

**COMPENSATION ANALYSIS AND PAY PLAN
STUDY**

**Flagler County
Sheriff's Office**

2014



Cody & Associates, Inc.

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September 5, 2014

Mr. Ken McClinton, M.A.
H.R. Director
Flagler County Sheriff's Office
1001 Justice Lane
Bunnell, FL 32110

Dear Mr. McClinton:

We have completed our assignment and are submitting the final report of our **Compensation Analysis and Pay Plan Study** for all full time positions in the service of the Flagler County Sheriff's Office excluding executive managers.

This report has been prepared as an accounting of our assignment and to record our approach. The recommendations and comments in the report reflect our objective appraisal based on analysis and discussion to the extent possible within the scope of the assignment.

Our objective was to analyze and update the current Pay Plan so that it is equitable to the employees, Sheriff's Office, and to the taxpayers of the County.

We appreciate this opportunity to again be of service to you and express our thanks for the cooperation and courtesy which was extended to us by all of your employees during the Study.

Respectfully Submitted,



N. E. Pellegrino
Principal Partner

COMPENSATION AND PAY PLAN STUDY

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2014

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INTRODUCTION

This report, on the study of the Compensation for the Sheriff's Office, Flagler County, contains details of all elements of the Study. In preparing this report, *Cody & Associates, Inc.* has used its best efforts and has taken reasonable care. To an extent, the Report relies on information and data received from third parties in which *Cody & Associates, Inc.* has assumed the accuracy and completeness thereof.

Cody & Associates, Inc. cannot guarantee that any particular result will follow from any action taken on the basis of this Report. The information and opinions expressed in this Report have significance only within the context of the entire Report. No parts of this report should be used or relied upon outside of that context.

This Study is not an end in itself, but a vital element in a sound management program for the Sheriff. A good overall management system requires continuous work and polishing, once the plan is implemented.

Adjustments will continually have to be made to reflect changes in the labor market place in order to maintain a current and equitable compensation system and pay plan.

STUDY ASSIGNMENT AND OBJECTIVES

Flagler County Sheriff retained the services of *Cody & Associates, Inc.* to conduct a Compensation Analysis and Pay Plan Study for all positions excluding executive managers under his jurisdiction.

In our approach we were concerned with the following basic objectives:

- A. Formulating a Compensation System and Pay Plan that will assist in reducing turnover costs and promote careers with the Sheriff's Office.
- B. Designing a Compensation and Pay Plan that will attract qualified personnel to render the services that the Sheriff provides.
- C. Establishing equitable relationships of one job to another within the work force (equal pay for equal work).
- D. To ensure fair and equal compensation opportunities for equal contributions to the effective operations of the Sheriff's Office.
- E. Designing current Salary Ranges which are competitive with reasonably similar positions in the labor market where the Sheriff recruits for employees and which are consistent with the economic conditions in Flagler County and surrounding counties.
- F. Establishing or maintaining normal lines of promotion to and from the various classes of positions in the Personnel System.

To achieve these objectives, we divided the assignment into three (3) major segments:

- A. Compensation Analysis
- B. Wage Survey
- C. Report Preparation and Presentation

II

POSITION REVIEW AND ANALYSIS PHASE

The Review and Analysis Phase of the Study included the following:

A. *REVIEW OF POSITIONS*

The objective of this phase was to review information about the positions in the Sheriff's office in order to conduct an equitable compensation pay level. The Consultant reviewed positions to better understand their functions and qualifications. During this review we found one individual's position which should be reclassified.

It was – M.L. Dunlap – Administrative Assistant to Finance Assistant

COLLECTION OF OTHER INFORMATION

We compiled information such as:

- a. Current organization and staffing charts.
- b. Personnel policies, rules and regulations.
- c. Union Contracts
- d. Other pertinent procedures and data.

III

COMPENSATION ANALYSIS AND PAY PLAN PHASE

This Phase of the Study included the following:

A. SALARY SURVEY

The objective of this survey was to determine what must be provided in terms of salaries in order to obtain or retain personnel; in other words, to be competitive with other employers recruiting from the same labor market. The steps included:

1. SELECTION OF SURVEY CLASSES (Bench Marks)

We utilized as many as possible of the present classes in the salary survey in order to get the best possible data. These benchmark jobs represented all of the occupations and levels in the Sheriff's organization included in the study and those occupations which could be compared with other employers.

2. IDENTIFICATION OF LABOR MARKET

The relevant labor markets to be surveyed were identified. One market was the local operating area of Flagler and adjoining counties for the positions which are recruited from this geographical location. These included the City of Daytona Beach; City of Deland; City of Leesburg; Clay County Sheriff; City of Ormond Beach; Lake County Sheriff; Sumter County Sheriff; City of St. Augustine; City of Green Cove Springs; City of South Daytona, City of Gainesville; Alachua County Sheriff; Marion County Sheriff; Volusia County Sheriff; Putnam County Sheriff; and, St. John's County Sheriff.

