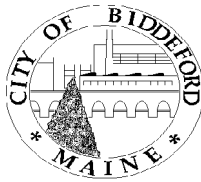


City of Biddeford
Personnel Committee
March 16, 2021 3:00 PM Zoom

- 1. Call to Order**
- 2. Acceptance of Minutes**
 - 2.1. Minutes from February 16, 2021
[2-16-21 Minutes.doc](#)
- 3. Discussion**
 - 3.1. Earned Paid Leave
[EPL Contract Changes \(updated\).docx](#)
[Personnel Committee Briefing 3-16-21.docx](#)
 - 3.2. Payouts at Separation
 - 3.3. Compensation Review Update
[2016 Compensation Report.interim.final.7.2016.pdf](#)
- 4. Other Business**
- 5. Adjourn**



PERSONNEL COMMITTEE MEETING

Tuesday February 16, 2021
Human Resources Department

3 PM
Minutes

ITEM 1 Call to order

Chair Councilor Michael Ready called the meeting to order at 3 PM with Councilor William Emhiser, present. Also present were James Bennett, City Manager, Diana DePaolo, Human Resources Director, and Hillary Owens, Management Analyst. Absent were Norman Belanger and Robert Quattrone Jr.

ITEM 2 Acceptance of Minutes

Acceptance of minutes due to lack of councilors present.

ITEM 3 Discussion

3.1 Maine Earned Paid Leave Law Handbook Updates

Further discussion of EPL, and changes suggested for the handbook. No decision made due to lack of councilors present.

3.2 Vacancies

Diana went over vacancies in PW, PD, Rec, Finance, and the Fire Department. Advised that these were mostly positions that had been deferred due to budget.

3.3 Training

Diana announced the new training initiative that is being launched for non-union employees in City Hall and Codes. Stressed importance of training for key topics such as discrimination and sexual harassment.

Discussion around second round of E2E and the value of in person meeting.

ITEM 4 Other Business

No other business

ITEM 5 Adjourn

Motion to adjourn 3:33

Personnel Committee Members:

Councilor Michael Ready, Chair
Councilor Norman Belanger

3.1 Edits to Nonunion Handbook for Earned Paid Leave Law

Emheiser, wanted to know if this would be extra time, advised no, accrual to 40 hours max. Belanger, wanted clarification about time, that employees wouldn't be adversely effected. Belanger advised correction needed under section B, part b, please correct to 1 week. Jim advised that the option would be to front load the employee's time, prior to earning it. Belanger advised adding the earned time max of 40 hours in section D. Ready advised that, while this isn't pretty, that he supports the changes.

VACATION

- A. Each non-union, regular full time employee shall earn vacation pay on the following basis:
 - a. ~~12~~ weeks after one year of service but less than five years
 - b. ~~23~~ weeks after 5 years of service but less than 10 years of service
 - c. ~~34~~ weeks after 10 years of service but less than 15 years of service
 - d. ~~45~~ weeks after 15 years of service
- B. Each non-union, part time employee working more than 20 hours but less than thirty hours per week shall earn vacation pay, prorated to their regularly scheduled hours, on the following basis:
 - a. ~~1 week after one year of service but less than five years~~
 - b.a. 1 weeks after 5 years of service
- C. Vacation time shall accrue to coincide with the employee's anniversary date at the rate established in the table above. Vacation time is not earned until the full year has been worked.
- D. Vacation time will not be granted if there is Earned Paid Leave on the books for an employee. Vacations shall be granted at such time or times as shall be mutually agreeable to the City and the employee, at the discretion of the Department Head. Vacation time will be available for use by the employee as it is earned. In cases of conflict, vacations shall be granted according to seniority in that department.
- E. Unless requested by the City under an emergency situation, an employee shall not be allowed to work and be paid double his usual wage during a vacation period.
- F. An employee, who is entitled to four weeks or more vacation, is also entitled to compensation for the weeks in excess of three weeks in lieu of vacation time off. Compensation shall not exceed two weeks in any calendar year. The employee may request this compensation option to their Department Head. Requests for compensation must be submitted two weeks in advance and only one request may be submitted per accruable year. This privilege is extended at the sole discretion of the City Manager and shall be based on job performance, the financial condition of the city at the time of the request and other factors deemed to be fundamental to the legitimate business needs of the City. Employees hired after July 1, 2008 are not eligible for compensation in lieu of vacation time off. This section shall terminate on June 30, 2020.
- G. Requests to carry forward unused vacation time must be approved by the City Manager and must be submitted at least two (2) weeks prior to the end of the employee's anniversary year. Vacation that is carried forward will be used hour-for-hour, however; the actual dollar value of the unused (carried) vacation time, paid under section E or G of this policy, shall coincide with the employee's hourly wage in effect upon the date the unused time is carried forward. No more than 80 hours can be carried over in any year.
- H. An employee, upon terminating employment, shall receive payment for his accumulated vacation leave. In the event of the employee's death, his designated beneficiary shall receive the same monetary value of any remaining accumulated vacation leave; if no such beneficiary is filed in writing with the City, it shall be paid to the employee's surviving spouse and if no surviving spouse to his estate.

Maine Earned Paid Leave (EPL)

Accrual: All employees are entitled to earn one hour of paid leave for every 40 hours worked, up to 40 hours per year. Accrual of leave begins on start of employment. Earned Paid Leave will be paid at the employee's regular rate of pay as established in the week immediately prior to taking Earned Paid Leave. Accrual shall be as follows:

- A. Each non-union, regular full time employee shall earn vacation pay on the following basis:
 - a. First year-Time off accrues 40 hours at the date of hire. This time will become usable after 120 days of employment.
 - b. Second year forward- on anniversary of hire, each year, time will be added to the employees **vacation** bank to bring them to the 40-hour maximum. No other EPL time will be accrued during the year.
- B. Each non-union, part time employee working more than twenty hours but less than thirty hours per week shall earn vacation pay, prorated to their regularly scheduled hours, on the following basis:
 - a. First year- Time accrues at one hour for every 40 hours worked, at the start of employment, up to the maximum of 40 hours. This time will become usable after 120 days of employment.
 - b. Second year forward- on anniversary of hire, each year, time will be added to the employees **vacation** bank to bring them to the 40-hour maximum. No other EPL time will be accrued during the year.
- C. **Use of Earned Paid Leave:** Employees are not eligible to use this leave until they have been employed for 120 calendar days. After that they may use earned paid leave for any reason and can do so in increments of one hour. If there is earned paid leave available, it must be used before any vacation time will be approved.
- D. **Notice:** Employees must provide at least 2 weeks' prior notice to their supervisor of their intent to use this leave, unless leave is for an emergency, illness, or other sudden necessity where advance notice may not be feasible, and then notice must be given as soon as practicable.
- E. **Rollover:** Any remaining Earned Paid Leave at the time of any employees anniversary date will be rolled over to the following year.
- F. **Separation:** Unused accrued Earned Paid Leave will be paid to the employee at time of separation.

SICK LEAVE

Sick leave is available to all regular and part-time employees as follows:

A. Hourly employees:

1. Sick leave shall accrue on the 1st day of the 7th month of employment, at the rate of one workday for each full calendar month of service, accumulative to a maximum of 120 working days. For the purposes of this section, the first month of an employee's service shall be counted as a full month of service if employment begins on or before the 15th day of the month. ~~Sick leave will be accumulated during the probationary period of the new employee but not available should the employee fail the probationary period.~~

2. Sick leave may be used only in the following cases: personal illness; to care for the sickness or disability in the employee's family, meaning spouse or children living in the same household, or; physical incapacity of such degree as to render the employee unable to perform the duties of his position, unless the employee is capable of other work in his division and assigned to such other work. If requested, the employee shall furnish the Department Head a certificate from his attending physician.
3. Sick leave usage shall be recorded regularly, on weekly time and attendance sheets and the record shall be maintained by the Human Resource Department.
4. Employees failing to submit a two weeks' notice shall receive no compensation for unused sick leave.
5. Sick leave incentive: all employees shall participate in the sick leave incentive program, Employees shall have unused sick time swept into a deferred compensation retirement 457 plan, fully vested in their name, based on the following schedule:

a) Less than 240 hours	0 hours swept
b) Less than 350 hours but more than 240 hours	36 hours swept
c) Less than 350 hours but more than 600 hours	72 hours swept
d) More than 600 hours on the books	108 hours swept
e) Hours will be paid out based on the current hourly wage and factored at 25%	
6. Hours will be swept on December 31 of each year and payment will be made in the employees account on about July 30th of the following year. Should employee leave in good standing prior to July 30, the funds will be deposited upon written notice of separation.
7. Any employees that have any sick time on the books as of the December 1, 2016 shall have all excess hours swept into a reserve sick leave (RSL) account. These hours will be carried in a separately tracked sick bank. The employee may use these hours for any reasons covered by this policy. Any unused hours left in this bank shall be paid upon employee separation in good standing based on the hourly wage the employee was receiving on December 1, 2016 and factored at 50%. Should an employee become eligible for a higher percentage of sick leave payout at separation, the RSL balance will also be paid at that higher percentage payout. While the percentage shall be increased, the hourly wage amount remains at the December 1, 2016 rate. This provision is valid only onetime on December 1, 2016 and shall no longer be applicable after that date. The City shall keep a separate accounting for these employees and hours and cause a report to be issued annually to the Personnel Committee and the employees detailing the same.

