why employees came to work for the County, why they have stayed and what they felt was working well, many employees pointed out several top reasons. These reasons include the individual health coverage benefits, and job stability. Additional observations include:

- Job security, retirement benefits and a sense of pride in working for the County play a positive role in affecting morale.
- Many considered both the quality of people they work with and the flexibility allotted to employees that allows them the ability to handle personal or family matters that occur during the workday,
- Overall, many employees grew up in the community and expressed that the County affords them an opportunity to work in the community in which they and their families live.
- Funds provided by the County into employee HSA accounts was described as a benefit few competitor employers offer



### Compensation Issues

Staff and supervisors indicated that they were compensated slightly below the expected amount for the level and type of work they performed compared to the surrounding market. The extent of this market difference will be explored thoroughly in **Chapter 3** taking into consideration the following staff presented observations related to compensation:

- Employees from several departments conveyed a general concern for compression issues.
- They would like to see a performance evaluation system that is linked to merit pay and is consistently and regularly funded.

### Classification Issues

Many employees provided Evergreen Solutions with issues specific to individual classifications, which will be analyzed during the Job Assessment Tool (JAT) review and Management Issues Tool (MIT) review. Some of the issues that employees highlighted are listed below:

- Employees mentioned that individual positions within the County will not be easily comparable to similarly titled positions in other cities as many positions have multiple responsibilities due to the size and scope of work.
- Employees also mentioned that job titles do not always accurately reflect the work being performed.
- Supervisors made note that in some departments, there was very little room to develop and be promoted as entry level positions and director level positions were sometimes separated by only a few classifications.
- Employees often mentioned that additional responsibilities are given to job classifications that do not have those responsibilities in their job description, do not have a job title that reflects those responsibilities and are not compensated for those additional responsibilities.

### Market Peers

Focus group and interview participants were asked to name those organizations they considered to be market peers. Responses from employees are one of the considerations evaluated when selecting organizations to be surveyed in the salary market study. Participants named with some frequency the following regional organizations as the County's biggest competitors in terms of employee compensation and benefits:

- Chesterfield County
- Henrico County



- Hanover County
- State of Virginia
- Prince George County School Board
- City of Petersburg
- City of Colonial Heights
- City of Hopewell
- City of Richmond

### Benchmark Positions

Employees were asked which positions within the County presented the greatest challenges with regard to recruitment and retention. These positions help to provide a basic framework for populating the market salary survey. Employees responded with the following areas and specific positions:

- Positions within the Police Department to include Patrol Officers and Communications Officers
- Emergency Management is challenged with recruiting and retaining positions within the department and mentioned the level of stress compared to the salary associated with the work being performed is an on-going issue.
- Maintenance and utility positions County wide were mentioned as having recruiting issues and employees feel a contributing factor is the advertised salaries are not competitive regionally.
- Challenges recruiting and retaining experienced IT department team members is a concern. Once an incumbent is hired and learns the requirements of the position, they ask for a salary increase based on the required skill set of the position.
- Other positions that were experiencing recruitment or retention issues were mentioned with some regularity include the following:
  - Dispatch
  - Utility Director
  - Fire Fighters
  - Payroll
  - Probation and Pre-trial Officers

### Performance Evaluation

When questions were asked about the County's performance evaluation process during focus groups and interviews the following observations can be made:



- Many employees do not see the value of evaluations and feel they are not used to provide necessary feedback for employees or supervisors.
- Almost unilaterally, employees would like to see a fair and equitable performance evaluation system that ties performance to merit increases.
- Others commented that comparing performance scores across departments is difficult and recommend having department specific evaluations to highlight individualized areas for growth.

### **Benefits**

County employees offered the following observations related to core and fringe benefits:

- In general, employees expressed satisfaction in the overall benefits offered by the County especially the amount paid by the County for health insurance coverage for individual employees.
- Many employees and supervisors agreed that dependent coverage is a large financial burden. Employees nearing retirement expressed a desire to have the County contribute to their health insurance once they stop working for the County.
- Once covered, employees agree that the out-of-pocket costs for services rendered provided an equivalent quantity of coverage.
- Employees mentioned that they are afforded a good retirement plan and this program is a positive attribute of the core benefits program.
- Employees expressed they are pleased with the number of holidays allotted to them by the County, currently 15.
- The retirement plan received wide praise for the rate of matching offered by the County.

### **SUMMARY**

The feedback received by Evergreen Solutions provided a solid foundation for the development of recommendations for the County. The willingness of the employees to contribute to this dialogue was evident in the number of employees that took time out of their schedules to provide a number of reasonable observations with respect to potential employee focused issues across the organization. These comments will be assessed and taken into consideration when identifying structural challenges and formulating the best solutions for the County.

In general, employees pointed out a number of well-defined advantages of working for the County, which they believe tend to help attract and retain good employees. Even though





employees emphasized several potential problems, many of these issues are typically found within other publicly funded agencies.

As a whole, the employees of Prince George County take pride in their work and strive to make distinct contributions to their organization and their overall community. The Evergreen Solutions team plans to utilize the information gathered from employees throughout the remainder of this study in order to arrive at appropriate recommendations for the County.



## Chapter 3 – Assessment of Current Conditions

This chapter is provided to give an overall assessment of the County's current compensation structure, employee salary progression, and employee counts in each department. Data included is a reflection of when the study began, and should be considered, as such, a snapshot in time. The insights gained from this evaluation provided the basis for further analysis through the course of this study, and were not considered sufficient cause for recommendations independently. Instead, the results of this evaluation were considered during the development of appropriate compensation related recommendations which are described in Chapter 5 of this report.

### 3.1 PAY PLAN ANALYSIS

The County administered an open range pay plan for 230 of its employees. Of note, the County Administrator's classification was not included in the exhibits listed below as it did not have a salary range. Exhibit 3A summarizes the pay plan for 229 employees occupying a grade. The plan had grades with minimum and maximum amounts and a calculated midpoint. Pay grades had a range spread (the percentage difference between the minimum and maximum of the pay grades, relative to the grade's minimum) of 60 percent.

Exhibit 3A shows the distribution of the 229 County employees in the 17 occupied grades in the current pay plan.

**EXHIBIT 3A  
PAY PLAN**

Grade	Minimum	Midpoint	Maximum	Range Spread	Employees
1	\$22,062	\$ 28,680	\$ 35,299	60%	0
2	\$23,716	\$ 30,831	\$ 37,946	60%	0
3	\$25,495	\$ 33,144	\$ 40,792	60%	1
4	\$27,407	\$ 35,629	\$ 43,851	60%	4
5	\$29,463	\$ 38,302	\$ 47,140	60%	14
6	\$31,672	\$ 41,174	\$ 50,676	60%	14
7	\$34,048	\$ 44,262	\$ 54,477	60%	27
8	\$36,601	\$ 47,582	\$ 58,562	60%	4
9	\$39,347	\$ 51,150	\$ 62,954	60%	8
10	\$42,298	\$ 54,987	\$ 67,676	60%	60
11	\$45,470	\$ 59,111	\$ 72,752	60%	19
12	\$48,880	\$ 63,544	\$ 78,208	60%	15
13	\$52,546	\$ 68,310	\$ 84,074	60%	28
14	\$56,487	\$ 73,433	\$ 90,379	60%	12
15	\$60,724	\$ 78,941	\$ 97,158	60%	8
16	\$65,278	\$ 84,861	\$104,444	60%	3
17	\$70,174	\$ 91,226	\$112,278	60%	0
18	\$75,437	\$ 98,068	\$120,699	60%	8
19	\$81,094	\$105,423	\$129,751	60%	3
20	\$87,176	\$113,329	\$139,482	60%	1
<b>Average / Total</b>				60%	229

Source: Created by Evergreen Solutions from data provided by the County as of December 2017.

**EMPLOYEE SALARY PLACEMENT BY GRADE**

When assessing the effectiveness of the County's pay plan and practices, it is important to analyze where employees' salaries fell within each pay range. Identifying areas where there may be clusters of employees' salaries may illuminate potential pay progression concerns within the current pay plan. It should be noted employee salaries and the progression of the same, is associated with an organization's compensation philosophy – specifically, the method of salary progression and the availability of resources. Therefore, the placement of employees' salaries should be viewed keeping this context in mind.

Exhibit 3B provides a breakdown of the placement of employees' salaries at or below each grade's minimum and at or above each grade's maximum in the pay plans. The exhibits contain the following:

- pay grades,



- number of employees in classifications assigned to the pay grade,
- number and percentage of employees with salaries below the minimum,
- number and percentage of employees with salaries at the minimum,
- number and percentage of employees with salaries at the maximum, and
- number and percentage of employees with salaries above the maximum.