3. MANAGEMENT, ADMINISTRATIVE and PROFESSIONAL POSITIONS

For management, administrative, and other highly technical and professional positions where the County must remain competitive on a broader basis, our staff studied salary data from other comparable Sheriff's Offices in the East Central Region and State.

Other sources used were the Florida League of Cities Cooperative Salary Survey Study 2013 and numerous Surveys conducted by professional groups and associations. This information was used, along with local data in arriving at our recommendations to determine general pay levels.

We realize that there are differences in Cost of Living in other areas of the State in comparison to Flagler County, so, when using data outside of Flagler County, we made appropriate adjustments to this data to reflect the Cost of Living differences. The formula used was: *Cost of Living Index difference* (between reporting agencies and Flagler County) \times *Reported Salary Range* = *Adjusted Salary Range*. The Cost of Living data source used was the most recent "Florida Price Level Index 2013" (Enclosure 4). These Cost of Living adjustments afford greater validity to the survey data.

4. SECONDARY INFORMATION

Secondary salary data included regional surveys recently completed and information from our database. This information was used as a guide in developing the salary schedule recommendations.

5. SURVEY METHOD

In compiling this data, we not only obtained their minimum and maximum salaries but the number of positions in each classification. This separates the larger agencies from the smaller ones and equitably indicates what the market is.

Another step we use in our calculations, in order to provide the most accurate data possible, is to apply the standard deviation principle. The standard deviation is the most commonly used indicator of variability of a distribution of data. The usual and most accepted interpretation is in terms of the percentage of cases included within one standard deviation below the mean to one standard deviation above the mean. This range on the scale includes about two-thirds ($\frac{2}{3}$) of the cases in the distribution. Data was entered into our data base and then edited to ensure that the data was reasonable and representative and had been accurately reported and recorded. Responses were eliminated when they appeared atypical or exhibited extreme values in wages.

B. DEVELOPMENT OF THE SALARY SCHEDULES

The objective of this aspect of the Study was to compile the results of the salary survey and to design an appropriate salary schedule and plan for all the positions covered.

C. SALARY TRENDS

Due to the difficult economic times over the past several years in the local operating area, state and nation on a whole, the salary trends in Flagler County and neighboring counties were fairly stagnant and showed only minor advancements or movement. However, over the past two years salary increases have started to trend upward. This year we found many sheriff offices in the State are considering increases around the three percent range or higher.

D. COST OF LIVING TRENDS

Flagler County is ranked as the eighteenth (51st out of 67 counties) cost of living area in the State, according to the most recent Florida Price Level Index Study (Enclosure 4). This means that Flagler County is 5.62% below the State-wide average cost of living. This was considered in the overall analysis of the State-wide salary data collected for certain jobs and drawing appropriate comparisons.

E. FINDINGS

Enclosure 1, 2, 3, are the complete salary findings based upon the marketplace and internal relationships.

III

COMPENSATION PLAN

A. PURPOSE

The Compensation Plan is intended to provide all employees with an equitable and competitive pay, relative to pay received by other employees performing similar work throughout the organization and relative to rates received by other employees in the labor market from which the Sheriff's employees are recruited.

The Compensation Plan includes the basic Salary Schedule and the schedule of salary ranges for all classes of positions included in the Classification Plan.

B. COMPENSATION PLAN DESIGN

At the present time Flagler Sheriff does not use salary ranges. We are, therefore, recommending the Sheriff adopt a minimum to maximum pay plan structure.

This is the most flexible system in use today. Some of the advantages in this type of structure are:

1. The employer is not limited to the rigid intervals between steps when considering salary increases, as is the case when a step pay plan is used.
2. The employee can usually be compensated by whatever percentage increase, based upon job performance, the employer desires.
3. The Minimum-Maximum Plan provides more flexibility when ability to fund is a

problem.

4. The Minimum-Maximum Plan is also much easier to administer.
5. In most cases step plans are looked on as an automatic increase entitlements by employees.

C. COMPENSATION PAY PROVISIONS

The following are the basic guidelines for administering the recommended compensation plan.

1. APPOINTMENT AND STARTING RATE GUIDELINES

- a. The minimum rate for a position is the appointment (in-hiring) rate for a new employee. This rate reflects the "market place" value of the position based upon the minimum qualifications needed to perform the work. Additional latitude and flexibility should be exercised when determining actual in-hiring rates for applicants **in hard to fill critical or managerial positions** since experience and availability are key factors.
- b. Generally, appointments below or above the minimum salary may be authorized in the following situations:
 - (1) If the applicants training, experience or other qualifications are above those required for the position appointments may be approved by the Sheriff or his designee on a case by case basis, at a rate of up to the mid-point of the range established for the position.
 - (2) Appointments below the minimum salary can be handled as described in 10.