B. Salaried employees:

1. Sick leave may be used only in the following cases: personal illness; to care for the sickness or disability in the employees family, meaning spouse or children living in the same household, or; physical incapacity of such degree as to render the employee unable to perform the duties of his position unless the employee is capable of other work in his division and assigned to such other work. If requested, the employee shall furnish the Department Head a certificate from his attending physician.
2. Salaried employees shall be paid their weekly salary in full even if the employee was unable to attend their normal work schedule because of sick leave. Salaried employees occupy leadership roles in the organization that does not allow extensive absence from work regardless of the reasons. In the event a salaried employee is absent or shall require to be absent for an extended period of time, they shall notify their immediate supervisor and Department of Human Resources. The City will make reasonable accommodations to the extent it can, taking into consideration seniority, job performance, critical nature of the job functions, and other factors. In all circumstances, the legitimate business needs of the City shall be the determining factor in dealing with such extend or continued pattern of absences.
3. Unused sick time is not compensable upon termination of employment.



Personnel Committee

Meeting Date: March 16, 2021

Meeting Time: 3pm

Agenda Item No: 1

Item Description: Earned Paid Leave

Submitted by: Hillary Owens, HR Generalist

Supporting Information/Documentation:

Edited copy of Employee Manual

Key Terms:

N/A

Executive Summary:

Update to employee manual needed to reflect EPL requirements.

Detailed Review:

After meeting with the DOL, further policy changes were required to be certain we comply with the Maine Earned Paid Leave Law. Changes include verbiage from EPL Bank to Vacation Bank, the front loading of 40 hours of EPL time for new, full time hires, usable at 120 days, with repayment if early termination. Vacation time will accrue as in the past at second anniversary. For existing, full time staff, 40 hours will be accrued ASAP, and will be deducted from their vacation time accrual at anniversary date, as discussed previously. No change to sick leave policy, or part time policy.

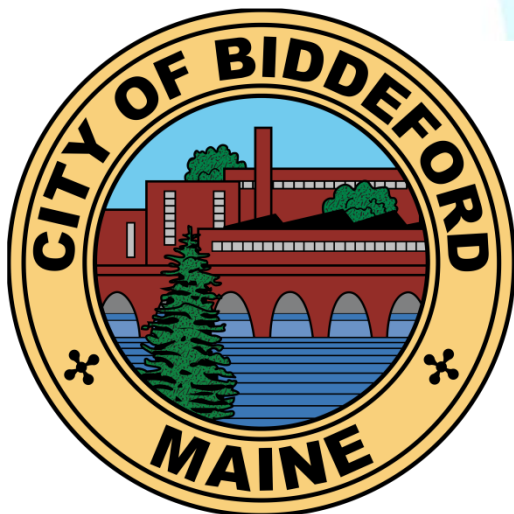
Staff Recommendation:

Changes should be approved to stay compliant with EPL law, per the DOL.

2016

Compensation Study City of Biddeford, Maine

Draft Interim Report



James A Bennett

City Manager

7/28/2016

Executive Summary

Compensation policy in the City of Biddeford has been based on work that was done in 2006. While there have been several attempts to modify the plan, it does not appear that the plan has had a significant and total review of the underlying assumptions used in the 2006 report. It is the conclusion of the author that those assumptions, over time have developed fatal flaws which are major contributors to the shortcomings within the current compensation policy.

The report attempts to capture the significant historical information regarding this issue. It provides a critical analysis of the current practice as well as a recommending a new compensation system; one that balances the needs of the organization to attract and retain the most talented employees that are willing to serve within the compensation guidelines against the ability of the taxpayers to support such a system. Included is a detailed analysis and rationale for the system that is being recommended.

The recommendations within the report is based on an expected policy decision of the Council. By implication, the guidance used in developing the recommendation is based on the following assumptions:

- The city expects to compensate its employees based on the market.
- Wages and salaries will be based on the ‘average’ compensation. In other words, nearly half of the comparison communities will have wages higher than Biddeford and nearly half will have pay scales less than Biddeford.

Understanding that employee compensation remains one of the most critical as well as challenging issues that elected officials must face. The report is a next step in attempts to assist the Council in determining the appropriate policy for the community. It is simply a tool. Staff, especially the author of the plan, stands fully prepared to assist the Council in the process of

understanding the report. Further, staff stands prepared to assist the Council in reviewing any revisions that it might deem appropriate to accomplish the ultimate goal of modifying existing policy.

Introduction

Developing compensation systems that are widely accepted as fair and equitable in the public sector is challenging. Unlike the private sector, where personal compensation is often held as a sacred and private matter (where disclosure of such is often met with termination), all compensation in the public sector is considered public information. Further, the compensation is not only measured to determine its equity among the employees but also by the public. A successful system must:

- address the sense that all employees are treated similarly,
- adequately attract and retain the level of talent and expertise desired and
- provide rationale to the taxpayers that the system is not overly generous to employees at their expense.

Despite the challenges, there are few public policy issues that are made by local elected officials that have more broad reach impact on all aspects of local government. Done correctly, it stabilizes the organization and provides the foundation for a sense of fairness, which hopefully contributes to a prevailing harmony in the organization. On the other hand, done incorrectly, it provides the mantra for employee turmoil and often leads to higher costs than otherwise would have occurred.

Employee compensation has been an unresolved issue for a few years in the City of Biddeford and previously paid for studies have been left on the shelf. For the non-union personnel, especially -management, there is a sense of inconsistency. Those who have looked at

the compensation for the unionized workforce have also found inconsistency. A conclusion, regardless of results, will be a significant step in turning the tide with the employees.

Over the years, the hiring of key personnel has been challenging, in part because of the lack of relevance between the current compensation system and the market place. This is particularly difficult during good economic times. During difficult economic times, the applicant numbers tend to increase. However, it does not necessarily increase the number of quality applicants. During difficult times some employers report seeing a decrease in quality applicants. In many cases, good employees are not willing to leave certainty in the current work environment for unknown and uncertain opportunities.

Finally, it should be noted that wages are generally guided by the 2013 update to the 2006 pay study. This is being done even though the 2013 update was never formally adopted by the City Council or any committee. This approach has further complicated the inconsistencies within the compensation among the city workers.

Factors Contributing to Review of Existing Policy

This report was produced as a result of several factors. First and foremost, it was established as a goal of significance on the Council work plan. Second, as noted above, the practice that exists and has existed for some time is to use a consultants report as the guide *even though those recommendations were never adopted by policy makers*. Third, the unofficial use of the plan for new hires created yet more inconsistencies as it relates to the existing employees. Current employees that were identified as underpaid against the market continued to be so while new employees were hired closer to the market conditions. Fourth, it is clear that employee groups are paid on far different payscales when compared against the market. Some groups are often cited by other communities' employees as the benchmark to use because the compensation

is among the highest in the state. While other employee groups are paid much closer to the lower end. Finally, many employees want a sense of equity in how they are paid when compared to their fellow Biddeford employees. If an employee knows that in one department are among the highest paid in comparison and their department is among the lowest, the perception of how important they are is significantly altered.

Goals of the Analysis

The goals of the analysis are as follows:

- Review and critique the current practice; identify inconsistencies and weakness of the current practice.
- Any modification to the plan must have a relationship to the market.
- Any modification to the plan must address the issue of relationship logic within the plan.
- Any modification to the plan must keep the plan dynamic, yet relatively simple to adjust and maintain annually to stay relevant.
- The plan must address the inconsistencies and weaknesses that were identified.

Historical Perspective

The City was using a 2006 paid study which was done by Michael Wing. In 2013 he was asked to update the report. A copy of that report is found in **xxxx**. The recommendations contained within the report was never adopted. Yet, by practice, staff has used that report as a guide in the hiring of new employees. It had no impact on the existing employees.

The plan developed a range for each non-union employee classification. It did not address unionized workforce. The ranges were based on the market place. The market place as defined as Maine municipalities that have some relevance to the City of Biddeford. Those ten communities were:

City of Auburn
City of Augusta
City of Bath
Town of Brunswick
City of Saco
City of Sanford
Town of Scarborough
City of South Portland
City of Waterville
City of Westbrook

The City also uses longevity adjustment to the base pay. That longevity pay is as follows:

- three percent (3%) after three years
- five percent (5%) after ten years,
- six percent (6%) after fifteen years,
- six and one half percent (6.5%) after twenty years
- seven percent (7%) after twenty five years.

The longevity steps are not cumulative. Hence, the highest longevity adjustment is a total of seven (7%) percent.

Individual adjustments to pay has been made at the Personnel Committee. They have been handled on a case by case basis. It is unclear what factors have been used by the members of the committee to evaluate the requests. Of interest should be that the committee is made up of four members of the City Council and often change every two years.