**EXHIBIT 3B  
PLACEMENT BELOW MINIMUM AND ABOVE MAXIMUM**

Grade	Employees	# < Min	% < Min	# = Min	% = Min	# = Max	% = Max	# > Max	% > Max
3	1	0	0.0%	0	0.0%	0	0.0%	0	0.0%
4	4	0	0.0%	0	0.0%	0	0.0%	0	0.0%
5	14	0	0.0%	4	28.6%	0	0.0%	0	0.0%
6	14	0	0.0%	1	7.1%	1	7.1%	0	0.0%
7	27	0	0.0%	5	18.5%	1	3.7%	0	0.0%
8	4	0	0.0%	0	0.0%	0	0.0%	0	0.0%
9	8	0	0.0%	1	12.5%	0	0.0%	0	0.0%
10	60	0	0.0%	7	11.7%	0	0.0%	0	0.0%
11	19	0	0.0%	3	15.8%	0	0.0%	0	0.0%
12	15	0	0.0%	1	6.7%	0	0.0%	0	0.0%
13	28	0	0.0%	3	10.7%	0	0.0%	0	0.0%
14	12	0	0.0%	5	41.7%	0	0.0%	0	0.0%
15	8	0	0.0%	0	0.0%	0	0.0%	0	0.0%
16	3	0	0.0%	0	0.0%	0	0.0%	0	0.0%
18	8	0	0.0%	0	0.0%	0	0.0%	0	0.0%
19	3	0	0.0%	0	0.0%	0	0.0%	0	0.0%
20	1	0	0.0%	0	0.0%	0	0.0%	0	0.0%
<b>Total</b>	<b>229</b>	<b>0</b>	<b>0.0%</b>	<b>30</b>	<b>13.1%</b>	<b>2</b>	<b>0.9%</b>	<b>0</b>	<b>0.0%</b>

*Source: Created by Evergreen Solutions from data provided by the County as of December 2017.*

Employees with pay at the grade minimum are typically new hires or are new to their particular classification following a recent promotion, employees with salaries at the grade maximum are typically highly experienced and proficient in their classification. At the time of this study, there were 30 (13.1 percent) employees with salaries at the minimum and two employees with salaries at or above the grade maximum in the current pay plan.

Exhibit 3C illustrates the placement of salaries within grades for classifications assigned to each employee pay plan. The exhibits contain the following:

- pay grades,
- number of employees in classifications assigned to the pay grade,
- number and percentage of employees with salaries below the midpoint,
- number and percentage of employees with salaries near the midpoint, and



- number and percentage of employees with salaries above the midpoint of each pay grade.

**EXHIBIT 3C  
PLACEMENT AROUND MIDPOINT**

Grade	Employees	# < Mid	% < Mid	# Near Mid	% Near Mid	# > Mid	% > Mid
3	1	0	0.0%	1	100.0%	0	0.0%
4	4	4	100.0%	0	0.0%	0	0.0%
5	14	10	71.4%	2	14.3%	2	14.3%
6	14	10	71.4%	3	21.4%	1	7.1%
7	27	18	66.7%	2	7.4%	7	25.9%
8	4	2	50.0%	1	25.0%	1	25.0%
9	8	6	75.0%	2	25.0%	0	0.0%
10	60	47	78.3%	10	16.7%	3	5.0%
11	19	14	73.7%	3	15.8%	2	10.5%
12	15	12	80.0%	3	20.0%	0	0.0%
13	28	24	85.7%	4	14.3%	0	0.0%
14	12	9	75.0%	2	16.7%	1	8.3%
15	8	3	37.5%	3	37.5%	2	25.0%
16	3	3	100.0%	0	0.0%	0	0.0%
18	8	4	50.0%	1	12.5%	3	37.5%
19	3	1	33.3%	1	33.3%	1	33.3%
20	1	0	0.0%	1	100.0%	0	0.0%
<b>Total</b>	<b>229</b>	<b>167</b>	<b>72.9%</b>	<b>39</b>	<b>17.0%</b>	<b>23</b>	<b>10.0%</b>

*Source: Created by Evergreen Solutions from data provided by the County as of December 2017.*

Employees with salaries close to the midpoint of a pay range should be fully proficient in their classification and require minimal supervision to complete their job duties while performing satisfactorily. Within this framework, grade midpoint is commonly considered to be the salary an individual could reasonably expect for similar work in the market. Therefore, it is important to examine the percentage and number of employees with salaries above and below the calculated midpoint. Of the 229 employees with classifications in the County's pay plan, 167 employees (72.9 percent) had salaries below the midpoint of their respective range, 39 employees (17.0%) had salaries close to the midpoint, while 23 employees (10.0 percent) had salaries above the midpoint.

### **3.3 SALARY QUARTILE ANALYSIS**

This section provides an analysis of the distribution of employees' salaries across the pay grades that existed at the time this study began. Examining employee salary placement by grade quartile provided insight into whether clustering of employees' salaries existed within



each pay grade. For this analysis, employees' salaries were slotted within one of four equal distributions. The first quartile (0-25) represents the lowest 25.0 percent of the pay range. The second quartile (26-50) represents the segment of the pay range above the first quartile up to the pay range's midpoint. The third quartile (51-75) represents the part of the pay range above the midpoint up to the 75th percentile of the pay range. The fourth quartile (76-100) is the highest 25.0 percent of the pay range. This analysis provided an opportunity to assess how employees' salaries are disbursed throughout each grade and range.

Exhibit 3D provides a breakdown of the total number of employees assigned to classifications in the pay plan. The exhibit provides the number of employees per pay grade, and the location (by quartile) of employees' salaries within each grade. As previously noted, the majority of the County's employees' salaries fell below the midpoint; and with this analysis, it can be observed that the majority of these employees had salaries in the first quartile of their respective pay plan ranges. For example, Exhibit 3D reveals that 138 (or 60.3 percent) of 229 employees in the pay plan are in the first quartile. In this analysis, the next largest cluster of employees' salaries was found in the second quartile (50 employees); additionally, 27 employees had salaries in the third quartile of their respective pay ranges, while the fewest number of employees (14) had salaries in the fourth quartile of their respective pay ranges.

### EXHIBIT 3D QUARTILE ANALYSIS

GRADE	Total Employees	1st Quartile	2nd Quartile	3rd Quartile	4th Quartile
		# Employees	# Employees	# Employees	# Employees
3	1	0	0	1	0
4	4	3	1	0	0
5	14	8	3	3	0
6	14	9	2	2	1
7	27	12	8	1	6
8	4	2	0	1	1
9	8	4	3	1	0
10	60	37	16	5	2
11	19	13	2	3	1
12	15	11	2	2	0
13	28	22	4	2	0
14	12	9	2	1	0
15	8	3	3	1	1
16	3	3	0	0	0
18	8	2	2	3	1
19	3	0	2	0	1
20	1	0	0	1	0
<b>Overall Total</b>	<b>229</b>	<b>138</b>	<b>50</b>	<b>27</b>	<b>14</b>

Source: Created by Evergreen Solutions from data provided by the County as of December 2017.



### 3.4 EMPLOYEES BY DEPARTMENT

At the time the study commenced, the County employed 230 individuals across 24 departments. Exhibit 3E depicts the number of employees and the number of classifications in each department and is intended to provide only basic information regarding how employees are distributed among departments. The percentage breakdown of employees by department is also provided.

**EXHIBIT 3E  
EMPLOYEES BY DEPARTMENT**

Department	Employees	Classes	% of Total
Assessor	3	2	1.3%
Circuit Court	5	3	2.2%
Circuit Court - Judge	1	1	0.4%
Commissioner of Revenue	5	3	2.2%
Commonwealth Attorney	7	5	3.0%
Community Corrections	8	6	3.5%
Community Development & Code Compliance	11	9	4.8%
County Administration	3	3	1.3%
County Attorney	1	1	0.4%
Economic Development	2	2	0.9%
Finance	5	5	2.2%
Fire & EMS	19	7	8.3%
Garage	4	3	1.7%
General Services	7	5	3.0%
Human Resources	3	3	1.3%
Information Technology	6	6	2.6%
Parks & Recreation	7	6	3.0%
Police	76	15	33.0%
Probation	1	1	0.4%
Registrar	2	1	0.9%
Sheriff	10	5	4.3%
Social Services	25	9	10.9%
Treasurer	6	2	2.6%
Utilities	13	8	5.7%
<b>Total</b>	<b>230</b>	<b>111</b>	<b>100.0%</b>

*Source: Created by Evergreen Solutions from data provided by the County as of December 2017.*

As the exhibit illustrates, the largest department in the County was the Police Department, with 76 employees representing 33.0 percent of the County's regular workforce.



### 3.5 SUMMARY

Overall, the County's compensation structure offered a good foundation on which to improve. The key points of the current structure were:

- The County administered an open range pay plan for employees with pay grades. Each grade had constant range spreads of 60 percent.
- The majority of the employees' salaries fell below the midpoint, the majority of employees' salaries were within the first quartile of the respective pay ranges.

The County's compensation plan provided employees with a clear pay structure, although clustering of employees' salaries has occurred over time. As a pay system is intended to encourage employee salary growth based on an organization's compensation philosophy, this clustering of salaries indicates that salary growth did not occur as expected.

The information gained from this review of current conditions was used in conjunction with the market analysis data and internal equity review to develop recommendations for a competitive compensation plan that would best align with the County's compensation philosophy moving forward. These recommendations can be found in **Chapter 5** of this report.





## Chapter 4 – Market Summary

Market comparisons provide a key component of determining the relative position of an organization in the market place. Specifically, market comparisons focus on the average of the market and range characteristics. As a result, market data can be used to evaluate the overall structure, such as ranges; summarize overall market characteristics, and capture the current highs and lows of the market plan at a fixed point in time. Given the sampling approach and market characteristics, a market comparison typically is not the sole determiner of recommended pay levels by classification and does not allow for specific, quantifiable salary recommendations.