2. SALARY RANGES AND PROGRESSION

- a. The Pay Plan consists of a Salary Schedule containing salary ranges, the compensation attached to the ranges, and a schedule listing the assignments of each class in the Classification Plan to a range in the Salary Schedule.
- b. Employees can receive a salary increase by one or more of the following ways: performance salary advancement; across-the-board increase; cost of living; adjustments; promotion; reclassification; or pay range adjustment.
- c. Salary ranges are used to develop incentives among employees to improve their work performance and quality. In the lingering climate of fiscal concerns it is essential to have some type of salary program geared to improving overall productivity and efficiency of work.

3. PERFORMANCE (PRODUCTIVITY) INCREASES

- a. An increase within the same pay range should not be automatic, but should be based upon a Performance Evaluation System or other system that measures an individual's effort and effectiveness.
- b. An employee should be eligible for salary advancement annually on an anniversary or a fiscal year basis and as warranted by performance, provided there are funds available for the increases.
- c. Salary advancement to the mid-point of the salary range is considered as the developmental phase of the salary progression. Increases to this point are usually more rapid than after the mid-point is reached.
The developmental phase includes the probationary period and signifies the time an individual should become totally effective and productive according to the established standards and/or desires.

The area beyond the mid-point of the salary range is referred to as the incentive phase. Movement in this phase of the range should be reserved for performance over and above which is considered as an average, acceptable job. This area should be based truly on performance.

4. PROMOTIONS

A promotion occurs when an employee is moved from a position in one class to another position in a different class that has a higher maximum salary.

The promoted employee should receive a salary increase to at least the minimum rate of the new pay range or a certain percent whichever is higher. An amount higher than minimum can be considered if the individual's experiences, skills, or qualifications merit a higher than minimum rate adjustment.

In some situations, an employee who is promoted from a position which receives paid overtime to an exempt position which receives no paid overtime could experience an actual pay loss in his/her annual salary earnings. In cases such as this, consideration of a higher promotional pay adjustment to compensate for this situation.

The first six (6) months of the promotion can be used by the supervisor to evaluate the performance of the employee and to assure that the employee can satisfactorily perform the duties of the new position. At the end of this period, the employee's supervisor will certify that the employee is satisfactorily performing his/her duties and the promotional increase discussed above may be instituted.

5. DEMOTIONS

If an employee is demoted for cause, the demotion will be to a lesser job classification that may include a reduction in pay.

Employees receiving demotions at their own request or due to inability to perform the

work may be adjusted to a lower job classification. When a demotion of this nature occurs, there should be a reduction made in the employee's pay. Some circumstances may dictate, however, that the employee remains at the same pay level attained prior to the demotion. This will be at the discretion of the Sheriff, but in no case should this exceed the maximum rate of the lower pay range.

6. TRANSFERS

Employees transferred to a position in the same classification or to a different position with the same pay grade should not be eligible for an increase.

Employees transferred to another position in a lower classification or grade shall be handled in accordance with the rule established for Demotions.

7. PAY GRADE ADJUSTMENT

a. Where the pay range of an existing classification is raised, it is important to maintain established pay relationships and pay spreads within a work unit and not unduly compress pay between new and longer service employees.

b. In instances where the total pay plan is being revised, adjustments and implementation should be determined at that time, which will consider cost impact and other factors.

8. RECLASSIFICATION/ORGANIZATIONAL CHANGES

When a position is reclassified to a higher class, adjustments to salary should be handled in the same manner as Promotion.

When a reclassification results in assignment to a lower class, adjustment should be made in accordance with the rules for Demotion.

9. TRAINEE CATEGORY

If an applicant for a position does not meet the minimum qualifications, but is otherwise qualified for the position, the department head may request the appointment as a "TRAINEE". In such cases, the employee could be hired at a rate of ten to fifteen percent (10%-15%) below the minimum salary, until the minimum qualifications have been satisfied.

The individual's probationary period should not begin until he/she has completed the trainee period.

This category is used to train people on-the-job who have the potential to do the work, but lack some of the skills or experience needed. The normal time a person remains in a trainee category would be a minimum of six (6) months and a maximum of twenty-four (24) months. This time period would depend upon the skills or experience needed in individual cases and when certification requirements are completed.

10. SPECIAL ASSIGNMENT CATEGORY (SAC)

This category can be used when an individual in a position is given an assignment(s) which encompasses duties and responsibilities of a different, advanced, and/or supervisory nature. These assignments are usually for a specified limited period of time. This type assignment is of a temporary nature, can be rescinded unilaterally by the Sheriff or his/her designee, and does not constitute a promotion.

11. "COST OF LIVING" AND THE PAY PLAN

We realize the impact that rising "Cost of Living" has on the purchasing power of the employees' dollar.

However, there is a general misconception about the "Cost of Living" and its relationship to setting salary ranges.

The Consumer Price Index or other market basket cost of living indicators do not directly affect the "going rate" for a particular occupation in the labor market. The competitive rate of a position is determined by supply and demand and what other comparable agencies are paying in the market place.