It should be noted that there is not a clear policy statement as it relates to compensation. Hence, every two years with the election cycle decisions are made on wages and benefits based on the dynamics of the elected officials. All stake holders, including the taxpayers who ultimately pay the bills, are left confused at best about the desired goals of the compensation.

Analysis of Current Practices

There are a number of different methodologies used to arrive at a system that is deemed to provide a consistent and equitable basis employee compensation. While there may be preferences towards one approach or another, the key to acceptability includes an understanding of the approach and a sense that all are treated in the same fashion. The current system appears to fall short of these expectations.

External factors are often used as inputs into a compensation system. Those factors often carry significant weight in the outputs, i.e. the actual compensation that employees receive. Over time, those external factors may lose their relevance. To illustrate, a community may have a major single employer and hence used other similar communities as their benchmarks. If one of those benchmark communities no longer has that major employer, its relevance to the compensation study probably has changed. The selected communities were made in 2006. The changes over the last decade have diminished some of the relevance of the communities that were included.

The cost of housing is a significant component of the cost of living. It should not be a surprise that a major influence in a compensation plan will be the cost of housing in the area. There has been a wide change in the comparative housing costs throughout the state over the last 10 years. The selected '*market*' communities used as benchmarks at the time of the 2006 study need to be reviewed to determine the appropriateness of their use in 2016. That has been done and one community was eliminated. Several other communities were added to increase the sample size.

A review of the average home asking prices on the multiple listing on July 13, 2016, revealed that the average for Biddeford was \$366,387 (not including homes for sale in the

Biddeford Pool zip code). It is widely accepted that a community that has more expensive housing costs ends up paying a greater wage than those areas that do not have the same housing costs. Hence, the inclusion of those communities in any future analysis would cause to inflate the recommendations at a disservice to the taxpayers. The conclusion should be obvious; this factor significantly impacts the viability of the current plan.

The current plan provides for three steps at each level of compensation. Those steps are based on a minimum and maximum amount, with a mid-point. The total spread is based on a thirty percent (30%) differential. There is no clear direction or policy as it relates to the either the current or future employees placement within the ranges. Be default, the placements appear to be total subjective.

Initial Policy Directives

There were certain assumption that were used in the development of the recommendations. It be noted that these policy directives are ones that the Council will have to endorse at some point in the future. Should the Council disagree with those policy directives, different directives will have to be endorsed and the actual analysis will be recalculated for implementation purposes.

The first major policy directive was to establish a clearer policy of movement through the various steps in the plan. One decision assumed was the concept of steps being based on years of service. The steps were increased to nine levels, based on three-year progression. Also it endorsed the creation of two higher levels of compensation; a 25th and 30th year step.

The next major policy was to establish a basis for average employment criteria. The plan is rooted in the market approach. Establishment of the ranges is not difficult for the purpose of the market. However, the relationship of that market data must be related to some policy

regarding the average wage. It was determined that the City of Biddeford should expect that a new employee would have twelve years of relative experience for the position to be considered for average compensation. Hence, the 12th year step (Step E) in the proposed plan would reflect the average wages paid by all potential employees in the appropriate market, adjusted to reflect differences.

Another major policy directive from the process was the inclusion of work experience in determining the initial placement in the grid. This was to be uniformly applied to both internal and external candidates, regardless of process used, etc. The process included the endorsement of a general policy for initial placement criteria. It should be noted that this area is open to a larger degree of subjectivity than other parts of the implementation process. Hence, there will be more inconsistencies in such placement.

The placement criteria, should the Council endorse the concept, becomes the standard that will be used for all initial hires by the City in the future, as well as, the standard that is used for placement of all internal promotions or reclassification requests. The placement criteria that were used for implementation is as follows:

- Time in current position in the city was given direct credit on a 1 to 1 ratio.
- Time in a similar community, in a similar job was also given a 1 to 1 ratio.
- Time in a position once removed from the current position, in Biddeford, was generally given a credit for a 1 to 1 ratio.
- Time in a position once removed from the current position, in a similar community, was generally given a credit of 1 to 1.
- Time in a position, twice removed, from the current position, but still some form of management, in Biddeford, was generally given credit for 1 year for every 3 years of actual service.
- Time in a position, twice removed, from the current position, in a larger or similar community, generally given a 3 to 1 credit.
- Time in a similar position, but small community, generally given, 2 years for every 3 of service.

Any other historical information that might be appropriate can be factored in.

'Market' Communities

The current practice is to use a set of ten comparable communities to establish the market for the compensation. As outlined earlier in the report, those communities were selected in 2006. It does not appear that they have been evaluated since. It appears that the rationale for the inclusion in the study was strictly limited to population size. Several factors have changed that requires a review of the communities. First, the populations have changed. Second, there has been a major change in the relative difference in housing costs between different areas of the state. The explosion of the housing market along the coast of Maine, and in some southern areas, has dramatically changed the affordability of housing in those areas. Finally, in some cases, the overall makeup of the communities has changed.

The following communities are the ones that have historically been used to determine the appropriate pay for employees of the City of Biddeford;

TABLE A

Community	Population (2010 Census)	Ave. Single Family Listing Price (July 13, 2016)
Auburn	23,055	\$157,935
Augusta	19,136	\$155,786
Bath	8,486	\$296,801
Brunswick	20,278	\$375,378
Saco	18,482	\$344,764
Sanford	20,278	\$158,756
Scarborough	18,919	\$755,265
So. Portland	25,002	\$323,414

Waterville	15,722	\$132,481
Westbrook	17,494	\$243,901
Average	18,685	\$294,448
Biddeford*	21,277	\$366,387

*does not include listings in the Biddeford Pool zip code

The City of Biddeford's population, according to the 2010 census was 21,277. The average asking price of a home was \$366,387. One community was removed from this list; the City of Bath. It failed to qualified as a reasonable comparision. It lack the population size, community characteristics or within the reasonable labor market.

Generally, a sample size of nine and ten would allow anything unusual within one or two the communities to greatly impact the results. Hence, the sample size was increased to sixteen (16). The list of communities to use for the determination of the market to those found in Table B.

With the changes made to the communities that are used in the market analysis, the average asking price was \$320,385 (compared to Biddeford's \$366,387). The average population was 18,255 compared to Biddeford's 21,277.

TABLE B

Community	Population (2010 Census)	Ave. Single Family Listing Price (July. 13, 2016)
Auburn	23,055	\$157,935
Augusta	19,136	\$155,786
Brunswick	20,278	\$375,378
Falmouth	11,185	\$307,018
Gorham	16,381	\$274,062

Kennebunk	10,798	\$528,666
Lewiston	36,592	\$142,513
Old Orchard Beach*	8,624	\$300,527
Saco	18,482	\$344,764
Sanford	20,278	\$158,756
Scarborough	18,919	\$755,265
So. Portland	25,002	\$323,414
Waterville	15,722	\$132,481
Westbrook	17,494	\$243,901
Windham	17,601	\$265,620
York*	12,529	\$660,079
Average	18,255	\$320,385
<i>Biddeford*</i>	<i>21,277</i>	<i>\$366,387</i>

*each of these communities have multiple zip codes, the listing does not include homes for sale as follows:

Ocean Park: \$364,853

York Beach: \$569,000

York Harbor: \$1,099,000

Biddeford Pool: \$1,412,272

Use of Market Community Information

Each of the new ‘*market*’ communities (listed in Table B) was contacted to obtain salary information for various positions. The first round of information was limited to the department head positions. Those positions are listed in Appendix A. The raw data obtained, by reporting communities, is listed in Appendix B

The information gathered was used to determine the medium (middle) value for the sample set, as well as, the highest and lowest. In addition, the next to highest and the next to the lowest were also reported. In Appendix C, this information is reported by position.

This information was used to develop pay levels for each position. The pay grid was developed by utilizing a ten step system, each representing a three year longevity moment (with the exception of the 25 year and 30th year steps). The medium value would be equal to the 12 year step. The highest and lowest were eliminated from consideration. Hence, the next to the lowest level would be the starting pay and the next to the highest would be the 25th year step. The 30th year step is based on a two percent (2%) adjustment.

The existing pay grid (appendix D) was modified with the data received. The result increases both the number of pay levels (vertical movement among the grid) known as Levels, as well as, the number of transitions through the pay levels known as Steps (horizontal movements through the grid). The recommended new pay plan is included in Appendix E.

Each department head position, based on the analysis of the market communities, is then slated for one of the pay levels. The result of that placement is found in Appendix F. The placement horizontally is noted in this appendix as well. However, the discussion regarding the methodology of that placement is covered in detail in a later section.

'Relationship Logic'

One of the most critical parts of the reclassification of the specific jobs into the new grid is to insure that there is a sense of relationship in and among the various steps. To illustrate this point, consider how the placement of the key second in command is handled within the pay plan. Generally speaking, there should be some logic that exists between the placements of those second in command positions throughout the entire plan. For a person that is truly the second in command, salaried and is not a member of the union, with full administrative responsibilities, that position should be generally slotted approximately 15% to 20% below the supervisor.