Prior to presenting the analysis, it should be noted that market analysis is best thought of as a snapshot of current market conditions as these conditions change, and in some cases the changes come quickly. Market surveys are useful for making updates to a salary structure, however, it is recommended in order for an organization to stay competitive with the market place, the surveys must be completed at regular intervals. This data is most useful in making adjustments to overall pay plans and ensuring appropriate placement of job classifications within the overall pay structure. Therefore, market analysis is best used at the organization level and not at the individual salary level as several factors that may include employee's performance, organization's benefits, and in some circumstances, an individual's negotiation skills factor into the employee's salary.

An additional component of this study included Evergreen Solutions' consultants conducting a comprehensive market salary survey. A total of 65 benchmark job classifications were selected for comparison purposes. Survey results for the salary minimums, midpoints, and maximums are presented in the exhibit listed below (**Exhibit 4B**). Also depicted in **Exhibit 4B** is each benchmark classification and its market results, and the percentage difference (positive or negative) between the market average and Prince George County's pay ranges. Located at the bottom of the exhibit is the overall competitive position of the County at the minimum, midpoint, and maximum of the range. The overall market differentials should be considered only as a broad picture of the organization's market competitiveness.

When developing the list of Prince George's peers for comparison in the survey, a number of factors were taken into account to include geographic proximity to the County, organization size, and the relative population being served by the organization. All collected data were adjusted for cost of living using a national cost of living index factor, which allowed salary dollars from organizations outside of the immediate recruiting area to be adjusted for the cost of living relative to the County. The list of survey targets was proposed based on information provided by County employees during outreach, and data collected using a geographical tool to identify potential targets. This list was approved by the County's project team prior to commencing the survey. Approved peers are shown in **Exhibit 4A**.



## EXHIBIT 4A MARKET PEERS

Market Peers
Albemarle County, VA
Brunswick County
Caroline County
Chesterfield County, VA
City of Colonial Heights
City of Emporia, VA
City of Hopewell, VA
City of Petersburg, VA
Dinwiddie County, VA
Goochland County, VA
Hanover County, VA
Henrico County, VA
James City County, VA
Mecklenburg County, VA
Surry County, VA
Sussex County, VA

### 4.1 SALARY SURVEY RESULTS

Using the customized survey tool, Evergreen Solutions collected pay range information from target organizations. The County selected benchmark classifications to be surveyed with the desired outcome of benchmarking positions to select a cross-section of the County's classifications, so that the surveyed positions made up a subset of all work areas and job levels in the entire organization. The job title, a description of assigned duties, and the education and experience requirements were provided in the survey tool for each benchmarked classification to ensure job functions rather than just position titles alone were compared.

Exhibit 4B provides a summary of these results and contains the following information:

- The market salary range information for each classification reflecting the market minimum, midpoint, and maximum of the peer survey data for each benchmarked classification.
- The percent differentials (to the County's existing salary ranges). A positive differential indicates the County was above the market for that classification at the minimum, midpoint, or maximum. A negative differential indicates the County was below the desired market position for that classification. The final row on the exhibit provides the average percentage differentials for the minimum, midpoint, and



maximum for all benchmarked classifications and represents an average of all classifications' differentials.

- Survey average range width provides the average range width for each classification surveyed and determined by the average minimum and average maximum salaries of the respondents, relative to the minimum. The average range width for all the classifications is provided in the final row. The number of responses collected for each classification is located in the final column and the average number of responses for all the classifications is shown in the final row.

### **Market Minimums**

The minimum of the range is a critically important aspect of the analysis, as this component of the compensation plan typically has the most impact on recruitment of quality staff. In most public-sector organizations, the minimum of the range represents the level at which most new staff are brought into the organization. Therefore, establishing a market competitive set of range minimums is a foundation by which an effective and valuable compensation plan is developed.

With respect to the minimum end of the ranges, the County of Prince George is, as illustrated in Exhibit 4B, on average 2.0 percent above what would be considered “market average compensation level”. The market average minimum figure is represented by the mean of all surveyed organizations at the minimum for each classification. Based on the data gathered at the surveyed market minimum for these benchmark positions, the following can be determined:

- The surveyed positions ranged from a low of 41.8 below market for the Court Administrator, to 20.2 percent above market for the Senior Utility Worker position.
- Of the 65 classifications surveyed, Prince George County reported lower than market minimum salaries in 26 classifications, which amounted to 40.0 percent of the benchmarks.
- For the classifications that were below market ranges, six (6) were more than ten percent behind the market average at minimum. These classifications equated to 9.2 percent of the total jobs included in the study. Four classifications furthest below the market minimum were:
  - Chief of Police – 16.2 percent below market average
  - Director of Finance – 19.3 percent below market average
  - Crime Analyst – 41.1 percent below market average
  - Court Administrator – 41.8 percent below market average