12. POST-MAXIMUM INCENTIVE

The maximums of the recommended pay ranges are the point where an employee's pay progression usually stops. This marks the place where the "worth" of the position, according to the market place and comparable jobs, has reached its limit. However, many agencies feel some type of pay incentive past this maximum point is necessary to continue the productivity of the individual at an acceptable level. We feel there is some merit to this practice and have seen most agencies in the survey sampled, utilizing some form of an incentive.

We are recommending a valid performance adjustment program for your consideration and implementation.

When the individual has reached the maximum of the pay range, he/she will be eligible for a performance type adjustment. This adjustment would not be added to the individual's base pay. The amount of the adjustment will be determined by the Sheriff or his/her designee. This type of arrangement has the effect of not compounding salary or fringe benefit costs and limits the overall short and long term impact on the Sheriff. It also helps in the retention of productive long term employees.

IV

IMPLEMENTATION

To implement the proposed Compensation and Pay Plans, we recommend the following;

Alternative A:

1. Adopt the pay plans and salary schedules as recommended in this report.
2. Adjust the salaries of employees who fall below the minimum recommended to the minimum rate.
3. Any employee presently being paid above the maximum for their pay range, should be “frozen” at their present pay rate.

Alternative B:

1. Adopt the Pay Grades and Salary Schedule as recommended in this report.
2. Adjust the employees into the recommended pay range by multiplying 2% x proposed minimum for every year of service in their classification up to the midpoint.

Recommended Salary Ranges (Min-Max)* ** - Alphabetically

	Present			Proposed		
	Min	Actual	Max	P/G	Min	Max
Accounting Specialist	37,169	44,520	47,139	17	35,327	55,817
Accreditation Staff Member	25,179	26,643	31,933	11	23,540	37,193
Accreditation Training Director		69,000		23	53,017	83,767
Admin Assistant	29,975	31,700-45,000	42,577	15	30,856	48,752
Assistant Public Information Officer		33,012		16	33,016	52,165
Civil Clerk	33,572	41,025-44,402	42,577	14	28,838	45,564
Civilian Civil Processor		12.28		P/T	12.28	per hour
Classification Officer - Corrections		32,935-34,920		15	30,856	48,752
Clerical Specialist - Corrections		26,304		13	26,951	42,583
Commander - Corrections				24	56,728	89,630
Communications Manager		59,125		20	43,277	68,378
Communications Officer	29,975	33,872	42,737	14	28,838	45,564
Corporal - Corrections	37,795	50,059	62,323	19	40,446	63,209
Corporal- Deputy	37,795	50,059	62,323	19	40,446	63,209
Crime Analyst	37,169	42,863	47,139	17	35,327	55,817
Crime Scene Investigator		39,982		18	37,800	59,724
Crime Scene Investigator/Evidence Supervisor		New		19	40,446	63,209
Crime Scene Technician		36,675		18	37,800	59,724
Crossing Guard		10.61		P/T	10.61	per hour

* If the Sheriff chooses to have a step plan the Consultant will construct the salary schedule

** Pay ranges indicate only base salaries and do not include any mandatory or other overtime earned

Recommended Salary Ranges (Min-Max)* ** - Alphabetically

	Present			Proposed		
	Min	Actual	Max	P/G	Min	Max
Custodian P/T		10.25		P/T	10.25	per hour
Deputy - Bailiff	33,012	44,247	55,482	17	35,327	55,817
Deputy - Corrections	33,012	44,247	55,482	17	35,327	55,817
Deputy - First Class	35,322		59,365	18	37,800	59,724
Deputy - LE	33,012	44,247	55,482	17	35,327	55,817
Deputy - Lieutenant		35,808 - 66,253		22	49,548	78,786
Deputy Commander		77,000		24	56,728	89,630
Deputy Sr. Commander		83,000		26	64,948	102,618
Detective/Investigator		39,247		18	37,800	59,724
Evidence Custodian	33,572	26,304-44,402	42,577	14	28,838	45,564
Executive Assistant		56,125		18	37,800	59,724
Finance Assistant	37,169	38,294	47,139	16	33,016	52,165
HR Director		70,000		24	56,728	89,630
Human Resources Specialist	25,179	26,304-27,321	31,933	14	28,838	45,564
Narcotics Investigator		38,330-43,145		18	37,800	59,724
PAL - Athletic Assistant P/T		10.25		P/T	10.25	per hour
PAL Athletic Director		41,125		20	43,277	68,378
Public Information Officer				19	40,446	63,209
Purchasing Manager		41,125		20	43,277	68,378

* If the Sheriff chooses to have a step plan the Consultant will construct the salary schedule