For the purpose of this report, I will refer to the concept that is being illustrated as ‘*relationship logic*’ within the plan. This relationship logic needs to apply throughout the plan both up and down the various steps, but also across the various department lines. It should not go without mentioning that achievement of the perfect relationship logic within the plan is utopia, which is unobtainable. However, with that said, the plan that is being presented seems to do a better job in this regard than the existing plan.

Placement Analysis

Utilizing the policies that were identified earlier and can also be found in Appendix I, a placement analysis of the entire work force involved in the study will be completed. Each employee’s work relevant history was examined and then assigned into the categories that were developed. Based on the information created, each employee was given a number that represented the ‘years’ of service. A summary of the results of this exercise is included in Attachment G.

With this information, each employee is now appropriately placed on the pay scale (based on the policies and particulars of this pay plan). For the purposes of this report, the difference between the current pay and what the new pay would be, if the plan was fully implemented, will be referred to as either the ‘gap’ or the ‘promise’. Those terms will be used interchangeably. Those recommendations are found in Appendix H

Other Considerations

One of the challenges in developing a plan based on titles is there will be times when a direct comparison between a position with a certain title in one community is significantly different than in another community. To illustrate, you will notice that the Finance Director for the City of Augusta is making significantly more than the other department heads in the same

City. He is also the highest paid of all of the Finance Director. Upon investigation, the person also has the title and responsibilities of the Deputy City Manager. Another example is the Town Clerk in Brunswick serves as the Assistant Town Manger as well. This is one of the main reasons that we throw out the high and the low for each position.

We have some examples of unique circumstances. Our Assessor is serving as the Assessor for both Saco and Biddeford. For this additional responsibilities, he was given a \$10,000 adjustment in pay. His recommended placement is based if he did not have the additional responsibilities. He will then receive the additional \$10,000 adjustment over the placement. This allows the City to keep the positions properly placed in the event that that sharing agreement ever changes.

Similar adjustments are done with a couple other employees, namely the Code Officer and the City Clerk because of the additional duties they have.

Implementation

Assuming that the Council agrees with the methodology and the recommendations that are made in this report, there is a larger question of implementation that needs to be addressed. Adjusting pay to fix compensation issues is never a popular decision. Given the economic conditions that exist today, it becomes even more challenging. On the other hand, for those that have been around for any length of time, it is easy to conclude that the underlying issues that have existed because of the flaws in the system have adversely impacted the operations.

Regardless of one's opinion of the amount of impact that the flaws within the system have had on operations, it is clear that there is little room within the existing budget to support significant funds going towards implementation

Understanding the pressures on the budget, it is recommended that we align any future adjustments to the ‘gap’ to mostly come from new development in the community. Simply put, only from economic development, and the collective work of the City staff, will that gap ever be eliminated. Developing and implementing a strategy that accomplishes this goal makes it clear that the vast majority of the adjustments will not be funded by current taxpayers; citizens will not have their current taxes used to make the adjustments. This is the recommendation.

To accomplish this task, it is suggested that by policy, twenty five percent (25%) on any new taxes generated by real, new taxable value (not because of system adjustments to value) be used in the next budget year to close the gap. Procedurally, the estimated new growth in value would include an estimate of 25% of that revenue to be set aside in a reserve account at the time of budget adoption. Those funds will be used to fund the adjustments to the gap.

This methodology will insure that only new revenues will be used to close the gap. It may take several years to accomplish this, even under the best of situations. This is acceptable. I am aware of other times the closing of such gaps has taken upwards of five years, without major issue.

Future Adjustments

The plan is designed to be extremely flexible and responsive to the changing environment. Further, it is designed to be simple to implement and understand. In future years, any cost of living adjustments that occur would be applied to the grid. Individual employees move through the grid. Annually, employees would advance in years of recognized experience as of the first of the budget year. This would be the only adjustment that would occur. In other words, anniversary dates would not be recognized as adjustment date for the years of service.

Step increases would also begin on the first day of the work week in the first week of the beginning of the budget year. If an employee enters one of the years that a step occurs, i.e. moving from the 7th year to the 8th year of experience, the employee would move to Step D on the appropriate Level.

Periodically, a review of the market communities would be appropriate to determine if the market has changed dramatically in comparison with the pay grid, as adjusted by the cost of living decisions made by the policy makers. It is also appropriate, in the future, for the City to review the specifics of the market communities, in order to make sure they remain relevant to Biddeford.

Policy Decisions

The Council ultimately will have to make several policy decisions regarding this report and the recommendations. While it is challenging to do, it is critical that the Council evaluate the recommendations based on the positions and not the perceived performance of the current employee(s) in the position. The proposed system does have the ability to reward excellence and exceptional performance. In other locations that have adopted very similar systems, they have been in place for many years, in some cases in excess of a decade. Allowing the performance of current employees to influence placement decisions will begin to undermine the sense of equity that the plan seeks to establish.

The following is the list of the policy issues that the Council will need to consider. Briefly, they are as follows:

1. Does the Council agree that the employees should be paid on average in comparison with the market communities? Should they be paid above or below average and if so, by what general percentage?
2. Does the methodology used make sense to use as the basis for compensation?
3. Are the market communities the appropriate communities to include?

4. Are the positions slotted in the appropriate level, based on the market information obtained?
5. Is the implementation acceptable?
6. Does the system obtain relationship logic as described in the plan?
7. Are there any other goals that are not obtained by the plan that the Council desires to implement?

Other Non-Union Employees (*for the purposes of the interim report only*)

The report does not currently deal with the other non-union employees. That work is outstanding and will need to be completed prior to any actual implementation of the program. It is estimated that another forty (40) to sixty (60) hours of additional work is necessary to complete that work. Hence, it was not completed until there was a strong sense that the Personnel Committee felt that the overall approach was on target. If there is a general sense that the Personnel Committee/City Council are comfortable with the concepts, methodologies, approaches and policies contained within the recommendation, staff will conclude the necessary work in a reasonable time frame.

Singular Focus: What About Benefits?

This ‘*compensation*’ study can arguably be deemed incomplete because there is no review of the benefits the employees receive. That is a fair critique. That review can be part of the final work to be done at the time that work is being completed on the remaining non-union employees.

It is expected that such review will find that the benefits are above average for the employees when compared to the ‘market’ communities. It is uncertain how much more the benefits cost the local taxpayers than other communities. It is also equally uncertain how the non-union benefits (which are less than the unionized workforce) will compare with their

counterparts. It is even possible that the non-union benefits may be closer or even below the average.

Next Steps

It is suggested that the Council study the report. At the same time, the Personnel Committee will review the recommendations. Once the Personnel Committee has completed its work, it is suggested that a workshop be held to receive a presentation on the plan and allow the Council to ask questions. Once the Council has obtained an understanding of the proposed plan, they will have to weigh in on the policy issues. Following that directive, any modifications can be made, if necessary, and the resulting policy action can be prepared for the Council deliberation and action.

Summary

Employee compensation is a critical policy decision for any elected official. At risk in the decision making process is the capacity to balance the ability to attract and retain the most talented individuals available in the market versus the ability of the community to pay for the talent. There are several methodologies that are widely accepted among the professionals in the field. The mainstay of those, the wage and salary survey based on market conditions, was used to prepare this report. On the other hand, the perceived ability to pay is a difficult task to measure. This report has attempted to objectively measure that by the inclusion of the housing costs in the determination of the market communities. The reader is left to make a subjective conclusion on whether or not that is an appropriate objective measure to use.

Over the last decade, the City has tried to resolve the compensation policy. From the review, it appears that it has not been successful in the eyes of most. The changes suggested are designed to make significant improvements to the weaknesses that have been identified. Based

on past experiences that have included similar methodology, the results have been met with much acceptance and appreciation.

Finally, the issue of dealing with wages for employees is one of the most challenging tasks that an elected official is faced with. As has been articulated several times, the plan is not perfect. There are those that do believe it has made several steps to address the concerns that have been raised. Having the benefit of past experience, it would not be surprising to see that through the process of reviewing the information provided, further refinements will occur. I look forward to working with you on this very challenging issue.