**EXHIBIT 4B  
SALARY SURVEY SUMMARY**

ID	Classification	Survey Minimum		Survey Midpoint		Survey Maximum		Survey Avg Range	# Resp.
		Average	% Diff	Average	% Diff	Average	% Diff		
1	Administrative Associate	\$32,941.19	3.3%	\$43,570.68	1.6%	\$54,200.17	0.5%	64.6%	16.0
2	Animal Control Officer	\$32,911.03	3.3%	\$43,428.19	1.9%	\$53,945.36	1.0%	64.4%	16.0
3	Animal Control Supervisor	\$45,220.71	0.5%	\$59,603.37	-0.8%	\$73,986.03	-1.7%	63.8%	13.0
4	Assistant Athletic Coordinator	\$37,564.14	11.2%	\$50,441.57	8.3%	\$63,318.99	6.4%	68.8%	10.0
5	Athletic Coordinator	\$46,544.98	11.4%	\$61,845.36	9.5%	\$77,145.75	8.2%	65.8%	11.0
6	Building & Maintenance Mechanic	\$36,836.53	12.9%	\$49,093.42	10.7%	\$61,350.31	9.3%	66.8%	7.0
7	Building Maintenance Mechanic	\$32,438.50	4.7%	\$43,249.00	2.3%	\$54,059.50	0.8%	66.8%	10.0
8	Chief Deputy Court Clerk	\$47,590.85	-4.7%	\$61,812.26	-4.6%	\$76,033.68	-4.5%	60.3%	12.0
9	Chief Deputy Sheriff	\$58,804.10	-4.1%	\$76,178.63	-3.7%	\$93,553.16	-3.5%	59.7%	10.0
10	Chief Deputy Treasurer	\$44,364.02	-4.9%	\$57,554.83	-4.7%	\$70,745.63	-4.5%	59.7%	13.0
11	Chief of Police	\$94,255.33	-16.2%	\$118,437.87	-12.3%	\$142,620.40	-9.9%	51.4%	10.0
12	Communications Officer	\$35,381.94	-3.9%	\$46,485.73	-5.0%	\$57,589.52	-5.7%	63.4%	12.0
13	Communications Supervisor	\$45,511.78	-0.1%	\$59,103.16	0.0%	\$72,694.54	0.1%	60.1%	16.0
14	Community Service Coordinator	\$42,912.85	5.6%	\$56,996.08	3.6%	\$71,079.31	2.3%	66.0%	6.0
15	Court Administrator	\$69,326.20	-41.8%	\$80,702.46	-27.0%	\$92,078.72	-17.7%	33.9%	7.0
16	Crime Analyst	\$41,563.34	-41.1%	\$56,203.81	-46.7%	\$70,844.28	-50.3%	70.6%	7.0
17	Customer Service Agent 1 - Utilities	\$28,435.08	-3.8%	\$37,838.92	-6.2%	\$47,242.77	-7.7%	66.2%	8.0
18	Customer Service Agent 2 - Utilities	\$29,655.59	6.4%	\$39,449.43	4.2%	\$49,243.27	4.4%	66.1%	8.0
19	Deputy Commissioner of Revenue	\$34,810.35	-9.9%	\$44,848.94	-8.9%	\$54,887.54	-8.3%	57.8%	12.0
20	Deputy Court Clerk I	\$29,461.45	0.0%	\$38,726.11	-1.1%	\$47,990.76	-1.8%	63.7%	13.0
21	Deputy Court Clerk II	\$32,750.90	3.8%	\$42,416.64	4.2%	\$52,082.38	4.4%	59.5%	13.0
22	Deputy Registrar	\$29,982.48	-1.8%	\$38,988.30	-1.8%	\$47,994.12	-1.8%	60.6%	10.0
23	Deputy Sheriff	\$37,568.94	4.5%	\$48,823.12	4.6%	\$60,077.31	4.6%	60.6%	14.0
24	Deputy Treasurer	\$34,069.19	-7.6%	\$43,825.36	-6.4%	\$53,581.54	-5.7%	57.6%	10.0
25	Director of Finance	\$89,993.17	-19.3%	\$116,205.07	-18.5%	\$142,416.97	-18.0%	58.1%	15.0
26	Director of Fire and Emergency Medical Services	\$75,715.65	-0.4%	\$96,323.49	1.8%	\$116,931.34	3.1%	54.3%	14.0
27	Director of Information Technology	\$81,992.20	-8.7%	\$105,013.77	-7.1%	\$128,035.33	-6.1%	56.0%	12.0
28	Eligibility Intake Worker	\$34,265.62	19.0%	\$48,934.45	11.0%	\$63,603.29	6.0%	84.8%	7.0
29	Eligibility Supervisor	\$47,754.57	9.1%	\$67,701.17	0.9%	\$87,647.77	-4.3%	82.8%	7.0
30	EMT/Intermediate/FF	\$38,079.22	10.0%	\$52,409.18	4.7%	\$66,739.14	1.4%	75.5%	11.0
31	EMT/Paramedic/FF	\$40,668.18	10.6%	\$55,698.25	5.8%	\$70,728.31	2.8%	74.2%	10.0
32	Fire Captain	\$55,755.72	1.3%	\$74,944.06	-2.1%	\$94,132.40	-4.2%	69.0%	10.0
33	Fire Lieutenant	\$51,154.82	2.6%	\$68,032.30	0.4%	\$84,909.78	-1.0%	66.1%	8.0
34	Fleet Manager	\$48,996.71	6.8%	\$65,571.85	4.0%	\$82,147.00	2.3%	67.7%	8.0
35	Kennel Attendant	\$26,067.86	-2.2%	\$33,919.49	-2.3%	\$41,771.13	-2.4%	60.5%	11.0
36	Legal Assistant	\$34,781.27	17.8%	\$45,435.42	17.4%	\$56,089.58	17.1%	61.7%	10.0
37	Lieutenant Sheriff	\$53,707.47	-2.2%	\$70,120.81	-2.7%	\$86,534.15	-2.9%	61.4%	12.0
38	Master Mechanic	\$34,532.55	5.7%	\$46,254.13	2.8%	\$57,975.70	1.0%	67.9%	8.0
39	Mechanic	\$29,739.70	12.7%	\$39,807.54	10.1%	\$49,875.38	8.4%	67.8%	8.0
40	Office Associate I	\$27,721.71	-1.1%	\$36,725.77	-3.1%	\$45,729.83	-4.3%	65.0%	13.0
41	Office Associate II	\$31,416.81	-6.6%	\$41,879.21	-9.3%	\$52,341.61	-11.0%	66.7%	12.0
42	Office Manager	\$42,475.37	-16.0%	\$56,578.30	-18.9%	\$70,681.23	-20.7%	66.5%	11.0
43	Permit Technician 1	\$28,978.28	-5.7%	\$38,150.12	-7.1%	\$47,321.96	-7.9%	63.5%	9.0
44	Permit Technician 2	\$29,468.62	0.0%	\$38,996.29	-1.8%	\$48,523.95	-2.9%	64.9%	6.0
45	Planner	\$52,551.66	13.5%	\$69,804.47	11.6%	\$87,057.28	10.4%	65.9%	12.0
46	Planning Manager	\$64,862.62	0.6%	\$85,208.50	-0.4%	\$105,554.38	-1.1%	62.7%	13.0
47	Police Captain	\$65,806.38	-8.4%	\$86,333.53	-9.4%	\$106,860.67	-10.0%	62.9%	10.0
48	Police Lieutenant	\$57,965.60	-10.3%	\$77,622.76	-13.6%	\$97,279.92	-15.7%	68.0%	9.0
49	Police Officer	\$39,943.88	5.6%	\$54,576.27	0.7%	\$69,208.66	-2.3%	73.7%	9.0
50	Police Sergeant	\$48,940.86	-0.1%	\$65,276.43	-2.7%	\$81,612.00	-4.4%	66.9%	11.0
51	Pretrial Investigator	\$38,861.08	14.5%	\$52,090.34	11.9%	\$65,319.59	10.2%	68.0%	8.0
52	Pretrial Officer	\$38,520.48	15.3%	\$51,581.72	12.7%	\$64,642.97	11.1%	67.9%	7.0
53	Probation Officer	\$36,933.66	18.8%	\$49,060.74	17.0%	\$61,187.82	15.9%	65.9%	7.0
54	Real Estate Operations Coordinator	\$40,752.12	16.6%	\$53,968.18	15.1%	\$67,184.24	14.1%	64.8%	8.0
55	Senior Building Maintenance Mechanic	\$34,654.22	18.1%	\$46,697.36	15.1%	\$58,740.49	13.2%	69.6%	5.0
56	Senior Deputy Commissioner of Revenue	\$36,580.80	13.5%	\$44,903.62	18.3%	\$53,226.44	21.4%	46.1%	7.0
57	Senior Grounds Maintenance Worker	\$28,500.82	16.3%	\$38,002.01	14.1%	\$47,503.20	12.8%	66.7%	10.0
58	Senior Utility Worker	\$36,295.83	20.2%	\$48,764.61	17.5%	\$61,233.40	15.8%	68.8%	6.0
59	Sheriff Sergeant	\$47,588.61	2.6%	\$60,848.28	4.2%	\$74,107.94	5.2%	56.3%	14.0
60	Tax Compliance Auditor	\$46,191.17	5.5%	\$62,959.11	0.9%	\$79,727.06	-1.9%	72.9%	6.0
61	Utility Operations Manager	\$58,328.18	3.9%	\$78,123.15	1.0%	\$97,918.13	-0.8%	68.0%	8.0
62	Utility Supervisor	\$46,702.14	11.1%	\$62,705.86	8.2%	\$78,709.58	6.4%	68.6%	7.0
63	Utility Worker I	\$28,442.79	3.5%	\$37,890.56	1.1%	\$47,338.32	-0.4%	66.6%	8.0
64	Utility Worker III	\$36,021.21	8.5%	\$48,317.36	5.5%	\$60,613.52	3.7%	68.4%	7.0
65	Victim Witness Coordinator	\$43,493.77	-2.8%	\$54,816.39	0.3%	\$66,139.02	2.3%	52.8%	9.0
<b>Overall Average</b>			<b>2.0%</b>		<b>0.6%</b>		<b>-0.3%</b>	<b>64.4%</b>	<b>10.0</b>



At the market minimum, the following two classifications were the furthest above average:

- Senior Utility Worker – 20.2 percent above market average
- Eligibility Intake Worker – 19.0 percent above market average

### Market Midpoints

The midpoint of the range is the level at which, typically, the most statistically accurate representation of the actual value of a position can be measured and at the point where an employee is usually fully proficient and satisfactorily performing quality work. When examining the overall competitive position of a specific classification, many organizations look solely at the midpoint in ascertaining a specific “market value”. While this method is practical for quickly evaluating a classification i.e., a group of peers, it is not a statistically viable method for developing a new or revised compensation and classification structure for an entire organization. Reviewing the organization’s competitive position against the market peer average at the midpoint is helpful in building a comprehensive solution that fits the overall needs of the organization

As Exhibit 4B illustrates the average midpoint for the market peers are provided for each benchmark classification along with the competitive position of Prince George County in comparison to market peers. Based on the data gathered at the market midpoint of the salary range, the following can be determined:

- On average, Prince George County was 0.6 percent above salary ranges at the market mid-point.
- The data show that 27 of the 65 positions are below the market average at the midpoint with the Crime Analyst (46.7 percent) and Court Administrator (27.0 percent) as the further below peer market data.
- Of the 65 classifications surveyed with differentials, 38 classifications (58.5 percent) had differentials above market at the midpoint. The Senior Deputy Commissioner, Revenue (18.3 percent) and Senior Utility Worker (17.5 percent) have the highest positive differential of this group.

### Market Maximums

The market maximum salary level of a specific range represents the highest level of compensation that an individual can reach within a specific classification. Positions at this stage of compensation are referred to as maximum potential value in a given classification. Organizations that have long tenured employees are particularly sensitive to competitive forces at the maximums of the ranges. Without competitive maximums, an organization may face salary compression issues over time and be challenged to maintain appropriate staffing levels with skill and knowledge efficiencies in the event long-tenured employees exist en masse for higher paying opportunities.



As Exhibit 4B illustrates the relative position of Prince George County in comparison to the market average at the range maximums is on average 0.3 percent below market average range maximums. The Senior Deputy Commissioner of Revenue (21.4 percent) and Legal Assistant (17.1 percent) positions are the top two positions with differentials above the County's peers' market maximum ranges.

## 4.2 MARKET SUMMARY

It should be noted that the positioning of a classification's pay range compared to the market is not a definitive assessment of an individual employee's salary being equally above or below market. A salary range does, however, speak to the County's general ability to recruit and retain talent over time. If a range minimum is significantly lower than the market offers, the County has the potential to lose out to its market peers when recruiting to fill positions. It is equally true that range maximums that are lower than the market maximums may serve as a disincentive for experienced employees to remain at the County. From the analysis of the data gathered in the external assessment, and discussed above, the benchmark classifications' ranges were generally found to be slightly above at minimum and slight above at both the midpoint and maximum of the County's desired position.



## Chapter 5 – Recommendations

Evergreen Solutions reviewed the information provided in the preceding chapters of this report and developed recommendations to improve the County's current classification and compensation system. The recommendations, as well as the findings that led to each recommendation, are discussed in detail in this chapter. The recommendations are organized into three sections: classification, compensation, and administration of the system.

### 5.1 CLASSIFICATION SYSTEM

An organization's classification system establishes how its human resources are employed to perform its core services. The classification system consists of the titles and descriptions of the different classifications or positions, which define how work is organized and assigned. It is essential that the titles and descriptions of an organization's classifications accurately depict the work being performed by employees in the classifications in order to ensure equity within the organization and to enable comparisons with positions at peer organizations. The purpose of a classification analysis is to identify such issues as incorrect titles, outdated job descriptions, and inconsistent titles across departments. Recommendations are then made to remedy the identified concerns based on human resources best practices.

In the analysis of the County's classification system, Evergreen Solutions collected classification data through the Job Assessment Tool (JAT) and Management Issues Tool (MIT) processes. The JATs, which were completed by employees and reviewed by their immediate supervisors, provided information about the type and level of work being performed for each of the County's classifications. The MIT process provided supervisors an opportunity to offer specific recommendations regarding compensation/grade and classification/job title issues that positions in their respective areas faced. Evergreen Solutions reviewed and utilized the data provided in the JATs and MITs as a basis for the classification recommendations below.