** Pay ranges indicate only base salaries and do not include any mandatory or other overtime earned

Recommended Salary Ranges (Min-Max)* ** - Alphabetically

	Present			Proposed		
	Min	Actual	Max	P/G	Min	Max
Receptionist	27,577	33,502	34,974	10	22,000	34,760
Records Clerk	25,179	25,184	31,933	12	25,188	39,797
Records Unit Supervisor		53,435		18	37,800	59,724
Sergeant - Bailiff		64,376		20	43,277	68,378
Sergeant - Corrections	40,439	53,511	66,583	20	43,277	68,378
Sergeant - Deputy	40,439	53,511-68,507	66,583	20	43,277	68,378
Sr. Commander - Corrections		79,000		26	64,948	102,618
Sr. Director - Corrections		90,000		26	64,948	102,618
Sr. Manager of Finance		69,000		25	60,699	95,904
Sr. Records Clerk		44,402		15	30,856	48,752
Supervisor - Communications	33,692	48,682	48,037	16	33,016	52,165
Support Services Supervisor		45,374		18	37,800	59,724
Undersheriff		105,000		85%	of the Sheriff's Salary	
Victim Advocate		33,549		16	33,016	52,165
Victim Services Coordinator		31,700-39,095		17	35,327	55,817

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** Pay ranges indicate only base salaries and do not include any mandatory or other overtime earned

Recommended Salary Ranges (Min-Max)* ** - Internal Relationship

	Present			Proposed		
	Min	Actual	Max	P/G	Min	Max
Undersheriff		105,000		85%	of the Sheriff's Salary	
Deputy Sr. Commander		83,000		26	64,948	102,618
Sr. Commander - Corrections		79,000		26	64,948	102,618
Sr. Director - Corrections		90,000		26	64,948	102,618
Sr. Manager of Finance		69,000		25	60,699	95,904
Commander - Corrections				24	56,728	89,630
Deputy Commander		77,000		24	56,728	89,630
HR Director		70,000		24	56,728	89,630
Accreditation Training Director		69,000		23	53,017	83,767
Deputy - Lieutenant		35,808 - 66,253		22	49,548	78,786
Communications Manager		59,125		20	43,277	68,378
PAL Athletic Director		41,125		20	43,277	68,378
Purchasing Manager		41,125		20	43,277	68,378
Sergeant - Bailiff		64,376		20	43,277	68,378
Sergeant - Corrections	40,439	53,511	66,583	20	43,277	68,378
Sergeant - Deputy	40,439	53,511-68,507		20	43,277	68,378
Crime Scene Investigator/Evidence Supervisor		New		19	40,446	63,209
Corporal - Corrections	37,795	50,059	62,323	19	40,446	63,209
Corporal- Deputy	37,795	50,059	62,323	19	40,446	63,209

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Recommended Salary Ranges (Min-Max)* ** - Internal Relationship

	Present			Proposed		
	Min	Actual	Max	P/G	Min	Max
Public Information Officer				19	40,446	63,209
Crime Scene Technician		36,675		18	37,800	59,724
Crime Scene Investigator		39,982		18	37,800	59,724
Deputy First Class	35,322		59,365	18	37,800	59,724
Detective/Investigator		39,247		18	37,800	59,724
Executive Assistant		56,125		18	37,800	59,724
Narcotics Investigator		38,330-43,145		18	37,800	59,724
Records Unit Supervisor		53,435		18	37,800	59,724
Support Services Supervisor		45,374		18	37,800	59,724
Accounting Specialist	37,169	44,520	47,139	17	35,327	55,817
Crime Analyst	37,169	42,863	47,139	17	35,327	55,817
Deputy - Bailiff	33,012	44,247	55,482	17	35,327	55,817
Deputy - Corrections	33,012	44,247	55,482	17	35,327	55,817
Deputy - LE	33,012	44,247	55,482	17	35,327	55,817
Victim Services Coordinator		31,700-39,095		17	35,327	55,817
Assistant Public Information Officer		33,012		16	33,016	52,165
Finance Assistant	37,169	38,294	47,139	16	33,016	52,165
Supervisor - Communications	33,692	48,682	48,037	16	33,016	52,165
Victim Advocate		33,549		16	33,016	52,165

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Recommended Salary Ranges (Min-Max)* ** - Internal Relationship

	Present			Proposed		
	Min	Actual	Max	P/G	Min	Max
Admin Assistant	29,975	31,700-45,000	42,577	15	30,856	48,752
Classification Officer - Corrections		32,935-34,920		15	30,856	48,752
Sr Records Clerk		44,402		15	30,856	48,752
Civil Clerk	33,572	41,025-44,402	42,577	14	28,838	45,564
Communications Officer	29,975	33,872	42,737	14	28,838	45,564
Evidence Custodian	33,572	26,304-44,402	42,577	14	28,838	45,564
Human Resources Specialist	25,179	26,304-27,321	31,933	14	28,838	45,564
Clerical Specialist - Corrections		26,304		13	26,951	42,583
Records Clerk	25,179	25,184	31,933	12	25,188	39,797
Accreditation Staff Member	25,179	26,643	31,933	11	23,540	37,193
Receptionist	27,577	33,502	34,974	10	22,000	34,760
Civilian Civil Processor		12.28		P/T	12.28	per hour
Crossing Guard		10.61		P/T	10.61	per hour
Custodian P/T		10.25		P/T	10.25	per hour
PAL - Athletic Assistant P/T		10.25		P/T	10.25	per hour