APPENDIX A

Listing of Department Head Positions

Position	Current Occupant	Years in Position	Credit for Previous Service
Assessor	Frank Yattaw	18	4
Building Supervisor	Philip Radding	9	18
Chief Operating Officer	Brian Phinney	1	21
City Clerk	Carmen Morris	9	8
Code Enforcement and Health Officer	Roby Fecteau	8	7
Economic Development & Planning	Daniel Stevenson	7	11
Finance Director	Micheal Wilson	1	13
Fire Chief	Scott Gagne	2	11
Human Resources Director	Marcy Fuacher	4	9
Recreation Director	Carl Walsh	11	7
Police Chief	Roger Beaupre	35	5
Public Works Director	Guy Casavant	25	8

APPENDIX B

Department Head Reporting by ‘Market’ Communities

	Auburn	Augusta	Brunswick	Falmouth	Gorham	Keenebunk	Lewiston	OOB	Saco	Sanford	Scarborough	S. Portland	Waterville	Wesbrook	Windham	York
Assessor	\$80,340	\$66,350	\$84,831		\$66,514	\$74,958	\$94,400	\$85,600	\$85,000	\$85,600	\$105,500	\$97,000	\$83,500	\$97,000	\$87,000	\$103,045
Building Supervisor	\$63,330	\$74,279	\$98,000	\$108,000	\$101,000	\$58,000	\$85,500		\$78,000	\$70,000	\$98,000	\$75,000	\$71,016		\$85,000	\$72,500
Chief Operating Officer	\$95,790	\$107,328	\$84,500	\$83,555	-----	-----	\$101,752		-----	-----	-----	\$80,600	-----	\$107,000	\$77,883	-----
City Clerk	\$65,874	\$67,776	\$84,500			\$56,601	\$87,438	\$63,997	\$67,575	\$57,928		\$65,000	\$71,000	\$61,000	\$53,383	\$98,509
Code Enforcement and Health Officer	\$58,460	\$50,000	\$84,831	\$63,000			\$90,700	\$57,462	\$76,320	\$70,000	\$60,000	\$68,991		\$60,000	\$72,704	\$69,000
Economic Development & Planning	\$91,500	\$92,000	\$74,000		\$50,000	\$58,000	\$88,300		\$83,100	\$91,000	\$90,250	\$80,600	\$50,000	\$101,000	\$77,880	
Finance Director	\$85,729	\$107,328	\$85,697	\$95,000	\$81,803	\$90,357	\$102,570	\$77,691	\$95,702	\$89,187	\$97,261	\$105,983	\$77,000	\$93,113	\$92,302	
Fire Chief	\$85,000	\$90,274	\$92,691	\$85,757	\$89,427	\$84,752	\$90,226	\$72,000	\$97,414	\$87,263	\$96,054	\$90,626	\$81,143	\$88,000	\$76,500	
Human Resources Director	\$87,047	\$85,176	\$64,000		\$55,203	\$63,945		\$48,504		\$68,015		\$94,380	\$51,064	\$85,141	\$77,882	\$70,307
Recreation Director	\$65,000	\$57,000	\$84,831	\$77,000	\$68,582	\$70,247	\$69,108	\$59,500	\$75,858	\$70,770	\$97,261	\$80,000	\$65,000	\$70,000	\$67,000	\$101,750
Police Chief	\$100,000	\$92,019	\$101,959	\$93,000	\$89,001	\$88,479	\$106,080	\$84,503	\$103,600	\$89,000	\$97,261	\$96,116		\$96,523	\$82,220	
Public Works Director	\$87,500	\$92,019	\$92,690	\$80,225		\$84,000		\$77,500	\$103,500		\$92,518	\$94,221	\$77,655	\$99,878	\$86,349	\$118,053

APPENDIX C

Data Points by Department Head Position

	<u>Highest</u>	<u>Next Highest</u>	<u>Middle</u>	<u>Next Lowest</u>	<u>Lowest</u>
Assessor	\$105,500	\$103,045	\$85,600	\$66,514	\$66,350
Building Supervisor	\$108,000	\$101,00	\$76,500	\$63,330	\$58,000
Chief Operating Officer	\$107,328	\$107,000	\$95,790	\$80,600	\$77,883
City Clerk	\$98,509	\$87,438	\$65,874	\$56,601	\$53,383
Code Enforcement and Health Officer	\$90,700	\$84,831	\$68,991	\$57,463	\$50,000
Economic Development & Planning	\$101,000	\$92,000	\$83,100	\$50,000	\$50,00
Finance Director	\$107,328	\$105,983	\$92,302	\$77,691	\$77,000
Fire Chief	\$97,414	\$96,054	\$88,000	\$76,500	\$72,000
Human Resources Director	\$94,380	\$85,141	\$68,015	\$51,064	\$48,504
Recreation Director	\$101,750	\$97,261	\$70,124	\$65,000	\$57,00
Police Chief	\$106,080	\$103,600	\$93,000	\$84,503	\$82,220
Public Works Director	\$118,053	\$103,500	\$92,019	\$80,225	\$77,500

APPENDIX D
Existing Pay Grid

Level	Minimum	Midpoint	Maxium
1			
2	\$23,611	\$27,777	\$31,944
3			
4	\$29,148	\$34,292	\$39,436
5	\$32,388	\$38,103	\$43,819
6	\$35,986	\$42,337	\$48,688
7	\$39,985	\$47,041	\$54,097
8	\$44,428	\$52,268	\$60,108
9			
10	\$54,849	\$64,528	\$74,207
11	\$60,943	\$71,697	\$82,452
12	\$67,714	\$79,664	\$91,614
13	\$75,238	\$88,515	\$101,792
14			
15	\$92,886	\$109,278	\$125,670

APPENDIX E

Recommended Pay Grid

Level	A	B	C	D	E	F	G	H	I	J
	<i>2 yrs or less</i>	<i>3 to 5 yrs</i>	<i>6 to 8 yrs</i>	<i>9 to 11 yrs</i>	<i>12 to 14 yrs</i>	<i>15 to 17 yrs</i>	<i>18 to 20 yrs</i>	<i>21 to 24 yrs</i>	<i>26 to 30 yrs</i>	<i>over 30 yrs</i>
1	\$27,245	\$28,096	\$28,948	\$30,140	\$31,332	\$32,013	\$32,694	\$33,971	\$35,248	\$35,953
2	\$28,679	\$29,575	\$30,471	\$31,726	\$32,981	\$33,698	\$34,415	\$35,759	\$37,103	\$37,845
3	\$30,188	\$31,132	\$32,075	\$33,396	\$34,717	\$35,471	\$36,226	\$37,641	\$39,056	\$39,837
4	\$31,777	\$32,770	\$33,763	\$35,153	\$36,544	\$37,338	\$38,133	\$39,622	\$41,112	\$41,934
5	\$33,450	\$34,495	\$35,540	\$37,004	\$38,467	\$39,303	\$40,140	\$41,708	\$43,275	\$44,141
6	\$35,210	\$36,310	\$37,411	\$38,951	\$40,492	\$41,372	\$42,252	\$43,903	\$45,553	\$46,464
7	\$37,063	\$38,222	\$39,380	\$41,001	\$42,623	\$43,549	\$44,476	\$46,213	\$47,951	\$48,910
8	\$39,014	\$40,233	\$41,452	\$43,159	\$44,866	\$45,841	\$46,817	\$48,646	\$50,474	\$51,484
9	\$41,067	\$42,351	\$43,634	\$45,431	\$47,227	\$48,254	\$49,281	\$51,206	\$53,131	\$54,194
10	\$43,229	\$44,580	\$45,931	\$47,822	\$49,713	\$50,794	\$51,875	\$53,901	\$55,927	\$57,046
11	\$45,504	\$46,926	\$48,348	\$50,339	\$52,330	\$53,467	\$54,605	\$56,738	\$58,871	\$60,048
12	\$47,899	\$49,396	\$50,893	\$52,988	\$55,084	\$56,281	\$57,479	\$59,724	\$61,969	\$63,209
13	\$50,420	\$51,996	\$53,571	\$55,777	\$57,983	\$59,243	\$60,504	\$62,867	\$65,231	\$66,535
14	\$53,074	\$54,732	\$56,391	\$58,713	\$61,035	\$62,362	\$63,688	\$66,176	\$68,664	\$70,037
15	\$55,867	\$57,613	\$59,359	\$61,803	\$64,247	\$65,644	\$67,040	\$69,659	\$72,278	\$73,723
16	\$58,807	\$60,645	\$62,483	\$65,056	\$67,628	\$69,099	\$70,569	\$73,325	\$76,082	\$77,604
17	\$61,902	\$63,837	\$65,771	\$68,480	\$71,188	\$72,735	\$74,283	\$77,185	\$80,086	\$81,688
18	\$65,161	\$67,197	\$69,233	\$72,084	\$74,935	\$76,564	\$78,193	\$81,247	\$84,301	\$85,987
19	\$68,590	\$70,733	\$72,877	\$75,878	\$78,879	\$80,593	\$82,308	\$85,523	\$88,738	\$90,513
20	\$72,200	\$74,456	\$76,713	\$79,871	\$83,030	\$84,835	\$86,640	\$90,024	\$93,409	\$95,277
21	\$76,000	\$78,375	\$80,750	\$84,075	\$87,400	\$89,300	\$91,200	\$94,763	\$98,325	\$100,292
22	\$80,000	\$82,500	\$85,000	\$88,500	\$92,000	\$94,000	\$96,000	\$99,750	\$103,500	\$105,570

APPENDIX F

Recommended Department Head Placement

Position	Level Recommendation	Step Recommendation	2016 Pay Per Plan	Existing Pay
Assessor	21	H	\$104,763 (Saco 10k)	\$98,360
Building Supervisor	20	I	\$93,409	\$86,052
Chief Operating Officer	22	H	\$99,750	\$97,500 ¹
City Clerk	19	F	\$82,308 (one step extra)	\$73,543
Code Enforcement and Health Officer	18	F	\$78,193 (one step extra)	\$65,771
Economic Development & Planning	22	G	\$96,000	\$95,030
Finance Director	22	E	\$92,000	\$88,053
Fire Chief	21	E	\$87,400	\$87,928
Human Resources Director	19	E	\$78,879	\$62,685
Recreation Director	18	F	\$76,564	\$65,066
Police Chief	22	J	\$105,570	\$103,910
Public Works Director	22	J	\$105,570	\$100,861