#### FINDING

Overall, the classification system utilized by the County was generally accurate and well organized. There were instances, however, of titles that could be modified to better reflect the tasks assigned to the position.

**RECOMMENDATION 1: Revise the titles of some classifications, establish unique titles for some positions, and establish new titles for new positions.**



Exhibit 5A provides a list of the recommended changes to the classification system. The foundation for these recommendations are based on the work performed by employees in these classifications as described in their JATs, suggestions made by supervisors on MITs, and feedback received during Employee Outreach. Not listed are minor changes e.g., spelling out abbreviated words; however, listed are modifications to entire classifications and those that had unique changes for one or two employees (listed as New Title) in a classification. Five new classification titles (levels) were developed for Managerial and Coordinator positions. These new levels will provide consistency for positions performing the same essential functions across the County.

### EXHIBIT 5A PROPOSED CLASSIFICATION CHANGES

Current Class Title	Recommended Class Title
ADMINISTRATIVE ASSOCIATE	Administrative Support Specialist III
ADMINISTRATIVE ASSOCIATE	Legal Assistant
ADMINISTRATIVE ASSOCIATE	Office Manager
ADMINISTRATIVE ASSOCIATE - SHERIFF	Office Manager
ADMINISTRATIVE MANAGER	Manager V, Social Services Administration
ANIMAL CONTROL SUPERVISOR	Manager I, Animal Control
ASSISTANT ATHLETIC COORDINATOR	Coordinator I, Assistant Athletics
ATHLETIC COORDINATOR	Coordinator V, Athletic
CASE MANAGER	Manager III, Social Services Case Management
CASE MANAGER SUPERVISOR	Manager V, Social Services Case Management
CUSTOMER SERVICE AGENT I	Utility Billing/Collection Specialist I
CUSTOMER SERVICE AGENT II	Utility Billing/Collection Specialist II
ELIGIBILITY SUPERVISOR	Benefits Program Supervisor
ELIGIBILITY WORKER	Benefits Program Specialist
ENVIRONMENTAL PROGRAM COORDINATOR	Coordinator IV, Environmental Program
FIRE/EMS BUSINESS MANAGER	Manager II, Fire/EMS Business Management
FLEET MANAGER	Manager III, Fleet
GIS COORDINATOR	Coordinator V, GIS
LEGAL ASSISTANT	Senior Legal Assistant
PROBATION OFFICER (CSU)	Coordinator III, Community Services
OFFICE ASSOCIATE I	Administrative Support Specialist I
OFFICE ASSOCIATE I	Legal Assistant
OFFICE ASSOCIATE II	Administrative Support Specialist II
OFFICE ASSOCIATE II (Police)	Coordinator, Animal Adoption Services
OFFICE ASSOCIATE II (Police)	Crime Analyst
PLANNING MANAGER	Manager VI, Planning
PROGRAM MANAGER	Manager IV, Corrections Program Management
PUBLIC SAFETY ANSWERING POINT MANAGE	Manager V, Emergency Communications Center Management
REAL ESTATE OPERATIONS COORDINATOR	Coordinator IV, Real Estate Operations
SENIOR BUILDING MAINTENANCE MECHANIC	Building Maintenance Mechanic
SENIOR CASE MANAGER	Manager IV, Advanced Social Services Case Management
SOCIAL SERVICES OFFICE ASSOCIATE II	Administrative Support Specialist II
SOCIAL SERVICES OFFICE ASSOCIATE II	Administrative Support Specialist III
SPECIAL ACTIVITIES COORDINATOR	Coordinator I, Parks Special Activities
UTILITY OFFICE MANAGER	Manager V, Utility Office Management
UTILITY OPERATIONS MANAGER	Manager V, Utility Operations Management
VICTIM WITNESS COORDINATOR	Coordinator II, Victim Witness Program
Volunteer Fire and EMS Training Coordinator	Fire Captain, Volunteer Fire/EMS Training





## 5.2 COMPENSATION SYSTEM RECOMMENDATIONS

The compensation system analysis consisted of two parts: an external market assessment and an internal equity assessment. During the external market assessment, the County's pay ranges for selected benchmark classifications were compared to the average of the identified market. Details regarding the external market assessment were provided in **Chapter 4** of this report. As presented in **Chapter 4**, the County's current compensation structure, when compared against the cost of living adjusted averages of peers was, on average, slightly above the salary ranges of the benchmarked positions.

During the internal equity assessment, consideration of the relationships between and the type of work being performed by the County's employees were reviewed and analyzed. Specifically, a composite score was assigned to each of the County's classifications that quantified the classification's level of five separate compensatory factors that are inherent in any position across an organization: Leadership, Working Conditions, Complexity, Decision Making and Relationships. The level for each factor was determined based on responses to the JAT.

### FINDING

Although the County's salary ranges were slightly above the desired market position for many of the benchmarked classifications, there still is a need for revision to the County's pay plan. A new, competitive open-range plan which replaces the current open-range plan provides the County with the ability to remain competitive in the labor market with its peers.

**RECOMMENDATION 2: Implement a new, competitive open-range pay plan aligned with the County's compensation philosophy that reflects the desired market position and best practices; slot all classifications into the plan based on external and internal equity; and implement the new structure by transitioning employees' salaries into the plan.**

Exhibit 5B shows the new open-range pay plan developed by Evergreen Solutions which has 21 open range pay grades, numbered 305 through 325. The range spreads of the pay grades begin at 50.0 percent in grades 305 through 308, increases to 55.0 percent in grades 309 through 314, and increases to a spread of 60.0 percent in grades 315 through 325.



**EXHIBIT 5B  
PROPOSED OPEN RANGE PAY PLAN**

Grade	Minimum	Midpoint	Maximum	Range Spread
305	\$ 26,741	\$ 33,426	\$ 40,112	50%
306	\$ 28,078	\$ 35,098	\$ 42,117	50%
307	\$ 29,482	\$ 36,853	\$ 44,223	50%
308	\$ 30,956	\$ 38,695	\$ 46,434	50%
309	\$ 32,814	\$ 41,837	\$ 50,861	55%
310	\$ 34,782	\$ 44,348	\$ 53,913	55%
311	\$ 36,869	\$ 47,008	\$ 57,147	55%
312	\$ 39,082	\$ 49,829	\$ 60,576	55%
313	\$ 41,426	\$ 52,819	\$ 64,211	55%
314	\$ 43,912	\$ 55,988	\$ 68,064	55%
315	\$ 46,986	\$ 61,082	\$ 75,177	60%
316	\$ 50,275	\$ 65,357	\$ 80,440	60%
317	\$ 53,794	\$ 69,932	\$ 86,070	60%
318	\$ 57,560	\$ 74,828	\$ 92,095	60%
319	\$ 61,589	\$ 80,065	\$ 98,542	60%
320	\$ 66,516	\$ 86,471	\$ 106,425	60%
321	\$ 71,837	\$ 93,388	\$ 114,940	60%
322	\$ 77,584	\$ 100,859	\$ 124,135	60%
323	\$ 83,791	\$ 108,928	\$ 134,065	60%
324	\$ 90,494	\$ 117,642	\$ 144,791	60%
325	\$ 97,734	\$ 127,054	\$ 156,374	60%

**RECOMMENDATION 3:** Implement a new, competitive open-range pay plan for the sworn Police Officers aligned with the County's compensation philosophy that reflects the desired market position and best practices; slot all classifications into the plan based on external and internal equity; and implement the new structure by transitioning employees' salaries into the plan.

Exhibit 5C shows the new open-range Police pay plan developed by Evergreen Solutions which has 9 open range pay grades, numbered P101 through P122. The range spreads are constant at 65.0 percent.



**EXHIBIT 5C  
PROPOSED OPEN RANGE POLICE SWORN PAY PLAN**

Grade	Minimum	Midpoint	Maximum	Range Spread
P101	\$ 43,000	\$ 56,975	\$ 70,950	65%
P102	\$ 45,150	\$ 59,824	\$ 74,498	65%
P103	\$ 47,408	\$ 62,815	\$ 78,222	65%
P104	\$ 49,778	\$ 65,956	\$ 82,133	65%
P105	\$ 52,267	\$ 69,253	\$ 86,240	65%
P111	\$ 57,624	\$ 76,352	\$ 95,080	65%
P113	\$ 61,946	\$ 82,078	\$ 102,211	65%
P115	\$ 68,295	\$ 90,491	\$ 112,687	65%
P122	\$ 96,098	\$ 127,330	\$ 158,562	65%

Evergreen Solutions slotted each proposed classification into the appropriate pay grade in the recommended pay plan. Both internal and external equity were analyzed when slotting the classifications. Assigning pay grades to classifications requires a balance of internal equity, desired market position, and recruitment and retention concerns. Thus, market range data shown in Chapter 4 were not the sole criteria for the proposed pay ranges. Some classifications' grade assignments varied from their associated market range due to the other factors mentioned above. The resulting recommended pay grades for each of the County's classifications are shown in Exhibit 5D. It should be noted that the recommended classification titles are utilized in the exhibits.