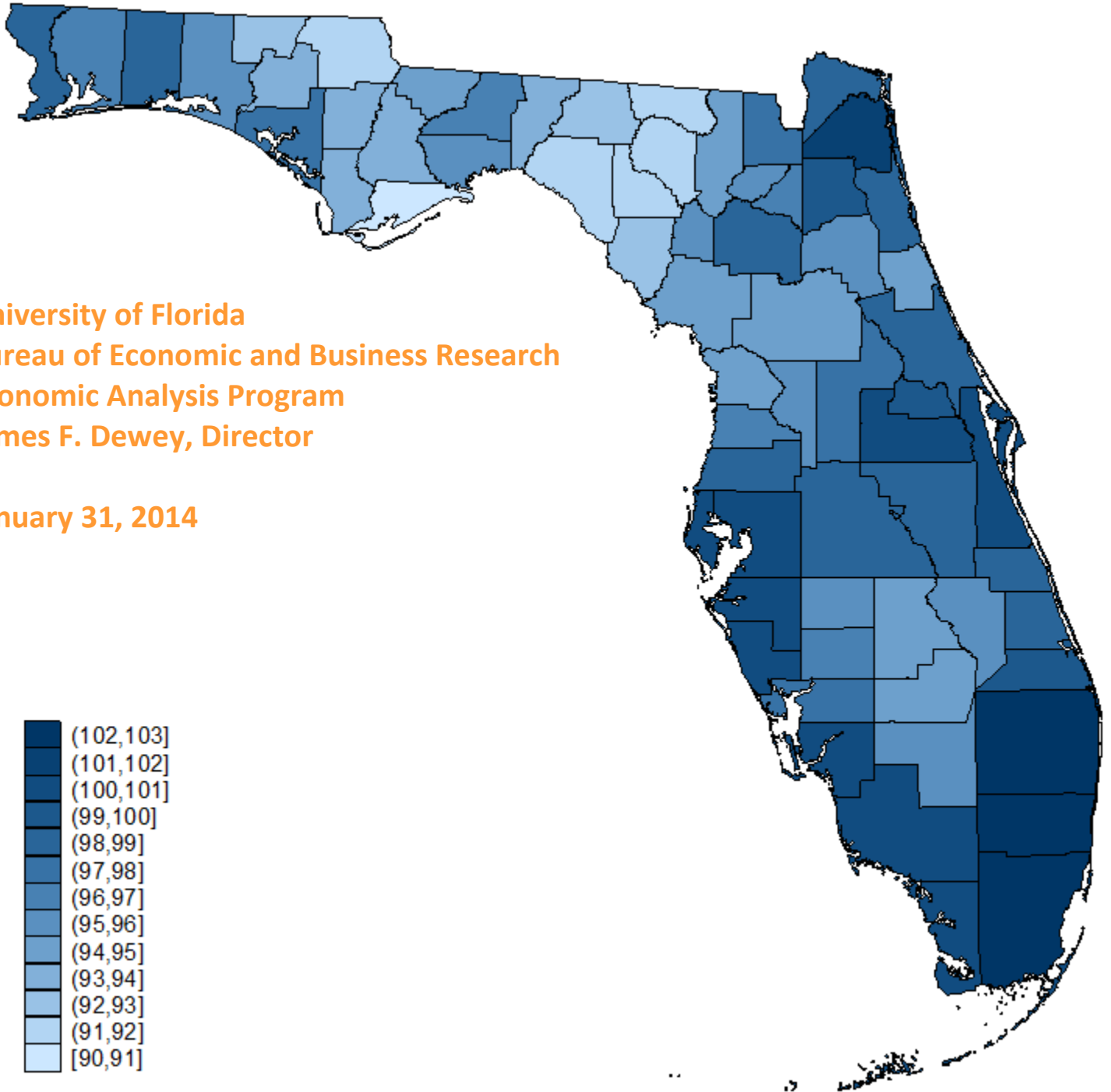
* If the Sheriff chooses to have a step plan the Consultant will construct the salary schedule

** Pay ranges indicate only base salaries and do not include any mandatory or other overtime earned

P/G	Minimum	Midpoint	Maximum
10	22,000	28,380	34,760
11	23,540	30,367	37,193
12	25,188	32,493	39,797
13	26,951	34,767	42,583
14	28,838	37,201	45,564
15	30,856	39,804	48,752
16	33,016	42,591	52,165
17	35,327	45,572	55,817
18	37,800	48,762	59,724
19	40,446	51,828	63,209
20	43,277	55,828	68,378
21	46,307	59,736	73,165
22	49,548	64,167	78,786
23	53,017	68,392	83,767
24	56,728	73,179	89,630
25	60,699	78,302	95,904
26	64,948	83,783	102,618
27	69,494	89,648	109,801
28	74,359	95,923	117,487

2013

Florida Price Level Index



University of Florida
Bureau of Economic and Business Research
Economic Analysis Program
James F. Dewey, Director