The Assessor pay includes the additional \$10,000 because of the joint work running the Saco office

The City Clerk includes additional step (to step G) because overseeing the tax collection at the front office and general assistance reporting to her

The CEO includes one additional step (to step G) because of Emergency Management Director and Health Officer

¹ Currently making \$90,391 but scheduled to go to \$97,500 after six month review in new position

APPENDIX G
Listing of Non-Union Positions

Position	Current Occupant	Years in Position	Credit for Previous Service

APPENDIX H

Recommended Non-Union Placement

Position	Level Recommendation	Step Recommendation	2016 Pay Per Plan	Existing Pay
To be determined				

APPENDIX I

Criteria Generally Used to Place Specific Employees in Initial Steps

- Time in current position in the city was given direct credit on a 1 to 1 ratio.
- Time in a similar community, in a similar job was also given a 1 to 1 ratio.
- Time in a position once removed from the current position, in Biddeford, was generally given a credit for a 1 to 1 ratio.
- Time in a position once removed from the current position, in a similar community, was generally given a credit of 1 to 1.
- Time in a position, twice removed, from the current position, but still some form of management, in Biddeford, was generally given credit for 1 year for every 3 years of actual service.
- Time in a position, twice removed, from the current position, in a larger or similar community, generally given a 3 to 1 credit.
- Time in a similar position, but small community, generally given, 2 years for every 3 of service.
- Any other appropriate historical information that might be appropriate can be factored in.

APPENDIX J

2013 Update to 2006 Wage and Employee Benefit Study.

Position: City Manager		Position: Finance Director	
Organization	Wage	Organization	Wage
Auburn	94,000	Auburn	81,600
Augusta	108,117	Augusta	101,628*
Bath	101,941	Bath	87,942
Brunswick	109,526	Brunswick	90,873
Saco	117,689	Saco	83,751
Sanford	108,000	Sanford	84,874
Scarborough	112,715	Scarborough	89,523
South Portland	116,049	South Portland	
100,367			
Waterville	109,428	Waterville	72,841
Westbrook	115,324	Westbrook	72,895
		*Also Asst City Manager	
Average:	109,278	Average:	86,629
2013 Wage:	116,708	2013 Wage:	86,574
Current 2014:	118,710	Current 2014:	88,052

Position: Staff Accountant**Position: Tax Collector****Organization****Wage****Organization****Wage**

Auburn

24.66

Auburn

23.07

Augusta

19.86*

Augusta

City Clerk

Bath

20.67

Bath

Fin Director

Brunswick

24.75

Brunswick

Fin Director

Saco

23.13

Saco

26.33

Sanford

n/p

Sanford

n/p

Scarborough

20.73

Scarborough

27.70

South Portland

25.73

South Portland

24.47

Waterville

20.67

Waterville

20.65

Westbrook

25.00

Westbrook

25.00

*Dep Auditor

Average:**22.50****Average:****24.53****2013 Wage:****24.26****2013 Wage:****26.68****Current 2014:****22.98****Current 2014:****27.13**

Position: City Clerk**Organization****Wage**

Auburn

57,000

Augusta

61,172

Bath

55,307

Brunswick

90,873*

Saco

63,667

Sanford

55,135

Scarborough

59,966

South Portland

79,147

19.35

Waterville

64,001

Westbrook

62,260

*Also Asst to the Town Manager

Average:**64,852****2013 Wage:****68,825****Position: Deputy City Clerk****Organization****Wage**

Auburn

17.00

Augusta

24.27

Bath

21.79

Brunswick

21.39

Saco

18.74

Sanford

n/p

Scarborough

18.22

South Portland

Waterville

16.86

Westbrook

n/p

Average:**19.70****2013 Wage:****19.50**

Current 2014: 70,002

Current 2014: 20.21

Position: Assessor

Organization

Wage

Auburn

71,400

Augusta

64,459

Bath

93,239*

Brunswick

83,168

Saco

81,000

Sanford

OOB

Scarborough

90,272

South Portland

92,553**

31.23**

Waterville

77,292

Westbrook

So Portland

Position: Assistant Assessor

Organization

Wage

Auburn

26.67

Augusta

19.03

Bath

21.31*

Brunswick

25.24

Saco

n/p

Sanford

22.83

Scarborough

23.95

South Portland

Waterville

n/p

Westbrook

n/p

*Also Asst City Manager/IT Director

*Also Asst IT Director

**Includes Westbrook Stipend

Average: 81,673
2013 Wage: 75,867
Current 2014: 83,385

**Includes Westbrook Stipend

Average: 24.32
2013 Wage: 28.01
Current 2014: 28.34

Position: Field Lister

Organization	Wage
Auburn	19.25
Augusta	n/p
Bath	n/p
Brunswick	n/p
Saco	18.79
Sanford	n/p
Scarborough	n/p
South Portland	24.47
	89,369

Position: Human Resources Director

Organization	Wage
Auburn	80,441
Augusta	80,662
Bath	n/p
Brunswick	53,600
Saco	66,251
Sanford	64,726
Scarborough	86,902
South Portland	

Waterville	n/p	Waterville	43,493*
Westbrook	20.89	Westbrook	79,030**
*Also Recreation Coordinator			
**Schools 50/50			
Average:	20.85	Average:	71,608
2013 Wage:	18.51	2013 Wage:	58,401
Current 2014:	20.14	Current 2014:	59,382

Position: Benefits Coordinator

Organization	Wage
Auburn	21.89
Augusta	21.74
Bath	21.70*
Brunswick	n/p
Saco	24.56
Sanford	22.39

Position: Exec Asst Mayor/City Manager

Organization	Wage
Auburn	22.41
Augusta	21.74
Bath	21.74*
Brunswick	21.26
Saco	28.08
Sanford	30.57

Scarborough	19.14	Scarborough	24.88
South Portland	22.65	South Portland	
25.49			
Waterville	n/p	Waterville	18.53
Westbrook	25.47**	Westbrook	20.94
*Also Exec Asst to City Manager		*Also Benefits Coordinator	
**Schools 50/50			
Average:	22.44	Average:	23.56
2013 Wage:		2013 Wage:	22.43
Current 2014:		Current 2014:	22.80

Position: Dir Economic Development		Position: City Planner	
Organization	Wage	Organization	Wage
Auburn	79,278	Auburn	51,000
Augusta	78,000	Augusta	74,693
Bath	n/p	Bath	65,000

Brunswick		Brunswick	83,168
Saco	91,381	Saco	79,734
Sanford	83,959	Sanford	75,710
Scarborough	89,523	Scarborough	81,099
South Portland	vacant	South Portland	
88,171*			
Waterville	n/p	Waterville	62,961
Westbrook	99,799*	Westbrook	75,614

*Also Asst City Adm /Com Dev

*Dir Planning &Development

Average:	86,990	Average:	73,715
2013 Wage:	89,359	2013 Wage:	77,276
Current 2014:	90,880	Current 2014:	78,583

Position: Comm Dev Coordinator
Services

Position: Dir Recreation/Teen

Organization

Wage

Organization

Wage

Auburn	71,141	Auburn	61,201
Augusta	n/p	Augusta	53,934
Bath	51,708	Bath	76,918*
Brunswick	n/p	Brunswick	83,168*
Saco	n/p	Saco	71,468/54,018
Sanford	n/p	Sanford	67,344
Scarborough	n/p	Scarborough	89,523
South Portland	n/p	South Portland	
70,512			
Waterville	n/p	Waterville	43,493**
Westbrook	n/p	Westbrook	70,205***

*Dir P&R

**Also HR Director

***Dir Comm Services/Adult Educ

Average:

2013 Wage: 61,175
Current 2014: 62,204

Average:

2013 Wage: 60,897
Current 2014: 61,932

Position: Rec Prog Coordinators

Organization	Wage
Auburn	18.67
Augusta	9.25
Bath	14.52
Brunswick	n/p
Saco	15.11
Sanford	21.85
Scarborough	18.13
South Portland	20.92
Waterville	n/p
Westbrook	24.96
Average:	17.92
2013 Wage:	15.91-18.13-19.70
Current 2014:	17.37-18.44-17.91

Position: Facilities Supervisor

Organization	Wage
Auburn	n/p
Augusta	64,022
Bath	55,931
Brunswick	65,541
Saco	n/p
Sanford	49,643
Scarborough	49,379
South Portland	
Waterville	n/p
Westbrook	School
Average:	
2013 Wage:	80,121
Current 2014:	81,496

**Position: Parks/Fields Supervisor
Officer**

Position: Code Enforcement

Organization

Wage

Organization

Wage

Auburn

21.13

Auburn

54,561

Augusta

30.78*

Augusta

46,800

Bath

28.50

Bath

67,981

Brunswick

23.11

Brunswick

72,060

Saco

21.11

Saco

70,848

Sanford

21.85

Sanford

66,428

Scarborough

23.74

Scarborough

61,697

South Portland

32.59

South Portland

65,345

Waterville

n/p

Waterville

58,198

Westbrook

25.99

Westbrook

59,592

*Director Facilities and Maintenance

Average:

25.42

Average:

62,351

2013 Wage:

20.53

2013 Wage:

61,841

Current 2014:

21.28

Current 2014:

62,899

Position: Building Inspector**Position: Electrical Inspector****Organization****Wage****Organization****Wage**

Auburn

Auburn

31.11

Augusta

22.50

Augusta

n/p

Bath

n/p

Bath

n/p

Brunswick

26.00

Brunswick

n/p

Saco

28.52

Saco

23.78

Sanford

22.39

Sanford

n/p

Scarborough

27.70

Scarborough

South Portland

28.65

South Portland

24.47

Waterville

Waterville

Westbrook

20.99

Westbrook

n/p

Average:**25.25****Average:****2013 Wage:****22.47****2013 Wage:****26.41**

Current 2014:

21.65

Current 2014:

19.75-27.25

Position: Information Tech. Director

Organization

Wage

Auburn	68,998
Augusta	74,692
Bath	n/p
Brunswick	44,800
Saco	77,932
Sanford	83,043
Scarborough	86,133
South Portland	91,661
Waterville	69,201
Westbrook	n/p

Average:	78,809
2013 Wage:	74,561
Current 2014:	75,828

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Position: Director Public Works		Position: Assistant Public Works	
Directors			
Organization	Wage	Organization	Wage
Auburn	87,560	Auburn	70,000
Augusta	87,601	Augusta	62,462
Bath	96,491	Bath	66,798
Brunswick	90,873	Brunswick	n/p
Saco	89,703	Saco	78,155
Sanford	86,705	Sanford	64,597/55,444
Scarborough	81,099	Scarborough	66,747
South Portland	82,514	South Portland	

62,650

Waterville

75,528

Waterville

n/p

Westbrook

88,956

Westbrook

71,638

Average:

86,703

Average:

67,309

2013 Wage:

94,860

2013 Wage:

78,056-

74,434-64,408

Current 2014:

96,457

Current 2014:

79,386-

75,690-65,499

Position: Comptroller

Organization

Wage

Auburn

n/p

Augusta

n/p

Bath

n/p

Position: General Assist. Administrator

Organization

Wage

Auburn

54,313

Augusta

43,659

Bath

n/p

Brunswick	n/p	Brunswick	45,804
Saco	n/p	Saco	Dep City Clerk
Sanford	n/p	Sanford	52,389
Scarborough	n/p	Scarborough	35.00
South Portland	n/p	South Portland	
55,868			
Waterville	n/p	Waterville	60,528
Westbrook	n/p	Westbrook	44,616
Average:		Average:	51,025
2013 Wage:		2013Wage:	71,058
Current 2014:	57,866	Current 2014:	72,599

Position: City Engineer

Organization

Wage

Position: Engineering Program Manager

Organization

Wage

Auburn	70,000	Auburn	52,935
Augusta	73,694	Augusta	n/p
Bath	n/p	Bath	n/p
Brunswick	DirPW	Brunswick	n/p
Saco	88,703	Saco	n/p
Sanford	n/p	Sanford	n/p
Scarborough	n/p	Scarborough	n/p
South Portland	70,512	South Portland	
n/p			
Waterville	65,728	Waterville	n/p
Westbrook	77,450	Westbrook	
Average:	74,348	Average:	
2013 Wage:	84,734	2013 Wage:	52,320
Current 2014:	86,163	Current 2014:	53,452

Position: Engineering Tech I**Position: Engineering Tech II****Organization****Wage****Organization****Wage**

Auburn

n/p

Auburn

19.25

Augusta

n/p

Augusta

n/p

Bath

n/p

Bath

n/p

Brunswick

n/p

Brunswick

n/p

Saco

n/p

Saco

n/p

Sanford

n/p

Sanford

n/p

Scarborough

n/p

Scarborough

n/p

South Portland

n/p

South Portland

n/p

Waterville

n/p

Waterville

n/p

Westbrook

22.27

Westbrook

19.81

Average:**Average:****2013 Wage:****22.09****2013 Wage:****20.10****Current 2014:****22.47****Current 2014:****20.43**

Position: Engineering Tech III

Organization	Wage
Auburn	n/p
Augusta	n/p
Bath	n/p
Brunswick	n/p
Saco	n/p
Sanford	n/p
Scarborough	n/p
South Portland	n/p
Waterville	n/p
Westbrook	n/p
Average:	
2013 Wage:	16.99
24 hrs per wk	
Current 2014:	17.28
per wk	

Position: Planning Engineer

Organization	Wage
Auburn	72,328
Augusta	n/p
Bath	n/p
Brunswick	n/p
Saco	n/p
Sanford	n/p
Scarborough	n/p
South Portland	
Waterville	n/p
Westbrook	n/p
Average:	
2013 Wage:	32.12 pr hr-
Current 2014:	32.66 pr hr-24 hrs

Position: Environ Compliance Officer**Position: Maintenance Person****Organization****Wage****Organization****Wage**

Auburn

n/p

Auburn

14.50

Augusta

n/p

Augusta

18.65

Bath

n/p

Bath

n/p

Brunswick

n/p

Brunswick

20.98

Saco

n/p

Saco

19.62

Sanford

n/p

Sanford

n/p

Scarborough

n/p

Scarborough

21.49

South Portland

n/p

South Portland

17.88

Waterville

n/p

Waterville

n/p

Westbrook

n/p

Westbrook

School

Average:**Average:****18.85****2013 Wage:****78,025****2013 Wage:****17.05****Current 2014:****79,344****Current 2014:****17.33**

Position: Fire Chief**Organization****Wage****Position: Deputy Fire Chief****Organization****Wage**

Auburn 78,500

Auburn 73,440

Augusta 78,707

Augusta 67,662

Bath 74,464

Bath n/p

Brunswick 77,679

Brunswick 74,209/66,638

Saco 89,828

Saco 76,623/72,182

Sanford 83,043

Sanford 72,049

Scarborough 84,365

Scarborough 67,462

South Portland 74,492

South Portland

77,278/76,226/71,787

Waterville 76,876*

Waterville n/p

Westbrook **

Westbrook 75,293

*Also FC in Winslow

****Dir of Public Safety**

Average: 76,773

2013 Wage: 83,082

Current 2014: 84,483

70,928-71,597

Average: 71,879

2013 Wage: 70,404

Current 2014: 66,821-

Position: Office Manager-Fire

Organization	Wage
Auburn	21.12
Augusta	17.42
Bath	n/p
Brunswick	21.76
Saco	21.43
Sanford	19.57
Scarborough	21.98
South Portland	22.92

Waterville	n/p
Westbrook	n/p
Average:	20.08
2013 Wage:	23.30
Current 2014:	23.69

Position: Police Chief

Organization	Wage
Auburn	102,584
Augusta	81,111
Bath	78,457
Brunswick	99,961
Saco	98,909

Position: Dep Police Chief

Organization	Wage
Auburn	79,010
Augusta	71,094
Bath	65,852(Lt)
Brunswick	85,239/72,103
Saco	77,159/76,655

Sanford	83,043	Sanford	73,880
Scarborough	89,523	Scarborough	76,211 (Capt)
South Portland	89,323	South Portland	
	73,278		
Waterville	79,601	Waterville	68,827
Westbrook	*	Westbrook	75,325

*Dir of Public Safety

Average:	89,168	Average:	73,906
2013 Wage:	97,702	2013 Wage:	76,801-75,365
Current 2014:	99,373	Current 2014:	77,366

Position: Exec Asst Police Chief

Organization Wage

Auburn	24.06
Augusta	18.71

Position: Gov. Access Coordinator

Organization Wage

Auburn	n/p
Augusta	n/p

Bath	28.66	Bath	15.63
Brunswick	21.66	Brunswick	27.31
Saco	23.48	Saco	n/p
Sanford	22.83	Sanford	n/p
Scarborough	21.98	Scarborough	15.61
South Portland	20.92	South Portland	
25.49			
Waterville	19.75	Waterville	n/p
Westbrook	20.03	Westbrook	School
Average:	22.20	Average:	21.01
2013 Wage:	23.14	2013 Wage:	24.92
Current 2014:	25.79	Current 2014:	25.33

**Position: AR/AP Clerk Finance
clerk**

Position: Customer Service Rep-City

Organization	Wage	Organization	Wage
Auburn	16.80	Auburn	16.80
Augusta	16.12	Augusta	16.12
Bath	22.62	Bath	16.90
Brunswick	24.75	Brunswick	17.96
Saco	17.06	Saco	17.06
Sanford	18.53	Sanford	14.33
Scarborough	18.83	Scarborough	18.83
South Portland	19.35	South Portland	
18.40			
Waterville	18.83	Waterville	17.29
Westbrook	19.56	Westbrook	15.91
Average:	19.38	Average:	16.96
2013 Wage:	19.56	2013 Wage:	18.82-19.95
Current 2014:	20.27	Current 2014:	17.10-19.13

Position: Deputy City Clerk Voting**Position: Office Manager-Codes****Organization****Wage****Organization****Wage**