**EXHIBIT 5D  
PROPOSED PAY GRADES**

Proposed Class Title	Proposed Grade	Proposed Minimum	Proposed Midpoint	Proposed Maximum
Kennel Attendant	305	\$ 26,741	\$ 33,426	\$ 40,112
Administrative Support Specialist I	306	\$ 28,078	\$ 35,098	\$ 42,117
Utility Billing/Collection Specialist I	307	\$ 29,482	\$ 36,853	\$ 44,223
Administrative Support Specialist II Coordinator, Animal Adoption Services Deputy Commissioner of Revenue Deputy Court Clerk I Deputy Registrar Permit Technician I Utility Worker I	308	\$ 30,956	\$ 38,695	\$ 46,434
Crime Analyst Permit Technician II Utility Billing/Collection Specialist II	309	\$ 32,814	\$ 41,837	\$ 50,861
Administrative Support Specialist III Animal Control Officer Building Maintenance Mechanic Communications Officer Deputy Court Clerk II Deputy Treasurer Legal Assistant Mechanic Senior Grounds Maintenance Worker Utility Worker II	310	\$ 34,782	\$ 44,348	\$ 53,913
Master Mechanic Real Estate Technician	311	\$ 36,869	\$ 47,008	\$ 57,147
Deputy Sheriff Utility Worker III	312	\$ 39,082	\$ 49,829	\$ 60,576
Building and Grounds Maintenance Mechanic Building Maintenance Mechanic Coordinator I, Assistant Athletics Coordinator I, Parks Special Activities Office Manager Senior Deputy Commissioner of Revenue	313	\$ 41,426	\$ 52,819	\$ 64,211



**EXHIBIT 5D (CONTINUED)  
PROPOSED PAY GRADES**

Proposed Class Title	Proposed Grade	Proposed Minimum	Proposed Midpoint	Proposed Maximum
Accounting Clerk				
Benefits Program Specialist				
Chief Deputy Treasurer				
Coordinator II, Victim Witness Program				
EMT/INTERMEDIATE/FF	314	\$ 43,912	\$ 55,988	\$ 68,064
Executive Assistant				
GIS Technician				
Payroll Specialist				
Senior Legal Assistant				
Senior Utility Worker				
Chief Deputy Court Clerk				
Coordinator III, Community Services				
Economic Development Specialist				
EMT/PARAMEDIC/FF				
Manager I, Animal Control				
Plans Reviewer	315	\$ 46,986	\$ 61,082	\$ 75,177
Pretrial Investigator				
Pretrial Officer				
Probation Officer				
Senior Building Inspector				
Tax Compliance Auditor				
Benefits Program Supervisor				
Communications Supervisor				
Coordinator IV, Environmental Program				
Coordinator IV, Real Estate Operations				
Court Administrator	316	\$ 50,275	\$ 65,357	\$ 80,440
Financial Reporting Accountant				
Manager II, Fire/EMS Business Management				
Real Estate Appraiser II				
Sergeant Sheriff				
Fire Lieutenant				
HR ANALYST				
Information Systems Engineer				
Information Systems Specialist - Applications	317	\$ 53,794	\$ 69,932	\$ 86,070
Lieutenant Sheriff				
Manager III, Social Services Case Management				
Manager III, Fleet				
Utility Supervisor				



**EXHIBIT 5D (CONTINUED)  
PROPOSED PAY GRADES**

Proposed Class Title	Proposed Grade	Proposed Minimum	Proposed Midpoint	Proposed Maximum
Accounting Supervisor				
Chief Deputy Sheriff				
Coordinator V, Athletic				
Coordinator V, GIS				
Fire Captain				
Fire Captain, Volunteer Fire/EMS Training	318	\$ 57,560	\$ 74,828	\$ 92,095
HR Supervisor				
Information Systems Analyst - Business Process				
Manager IV, Advanced Social Services Case Management				
Manager IV, Corrections Program Management				
Payroll Supervisor				
Manager V, Emergency Communications Center Manager				
Manager V, Social Services Administration				
Manager V, Social Services Case Management				
Manager V, Utility Office Management	319	\$ 61,589	\$ 80,065	\$ 98,542
Manager V, Utility Operations Management				
Planner				
Procurement Officer				
Assistant Commonwealth Attorney				
Deputy Director/Building Official	320	\$ 66,516	\$ 86,471	\$ 106,425
Manager VI, Planning				
Director Community Corrections				
Director Community Development				
Director General Services				
Director Human Resources				
Director Information Technology	323	\$ 83,791	\$ 108,928	\$ 134,065
Director Parks & Recreation				
Director Social Services				
Director Utilities & Engineering				
Real Estate Assessor				
Deputy County Administrator				
Director Finance	324	\$ 90,494	\$ 117,642	\$ 144,791
Director Fire/EMS				



**EXHIBIT 5D (CONTINUED)  
PROPOSED PAY GRADES**

Proposed Class Title	Proposed Grade	Proposed Minimum	Proposed Midpoint	Proposed Maximum
Police Officer	P101	\$ 43,000	\$ 56,975	\$ 70,950
Police Officer - Detective Police Officer First Class	P102	\$ 45,150	\$ 59,824	\$ 74,498
Senior Police Officer	P103	\$ 47,408	\$ 62,815	\$ 78,222
Master Police Officer	P104	\$ 49,778	\$ 65,956	\$ 82,133
Career Police Officer	P105	\$ 52,267	\$ 69,253	\$ 86,240
Police Sergeant	P111	\$ 57,624	\$ 76,352	\$ 95,080
Police Lieutenant	P113	\$ 61,946	\$ 82,078	\$ 102,211
Police Captain	P115	\$ 68,295	\$ 90,491	\$ 112,687
Chief of Police	P122	\$ 96,098	\$ 127,330	\$ 158,562



After assigning pay grades to classifications, the next step was to develop appropriate methods (options) for transitioning employees' salaries into the new pay plan. This was done by establishing methods of calculating salaries in the new pay ranges and determining whether adjustments were necessary. Evergreen Solutions developed, recommended, and provided several options for implementing the proposed new plan. Following review with the County of the options and fiscal constraints, a phased plan was selected as the most appropriate transition method.

#### **Bring Employees' Salaries to New Minimums:**

In this method, each employee's salary was adjusted to the minimum of their classification's proposed pay grade. If his/her salary was already within the proposed pay range, no adjustment was made.

Utilizing this approach, adjustments are recommended for 89 employees with an approximate annualized cost of **\$159,871**. This is the approximate cost for salary adjustments (only) and does not include the associated costs for employee benefits.

Various options for the next phases were being considered by the County at the time of this report. These included methods that would help mitigate salary compression in the Police Department.

### **5.3 COMPENSATION AND CLASSIFICATION SYSTEM ADMINISTRATION**

The County's compensation and classification system will need periodic maintenance to ensure competitiveness and desired market position. The recommendations provided to improve the competitiveness of the classification and compensation structure were developed based on conditions at the time the data were collected. Without proper upkeep, the potential for recruitment and retention issues may increase as the compensation and classification system becomes dated and less competitive.

**RECOMMENDATION 4: Conduct small-scale salary surveys as needed to assess the market competitiveness of hard-to-fill classifications and/or classifications with retention issues and make adjustments to pay grade assignments if necessary.**

While it is unlikely that the pay plan as a whole will need to be adjusted for several years, a small number of classifications' pay grades may need to be reassigned more frequently. If one or more classifications are exhibiting high turnover or the County is having difficulty with recruitment, the County should collect salary range data from peer organizations to determine whether an adjustment is needed for the pay grade of the classification(s). If increasing a classification's pay grade based on market data does not help with the recruitment and/or retention issues, it may be necessary for the County to offer incentives to attract employees to the position and/or to encourage employees to remain in the position.





**RECOMMENDATION 5: Conduct a comprehensive classification and compensation study every three to five years.**

Small-scale salary surveys can improve the market position of specific classifications, but it is recommended that a full classification and compensation study be conducted every three to five years to preserve both internal and external equity for the County. Changes to classification and compensation do occur, and while the increments of change may seem minor, they can compound over time. A failure to react to these changes quickly has the potential to place the County in a less than desirable position for recruiting and retaining quality employees.

While the previous two recommendations are intended to maintain the competitiveness over time of particular classifications and the classification and compensation structure as a whole, it is also necessary to review and if necessary establish guidelines for determining equitable pay practices for employees.

**RECOMMENDATION 6: Review and revise, as appropriate, guidelines for progressing employee salaries through the pay plan, including procedures for determining salaries of newly hired employees and employees who have been promoted or transferred to a different classification or department.**

The method of moving salaries through the pay plan and setting new salaries for new hires, promotions, and transfers depends largely on an organization's compensation philosophy. It is important for the County to have established guidelines for each of these situations, and to ensure that they are followed consistently for all employees. Common practices for progressing and establishing employee salaries are outlined below.

Salary Progression

There are several common methods for salary progression including cost of living adjustments (COLA)/across the board, time based, and employee performance based. The County intends to utilize both across the board and individual performance-based methods to progress employees' salaries in his or her classification's assigned pay range. As it is the County's desire to continue to link employee's performance with eligibility for salary advancement, it will be important to continue to review this process and as appropriate, make improvements. Training staff, regarding the purpose of performance evaluations and the desired results is important in order to maintain consistency and impartiality of this method of salary progression.

New Hires

A new employee's starting salary typically depends on the amount of education and experience the employee possesses beyond the minimum requirements for the job. Typically, an employee holding only the minimum education and experience requirements for a classification is hired at or near the classification's pay grade minimum. However, for recruiting and retention purposes the County needs the ability to offer salaries to new employees that consider prior related experience. It is recommended that the County maintain this flexibility when establishing new employee salaries.