January 31, 2014

Florida Price Level Index for School Personnel			
County	2013	2012	2011
Alachua	98.27	97.81	97.53
Baker	97.03	97.06	97.23
Bay	97.56	94.27	94.81
Bradford	96.46	96.50	96.66
Brevard	100.22	101.09	101.18
Broward	102.67	103.05	103.01
Calhoun	93.26	90.12	90.63
Charlotte	97.49	98.28	98.78
Citrus	94.99	93.66	94.04
Clay	99.07	99.11	99.28
Collier	100.28	103.92	101.91
Columbia	94.85	94.96	95.48
Dade	102.51	101.34	101.73
De Soto	96.48	96.72	97.14
Dixie	92.88	92.44	92.17
Duval	101.43	101.47	101.64
Escambia	98.20	95.32	95.36
Flagler	94.38	94.04	94.94
Franklin	90.67	91.36	91.92
Gadsden	94.19	92.94	93.74
Gilchrist	95.02	94.58	94.30
Glades	94.50	97.59	96.18
Gulf	93.98	92.06	92.08
Hamilton	91.47	91.77	91.31
Hardee	95.30	96.05	96.21
Hendry	95.62	97.61	97.11
Hernando	96.77	96.72	97.00
Highlands	94.29	93.62	94.09
Hillsborough	100.75	101.37	101.65
Holmes	92.23	91.71	91.04
Indian River	98.47	100.15	98.67
Jackson	91.79	92.27	92.39
Jefferson	93.94	91.15	91.38
Lafayette	91.44	91.01	90.75
Lake	97.02	96.43	96.95
Lee	100.87	102.15	102.67
Leon	96.75	93.87	94.08
Levy	94.86	94.42	94.15
Liberty	93.01	93.68	90.86
Madison	92.32	89.82	90.13
Manatee	100.05	101.85	102.02
Marion	94.97	95.51	95.83
Martin	99.24	101.76	99.30
Monroe	100.24	102.96	104.03
Nassau	98.67	98.71	98.88
Okaloosa	98.76	98.20	97.48
Okeechobee	95.07	96.90	95.55
Orange	100.49	99.88	100.42
Osceola	98.96	97.95	98.10
Palm Beach	102.18	104.90	103.78
Pasco	98.83	98.65	98.93
Pinellas	100.87	100.11	99.89
Polk	98.17	97.87	98.48
Putnam	95.30	95.33	95.50
Saint Johns	98.02	98.05	98.23
Saint Lucie	98.91	99.73	98.15
Santa Rosa	96.41	94.68	93.98
Sarasota	100.97	101.22	99.66
Seminole	99.17	99.33	99.35
Sumter	95.45	95.65	95.49
Suwannee	91.81	91.65	93.78
Taylor	92.00	90.86	92.32
Union	95.38	95.42	95.58
Volusia	98.25	95.78	96.19
Wakulla	95.27	94.74	92.94
Walton	95.69	96.70	97.33
Washington	93.74	91.24	91.10

The Florida Price Level Index (FPLI) was established by the Legislature as the basis for the District Cost Differential (DCD) in the Florida Education Finance Program. In this role, the FPLI is used to represent the costs of hiring equally qualified personnel across school districts. Since 1995, and at the request of the Legislature, the Bureau of Economic and Business Research (BEBR) at the University of Florida has performed an ongoing review of the methodology of the FPLI and has made appropriate recommendations to improve it. Since 2000, BEBR has also been responsible for calculating the FPLI. To denote its intended use as an adjustment factor for school personnel costs, the index presented in this report is referred to as the FPLI for School Personnel, or FPLI_SP. Note that this is a cross-sectional measure that compares relative wage levels among Florida's 67 counties and does not measure inflation from one year to the next.

Results

The table on this page presents the index for 2013, which is constructed so that the population-weighted average is 100. The median Floridian, ranked by county FPLI_SP, lives in Hillsborough County, with an index value of 100.75. That is, less than half of the state's residents live in counties with index values that are greater than 100.75, less than half in counties with index values that are less than 100.75, and the rest live in Hillsborough County. The 7 counties with index values over 100.75 together account for 44.4 percent of the state's population and the 59 counties with index values below 100.75 together account for 49.1 percent of the state's population. The map on the cover displays the distribution of the FPLI_SP across the state. Index values tend to be higher in more populous counties. As population density increases workers face higher housing costs, longer commutes, or both, for which they must be compensated in the form of higher wages. Of course, factors other than

housing prices affect wages in a market economy, so relative wages do not track relative housing prices exactly.

About the FPLI

Use of the FPLI in the DCD assumes districts must offer salaries that will support similar standards of living to attract equally qualified personnel. It further assumes that the FPLI measures the relative costs of maintaining a given standard of living across Florida's counties—that is, the FPLI is used as a Cost of Living Index (COLI) in the DCD.