Auburn

17.00

Auburn

19.48

Augusta

n/p

Augusta

17.18

Bath

n/p

Bath

20.94

Brunswick

21.39

Brunswick

19.58

Saco

n/p

Saco

18.43

Sanford

n/p

Sanford

18.00

Scarborough

n/p

Scarborough

21.98

South Portland

n/p

South Portland

20.92

Waterville

n/p

Waterville

19.85

Westbrook

n/p

Westbrook

22.80

Average:**Average:****19.91****2013 Wage:****18.23****2013 Wage:****19.57****Current 2014:****18.54****Current 2014:****20.28**

Position: Adm Assistants

Organization	Wage
Auburn	17.84
Augusta	15.49
Bath	16.90
Brunswick	18.70
Saco	18.43
Sanford	16.39
Scarborough	21.98
South Portland	18.40
Waterville	18.07
Westbrook	20.25
Average:	18.24
2013 Wage:	19.36
Current 2014:	19.40

Position: Case Worker

Organization	Wage
Auburn	17.84
Augusta	24.47
Bath	n/p
Brunswick	n/p
Saco	n/p
Sanford	18.45
Scarborough	n/p
South Portland	16.54
Waterville	15.89
Westbrook	16.95
Average:	18.35
2013 Wage:	20.94
Current 2014:	20.68

Position: Deputy Tax Collector

Organization	Wage
Auburn	n/p
Augusta	17.69
Bath	20.61
Brunswick	17.96
Saco	17.89
Sanford	19.08
Scarborough	27.70
South Portland	17.32
	16.73
Waterville	16.84
Westbrook	n/p

Position: Janitor

Organization	Wage
Auburn	n/p
Augusta	14.61
Bath	15.89
Brunswick	15.19
Saco	n/p
Sanford	15.78
Scarborough	
South Portland	
Waterville	15.15
Westbrook	School

Average: 19.38

2013 Wage: 19.17

time)

Current 2014: 19.49

time)

Average: 15.40

2013 Wage: 12.59(part

Current 2014: 12.80 (part

Position:

Organization

Wage

Auburn

Augusta

Bath

Brunswick

Saco

Sanford

Scarborough

South Portland

Waterville

Position:

Organization

Wage

Auburn

Augusta

Bath

Brunswick

Saco

Sanford

Scarborough

South Portland

Waterville

Westbrook

Westbrook

Average:

Average:

Current Wage:

Current Wage:

Position:

Position:

Organization

Wage

Organization

Wage

Auburn

Auburn

Augusta

Augusta

Bath

Bath

Brunswick

Brunswick

Saco

Saco

Sanford

Sanford

Scarborough

Scarborough

South Portland

South Portland

Waterville

Waterville

Westbrook

Westbrook

Average:

Average:

Current Wage:

Current Wage:

**City of Biddeford Wage and
Benefits Appendix B**

Grade	Minimum	Midpoint	Maximum
1	22,249	24,999	28,749
2	23,611	27,777	31,944
3	26,234	30,863	35,493

4	29,148	34,292	39,436
5	32,388	38,103	43,819
6	35,986	42,337	48,688
7	39,985	47,041	54,097
8	44,428	52,268	60,108
9	49,364	58,075	66,786
10	54,849	64,528	74,207
11	60,943	71,697	82,452
12	67,714	79,664	91,614
13	75,238	88,515	101,792
14	83,598	98,350	113,103
15	92,886	109,278	125,670

**City of Biddeford Wage and Benefits
Study Appendix A
Classification Plan**

Position	Grade
City Manager	15
Police Chief	13
Finance Director	13
Director Economic Development	13
Director of Public Works	13
Fire Chief	12
City Engineer	12
Assessor	12
Information Technology Director	12
Environmental Compliance Officer	11
Human Resources Director	11
Deputy Police Chief	11
City Planner	11
Director of Recreation/Teen	11
Services Facilities Manager	11
Deputy Fire Chief	11
Code Enforcement Officer/EMS Director	11
Deputy Public Works Director	11
Manager, Waste Water Systems	11
City Clerk	10
General Assistance Administrator	10
Planning Engineer	10
Assistant Public Works Director	10
Community Development Coordinator	10
Assistant Assessor	8
Assistant Code Enforcement Officer	8
Engineering Program Manager	8
Tax Collector	8
Comptroller	7
Building Inspector-LSCI	7
Staff Accountant	7
Executive Assistant to the Mayor/City Manager	7
Benefits Coordinator	7

Executive Assistant to the Police Chief	7
Government Access Director	7
Office Manager-Fire	7
Engineering Tech I	6
Parks/Fields Supervisor	6
Office Manager-Codes	6
Field Lister	6
Deputy City Clerk	6
Case Worker	6
Senior Citizen Coordinator	6
Deputy Tax Collector	6
AR/AP Clerk	6
Government Access Coordinator	5
Billing Clerk	5
Administrative Assistant	5
Recreation Program Coordinators	5
Engineering Tech II	5
Engineering Tech III	4
Maintenance Person	4
Cable Access Assistant	4
Janitor	2

Introduction and Background

The City of Biddeford (City) has engaged Michael C. Wing (Consultant) to update the wage section of his 2006 Wage and Employee Benefits Study. The Consultant was requested to examine pay and employee benefits for non-union employees in communities similar to the City of Biddeford. The organizations selected to be part of the study were the same communities which were used in the 2006 study. The sample organizations are listed later in this report.

The positions which were requested to be reviewed are as

follows: City Manager	Finance
Director	
Staff Accountant	Tax Collector
Deputy Tax Collector	AR/AP Clerk
City Clerk	Deputy City Clerk
Assessor	Assistant Assessor

Field Lister

Human Resources Director

Benefits Coordinator

Exec Asst Mayor/City Manager

Director, Economic Development

City Planner

Community Development Coordinator

Director, Recreation/Teen

Services Senior Citizens Coordinator

Recreation Program

Coordinators

Facilities Manager

Parks/Fields Supervisor

Code Enforcement Officer/EMA Director

Assistant Code Enforcement

Officer Building Inspector-LSCI

Information Technology Director

Director, Public Works	Deputy Director, Public Works
Manager, Waste Water	Assistant Director, Public Works
Comptroller	General Assistance
Case Worker City	Administrator Administrative
Engineer	Assistant Engineering Program
Engineering Tech I	Manager Engineering Tech II
Engineering Tech III	Planning Engineer
Environmental Compliance	Maintenance Person
Officer Fire Chief	Deputy Fire Chief
Office Manager-Fire Department	Office Manager-Codes
Police Chief	Deputy Police Chief
Deputy Police Chief	Exec Asst Police Chief
Gov. Access Director	Gov. Access Coordinator
Cable Access Assistant	Janitor

Methodology

The organizations which were agreed to and surveyed are as follows:

Auburn Bath

Saco

Scarborough Waterville

Augusta

Brunswick Sanford

South Portland Westbrook

The Consultant developed a salary survey for the sample organizations. The surveys were e-mailed and return by the sample organizations. Numerous follow-up phone calls were necessary for clarifications. Appendix C contains the comparative data for each position which was studied as a part of this project. The Consultant has developed a pay plan for the City with a minimum, a midpoint and a maximum which is attached to this report and is labeled Appendix B. Each pay range has a minimum which is fifteen percent below the midpoint and a maximum which is fifteen percent above the midpoint. Ten percent separates each pay range.

The pay plan includes fifteen pay grades with increasing differences between the pay ranges. Pay plans generally have larger differences in the higher grades. These pay ranges should be adjusted annually by a cost of living percentage.

Pay Plan Administration

The City will need to determine how employees should move through their pay ranges. The averages produced by this data while useful should only be used as a guideline in determining individual salaries. Other issues which should be considered when determining individual salaries include experience, skill set and performance. Another issue which should be considered is other duties which incumbents in these positions are expected to fulfill which are beyond what normally would be expected from these positions in the marketplace.

The general objective of salary administration is to attract, motivate and retain experienced and skilled individuals at all levels of the organization. Salaries should be administered within pay ranges, and movement within those ranges should be based on an appraisal of the individual's performance, not just the employee's length of service. Moreover, salaries should be administered equitably throughout the organization. One pay plan philosophy which is recommended for the City of Biddeford is known as the thirds philosophy.

When using the thirds philosophy to administer a pay plan, it is recommended that each salary range be regarded as consisting of three sections. Each third of the range is defined as follows:

- The lowest third of the range should generally include the salaries of employees who are new to their position, moving through the competency curve or do not meet performance expectations.
- The salaries falling in the middle third of the range should reflect proficient performance of qualified, experienced employees. Most employees should be in this third of the range.
- Salaries in the upper third of the range should be reserved for those employees, who

consistently produce outstanding results for extended periods of time.

As with any aspects of pay plan administration, the thirds philosophy should be used as a flexible guideline.

Conclusion

At this point the City needs to determine where its pay practices should fit in relationship to the marketplace. Any compensation system needs to be consistent with the philosophy and goals of an organization and consistent with the organization's ability to pay.

Respectfully Submitted,
Michael C. Wing, Consultant
February 2013