### Promotions

When an employee is promoted to a new classification, it is important to have guidelines for calculating the employee's new salary that rewards the employee for his or her new responsibilities, moving the salary into the new pay grade, and ensuring internal equity in the new classification. For example, a range of three to seven percent increase is common today, with consideration given to preserving the internal equity of employees' salaries within the classification.

### Transfers

An employee transfer occurs when an employee is reassigned to a classification at the same pay grade as his or her current classification or when an employee's classification stays the same, but his or her department changes. In either of these cases, it is likely that no adjustment is necessary to the employee's salary. The only situation in which a salary adjustment would be needed for a transferred employee would be if his or her current salary is not aligned with the salaries of employees in the new classification or department. If that occurs, it may be necessary to adjust the salary of the employee or the incumbents of the classification to ensure salary equity within the new classification.

## **5.4 SUMMARY**

The recommendations in this chapter establish a total compensation system that would place the County at its desired market position. By implementing the new competitive pay plan and supportive administration practices, the County will have a responsive compensation and classification structure for years to come. While the upkeep of these recommended systems will require work, the County will find that having a competitive compensation and classification system that encourages strong recruitment and employee retention is well worth this commitment.



# Prince George County, VA Compensation and Classification Study



## Final Presentation

June 12, 2018



Evergreen Solutions, LLC

# *Agenda*

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- Study Process
- Summary of Employee Outreach
- Compensation Philosophy Review
- Compensation Review Results
- Implementation Recommendations
- Additional Recommendations



# *Study Process*

## **Completed:**

- ✓ Employee outreach and summarized findings.
- ✓ Reviewed current conditions of the compensation system.
- ✓ Reviewed the County's compensation philosophy.
- ✓ Analyzed **internal equity** by reviewing Job Assessment Tools (JAT); developed proposed class structure.
- ✓ Conducted a salary survey to analyze the **external equity (competitive with peers)** of the current compensation system.
- ✓ Utilized internal and external equity results to develop a new pay plan, and individually assigned pay grades to classifications.



## *Study Process (cont.)*

### **Completed (cont.):**

- ✓ Developed a recommended implementation option and estimated annualized salary costs to implement the new pay plan.
- ✓ Reviewed all classifications for Fair Labor Standards Act (FLSA) status;
- ✓ Finalized study results; provided draft and final reports;

### **To complete:**

- ✓ Train Human Resources staff how to use the Job Force Management tool to maintain the proposed compensation and classification system.



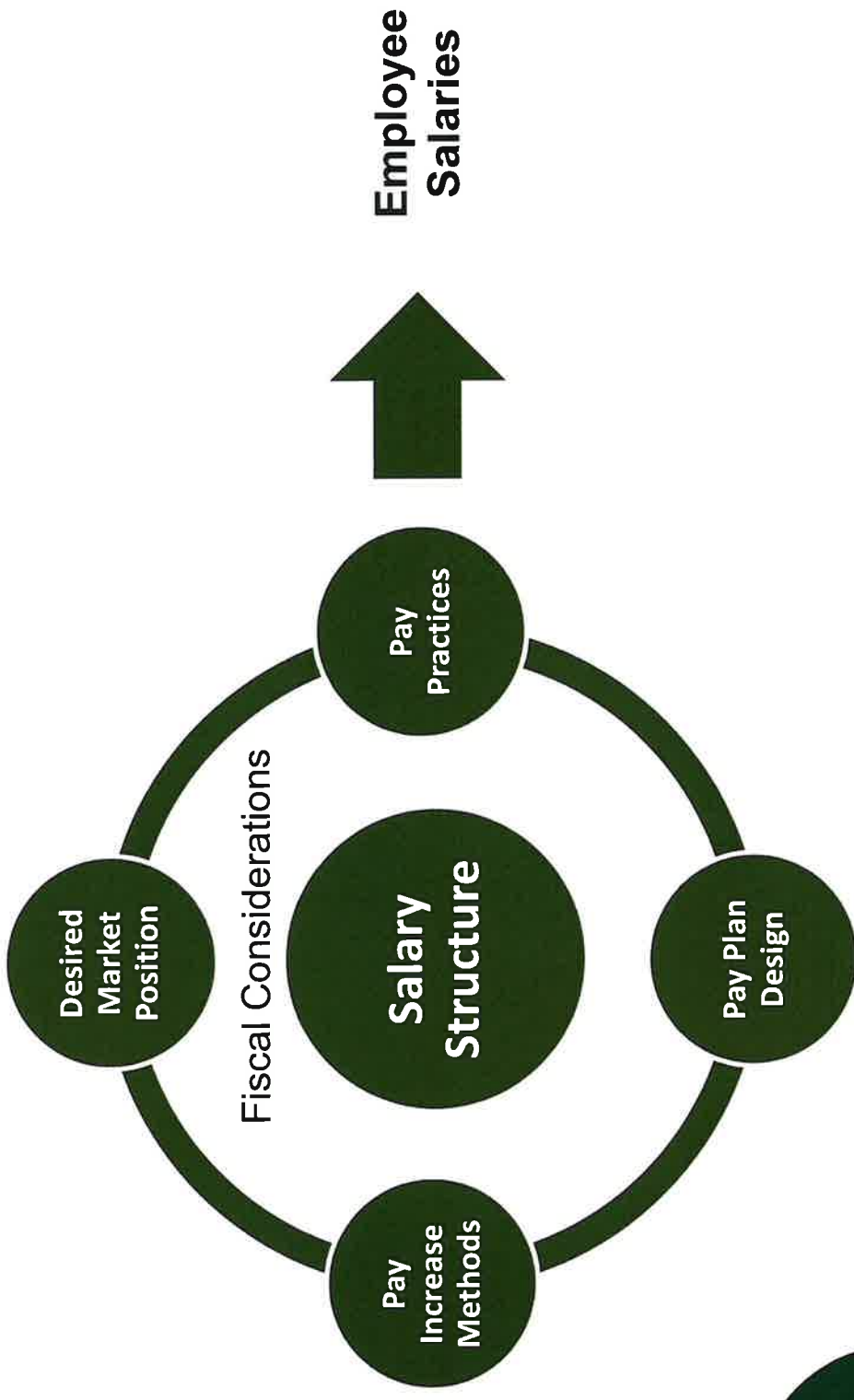
# *Outreach Summary*

- Overall, employees enjoy working for the County and serving the community in which they live.
- The desire to serve their community was a reason many employees continue to work for the County.
- Employees expressed a concern regarding salary compression.
- Employees would like to have a performance evaluation system that is linked to merit pay and is consistently and regularly funded.



# *Compensation Philosophy (cont.)*

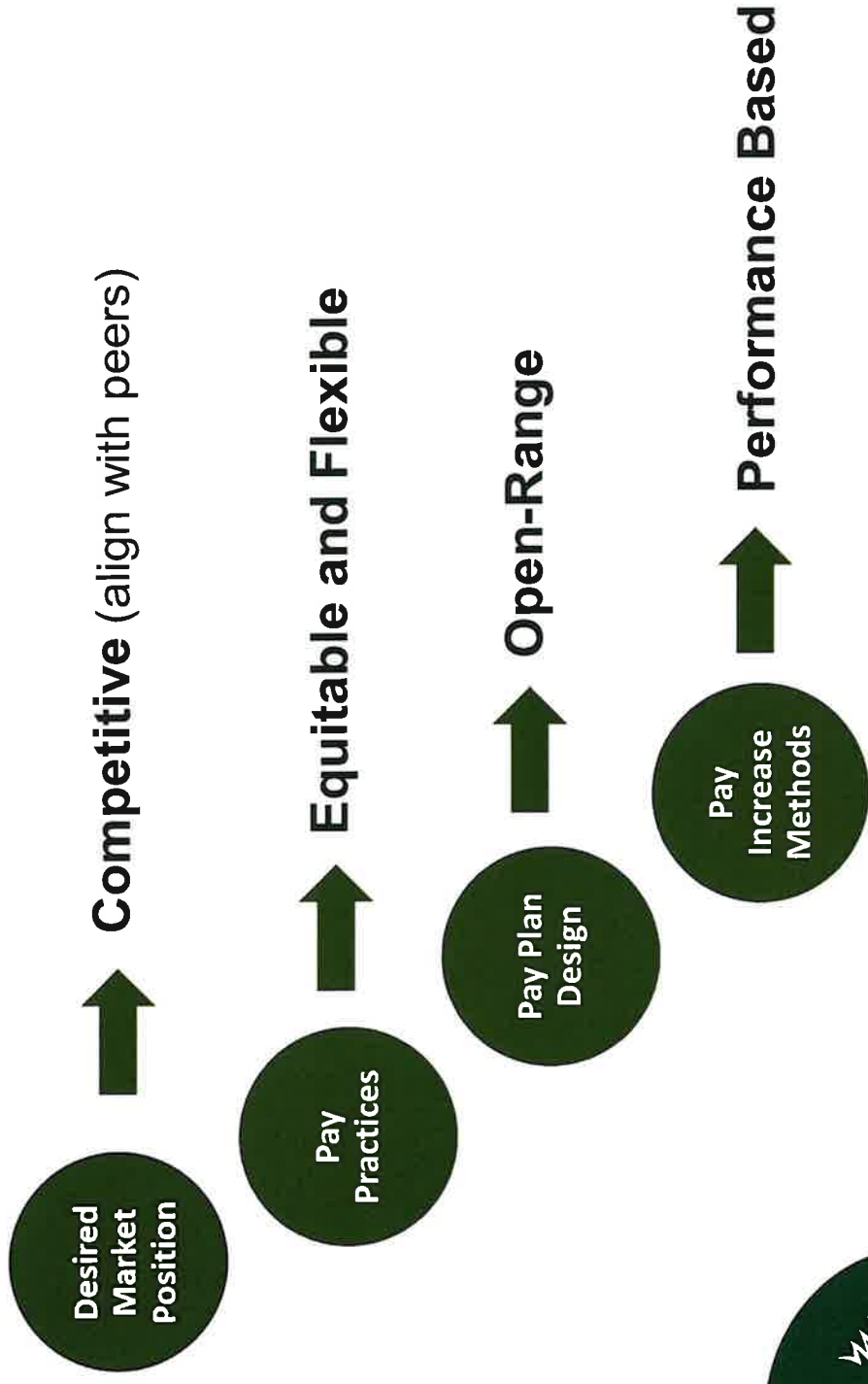
*A compensation philosophy impacts employees' salaries:*