The Consumer Price Index (CPI), constructed by the U.S. Bureau of Labor Statistics (BLS) using the concept of a COLI as a framework, is perhaps the best known example of a price index.¹ Indeed, use of the FPLI to index costs from one Florida county to the next parallels the use of the CPI by the Federal Government to index Social Security funds from one year to the next. The CPI calculation, however, is not static—the BLS continually evaluates and improves its methods. Numerous adjustments are made to measured price data to make the CPI more appropriate in its intended use as a COLI for comparisons across time periods at a given location.² BEBR's work on the FPLI since 1995 has been aimed at making it more accurate and appropriate in its use as a COLI for comparisons across locations at a given point in time.

At a given location, factors other than the monetary costs of goods and services that significantly affect the compensation needed to maintain a given standard of living are nearly the same from one year to the next. Variations in climate from year to year, for example, can usually be ignored

¹ Question 4 under "Frequently Asked Questions" at the CPI homepage <http://www.bls.gov/cpi/home.htm> discusses this point. Chapter 17 of the *BLS Handbook of Methods*, which may be accessed at the same web site, contains more detail.

² Links to documentation for many hedonic adjustments may be found at <http://www.bls.gov/cpi/home.htm>

when estimating changes in the cost of living. Across locations, however, such factors as climate, cultural and recreational opportunities, and services and taxes vary widely. In turn, variations in these factors affect workers' standards of living and thus the ability of employers—including school districts—to hire personnel. Thus, a COLI intended to make comparisons across space must allow for variation in such factors.³ Beginning with the 2003 FPLI, BEBR has used data on private market wages to construct an index of the relative compensation required to attract equally qualified workers across Florida's school districts. Referred to as the FPLI_SP, this index is more appropriate for comparing the costs of hiring equally qualified personnel for identical jobs across locations at a given point in time.⁴

Across areas, other things being equal, places that are more productive, and thus more attractive to firms, will have higher wages and prices, while places that are more pleasant in which to live, and thus more attractive to workers, will have lower wages and higher prices. Consequently, a simple weighted average of the relative prices of purchased goods and services is inferior to the FPLI_SP as a COLI in a spatial context. In areas that are otherwise less attractive to live in, relative wages will exceed relative prices, while in areas that are otherwise more attractive to live in, relative prices will exceed relative wages.

Within areas, firms that must locate closer to the urban core must pay higher wages than firms free to locate near suburban or outlying areas. That is because those who work at firms located in the urban core must either pay higher

housing costs or endure longer commutes. Further, the larger the difference between housing costs in the urban core and in suburban and outlying areas, the larger this pay difference will be. Therefore, types of jobs that tend to be concentrated farther from the urban core will show less difference in average wages between cities with high housing costs and cities with low housing costs than types of jobs that tend to be concentrated nearer the urban core. Therefore, BEBR controls for occupational centrality in constructing the FPLI. Similarly, productivity in some occupations may be more sensitive than average to city size or city income, and BEBR also controls for these affects.

In calculating the FPLI_SP, BEBR uses statistical techniques to estimate a raw index of wages for comparable workers employed in jobs of comparable centralization of employment across counties. Wage data for this calculation consist of average wages for over 700 occupations across Florida's 67 counties. Although data for each specific occupation are not available for all 67 counties, data for many individual occupations are available in even small counties. The Florida Department of Economic Opportunity's Bureau of Labor Market Statistics collects these data as part of the U.S. Bureau of Labor Statistics' Occupational Employment Statistics (OES) Survey. Measures of occupational centralization are calculated from the US Census Public Use Microdata Sample and are used to capture differing adjustments across occupations with differing propensities to locate near the urban core.

Once the raw index has been calculated, additional techniques are used to smooth statistical variation. First, BEBR generates predicted index values for each county based on the correlation between the raw index and characteristics related to labor market outcomes, for example population density. This predicted index and the raw index are then combined by calculating a weighted average of the two. To illustrate, if the weight placed on the

predicted index in the weighted average were 0.4, the weight placed on the raw index would be 0.6. The weights for each county are calculated to maximize the precision of the resulting estimate. Therefore, the higher the precision of the predicted index relative to the raw index, the higher the weight placed on the predicted index and the lower the weight placed on the raw index. Second, wages in nearby counties cannot differ too much from one another without inducing workers to commute from the low wage county to the high wage county. Therefore BEBR applies geographic smoothing to ensure differences in the index estimates for nearby counties are not inconsistent with their geographic proximity.

Summary

This report presented the 2013 FPLI_SP and the methodology used in its calculation. The index uses extensive data on wages, occupational characteristics, and local characteristics to estimate the relative wage level needed to maintain a given standard of living for occupations comparable to school personnel across Florida's counties. Although many things affect counties' FPLI_SP position, counties that are urban tend to have higher values.

³ In terms of the CPI methodology adapted to a spatial context, this would be analogous to a full hedonic adjustment to the price of land across space to reflect all factors affecting standards of living that are determined with choice of residential location.

⁴ In the 2003 FPLI Report, what is now designated as the FPLI_SP was named the Low Centrality FPLI_A.