# Compensation Philosophy

County's Compensation Philosophy:



# Compensation

Conducted a salary survey and collected salary range data from 16 peers to analyze external (market) equity for benchmark classifications:

Market Peers
Albemarle County, VA
Brunswick County
Caroline County
Chesterfield County, VA
City of Colonial Heights
City of Emporia, VA
City of Hopewell, VA
City of Petersburg, VA
Dinwiddie County, VA
Goochland County, VA
Hanover County, VA
Henrico County, VA
James City County, VA
Mecklenburg County, VA
Surry County, VA
Sussex County, VA



# Compensation (cont.)

Collected salary range data for total of 65 benchmark classifications (subset of all classifications) and compared the data at the **average**:

Benchmark Classifications	Differential at Range Minimum	Differential at Range Midpoint	Differential at Range Maximum
Overall Average	1.7%	0.5%	-0.3%

**Midpoint is typically considered “market” as employees receiving pay at this point should be proficient and satisfactorily performing the duties of their classification.**

*Results do not indicate that all benchmarks (classifications) were ahead or behind.*



# Compensation (cont.)

Developed new, competitive open-range pay plan for General employees:

- 21 pay grades
- increasing range spreads
  - 50% grades 305-308
  - 55% grades 309-314
  - 60% grades 315-325
- easy to administer
- aligns with compensation philosophy

Grade	Minimum	Midpoint	Maximum	Range Spread
305	\$ 26,741	\$ 33,426	\$ 40,112	50%
306	\$ 28,078	\$ 35,098	\$ 42,117	50%
307	\$ 29,482	\$ 36,853	\$ 44,223	50%
308	\$ 30,956	\$ 38,695	\$ 46,434	50%
309	\$ 32,814	\$ 41,837	\$ 50,861	55%
310	\$ 34,782	\$ 44,348	\$ 53,913	55%
311	\$ 36,869	\$ 47,008	\$ 57,147	55%
312	\$ 39,082	\$ 49,829	\$ 60,576	55%
313	\$ 41,426	\$ 52,819	\$ 64,211	55%
314	\$ 43,912	\$ 55,988	\$ 68,064	55%
315	\$ 46,986	\$ 61,082	\$ 75,177	60%
316	\$ 50,275	\$ 65,357	\$ 80,440	60%
317	\$ 53,794	\$ 69,932	\$ 86,070	60%
318	\$ 57,560	\$ 74,828	\$ 92,095	60%
319	\$ 61,589	\$ 80,065	\$ 98,542	60%
320	\$ 66,516	\$ 86,471	\$ 106,425	60%
321	\$ 71,837	\$ 93,388	\$ 114,940	60%
322	\$ 77,584	\$ 100,859	\$ 124,135	60%
323	\$ 83,791	\$ 108,928	\$ 134,065	60%
324	\$ 90,494	\$ 117,642	\$ 144,791	60%
325	\$ 97,734	\$ 127,054	\$ 156,374	60%



# Compensation (cont.)

Developed new, competitive open-range pay plan for Sworn Police Officers:

Grade	Minimum	Midpoint	Maximum	Range Spread
P101	\$ 43,000	\$ 56,975	\$ 70,950	65%
P102	\$ 45,150	\$ 59,824	\$ 74,498	65%
P103	\$ 47,408	\$ 62,815	\$ 78,222	65%
P104	\$ 49,778	\$ 65,956	\$ 82,133	65%
P105	\$ 52,267	\$ 69,253	\$ 86,240	65%
P111	\$ 57,624	\$ 76,352	\$ 95,080	65%
P113	\$ 61,946	\$ 82,078	\$ 102,211	65%
P115	\$ 68,295	\$ 90,491	\$ 112,687	65%
P122	\$ 96,098	\$ 127,330	\$ 158,562	65%

- 9 pay grades
- Constant range spreads
- 5 levels of career progression for police officers
- aligns with compensation philosophy



# *Implementation*

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*The Implementation Costs presented on the following slides are computed based on current FY2017-2018 salaries (with no pay increase factored).*

*These costs will change if the County provides pay increases to employees for FY2018-2019.*



# Implementation (cont.)

Developed and reviewed implementation options; selected method:

## Option I - Bring Employees' Salaries to New Minimums:

A calculation is performed to determine if an employee's salary is below the proposed minimum of his/her proposed classification/grade. If his/her salary is below the proposed minimum, it is adjusted to the minimum of his/her proposed pay grade; if his/her salary is within the proposed pay grade, no adjustment is recommended.

- **Police & General Employees** with salaries less than minimum of new pay range
- (Police – Sworn) Total annualized estimated cost = **\$63,396** - for **22** employees with adjustments
- (General Employees) Total annualized estimated cost = **\$96,476** - for **67** employees with adjustments

\* Cost estimates are salary only and do not include the cost of benefits.



# Implementation (cont.)

## Option II: Current Range Penetration

A calculation is performed to determine the percentage through the current range an employee's salary falls. The employee's recommended salary calculation will place him/her at the same percentage through the proposed range. **This option does not include the Bring To Minimum cost.**

- (Police – Sworn) Total annualized estimated cost = **\$228,744** - for 50 employees with adjustments
- (General Employees) Total annualized estimated cost = **\$295,793** - for 122 employees with adjustments

\* Cost estimates are salary only and does not include the cost of benefits.





# *Implementation (cont.)*

## Option III: Current Range Penetration Capped at Midpoint

This option places an employee's salary in the new range based on the relative position in the current range, yet does not place any salary beyond new midpoints unless the salary is already above that point, as no employee salary is reduced. **This option does not include the Bring To Minimum cost.**

- (Police – Sworn) Total annualized estimated cost =  
**\$210,582** - for 48 employees with adjustments
- (General Employees) Total annualized estimated cost =  
**\$203,606** - for 111 employees with adjustments

\* Cost estimates are salary only and do not include the cost of benefits.



# *Implementation (cont.)*

## Option IV: 25 Year Tenure Parity

Each proposed pay grade is divided into 25 total sections, with each section representing one year of time an employee has been employed with the organization. An employee's salary would then be adjusted within the range based on this time. **This option does not include the Bring To Minimum cost.**

- (Police – Sworn) Total annualized estimated cost = **\$633,965** - for **53** employees with adjustments
- (General Employees) Total annualized estimated cost = **\$905,353** - for **139** employees with adjustments

\* Cost estimates are salary only and do not include the cost of benefits.



# Implementation (cont.)

## Option V: Move Toward Market (3 Tier)

Employees are moved closer toward the market point based on their tenure and their Compa-ratio (current salary relative to the midpoint). Employees are grouped into 3 tiers of tenure: 1 to 3 years, 3 to 7 years, and more than 7 years. Increments designed to give larger adjustments (in percentage terms) for employees with salaries furthest from market point and provide greater adjustments to those employees with more tenure. Employees at or above the market point are unaffected. **This option does not include the Bring to Minimum Cost.**

- (Police – Sworn) Total annualized estimated cost = **\$135,946** - for **46** employees with adjustments
- (General Employees) Total annualized estimated cost = **\$278,750** - for **130** employees with adjustments

\* Cost estimates are salary only and do not include the cost of benefits.



# Implementation (cont.)

## Option VI: Move Toward Market (2 Tier)

Employees are moved closer toward the market point based on their tenure and their Compa-ratio (current salary relative to the midpoint). Employees are grouped into 2 tiers of tenure: 1 to 10 years, and more than 10 years. Increments designed to give larger adjustments (in percentage terms) for employees with salaries furthest from market point and provide greater adjustments to those employees with more tenure. Employees at or above the market point are unaffected. **This option does not include the Bring to Minimum Cost.**

- (Police – Sworn) Total annualized estimated cost =  
**\$87,380 – for 46 employees with adjustments**
- (General Employees) Total annualized estimated cost =  
**\$132,362 for 116 employees with adjustments**

\* Cost estimates are salary only and do not include the cost of benefits.



# *Recommendations*

- Adopt compensation and classification plans structure recommended by the Evergreen study.
- Communicate study results to the employees.
- Review pay practices; revise as necessary to align with compensation philosophy and be competitive with peers.
- Administer and maintain the new plans; make pay grade/range adjustments as necessary; implement FLSA changes.
- Conduct a comprehensive study every three to five years.



*Thank You*

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Additional Questions?

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