

CBIZ Compensation Consulting December 2023

St. Louis County Government Preliminary Compensation and Benefits Study Results



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EXECUTIVE SUMMARY

CBIZ Compensation Consulting ("CBIZ") was engaged by the St. Louis County Government ("St. Louis County" or "the County") to conduct a comprehensive compensation study for its employees, including a review of current compensation practices, and an update of the compensation plan.

To assist St. Louis County in implementing a compensation system that considers both market and internal factors, CBIZ matched the County's positions to positions in the market, developed a new salary structure, and calculated the cost of implementing the recommendations. In addition to evaluating base salaries, CBIZ assessed total cash compensation and competitive benefit levels.

The remainder of this report will explain the methodology and expand on this summary to clearly document the comprehensive approach taken to analyze St. Louis County's current compensation practices and develop its new compensation plan.



OBJECTIVE AND SCOPE OF THE STUDY

The objective of the compensation study is to provide St. Louis County with a plan that:

- Enhances the ability to attract, retain, and motivate qualified individuals;
- Establishes structures that are flexible to meet changing needs; and
- Is well-aligned with broader goals and strategies.

The scope of the study included:

- A competitive market analysis of base salary, total cash compensation, and benefits;
- Development of a new, market-based salary structure;
- Reconciliation of actual compensation with market-competitive compensation;
- Calculation of plan implementation costs;
- Analysis of market-competitive benefits levels;
- Total compensation analysis; and
- Overall recommendations.



METHODOLOGY

Definitions

Base Salary: the annual fixed rate that an individual is paid for performing a job.

Total Cash Compensation: the sum of base salary and annual incentive compensation payments from variable pay programs.

Employee Benefits: non-cash compensation provided to an employee. Some benefits are measured as a fixed cost per employee (e.g., medical, dental and vision insurance), while others are more accurately quantified as a variable cost tied to compensation (e.g., retirement and PTO).

Total Compensation: the sum of total cash compensation and employee benefits.

Data Points:

- 25th percentile: the value in an array that falls at the first quarter of the sampled data (75% of the values in the sample are greater than the 25th percentile value).
- 50th percentile: the value in an array that falls in the middle or median of the sampled data (half of the values in the sample fall above this value and half fall below it). This is the data point of reference for the proposed pay grade assignments.
- 75th percentile: the value in an array that falls at the third quarter of the sampled data (25% of the values in the sample are greater than the 75th percentile value).

Compa-ratio: the employee's current salary divided by a market comparison point, which is usually the market 50th percentile. An employee whose salary equals the 50th percentile of the market has a compa-ratio of 100%. A compa-ratio of less than 100% indicates that the employee's salary is less than the 50th percentile of the market, and a compa-ratio greater than 100% indicates that the employee's salary is greater than the 50th percentile of the market.

Range Penetration: the employee's current salary minus the salary grade minimum salary divided by the difference of the salary grade maximum and minimum. An employee whose range penetration equals 50% is paid at the midpoint of the salary grade range, 0% is equal to the salary grade minimum and 100% is equal to the salary grade maximum.



Market Pricing

Compensation Philosophy

According to a recent WorldatWork survey of market pricing practices, most organizations (approximately 85%) utilize a compensation philosophy that strives to compensate employees at the median of the competitive labor market. Median pay is the point at which half of the employers pay more and half pay less.

Based on CBIZ's discussions with St. Louis County, it intends to be competitive with its level of pay, which generally corresponds to setting the pay structure at the market median.

The labor market influences described below were considered for the jobs included in the scope of the study.

Labor Market Influences

The three most important labor market characteristics are the size of an organization, geographic scope, and industries from which St. Louis County recruits talent. Because surveys focus on different market characteristics (e.g., some focus on size, others focus on geography or industry), CBIZ determined each characteristic as it relates to each position before conducting the market analysis, as follows:

Size of Organization

A key factor to be considered in determining market-competitive compensation, particularly for senior management positions, is the size of an organization. While compensation for many positions is based primarily upon location, industry, job tasks, and responsibilities, compensation for upper-level positions is also significantly affected by the size of the organization. CBIZ considered size factors such as revenue of \$782 million.

Geographic Influence

Many jobs in an organization are recruited locally. Professional jobs may be recruited statewide or regionally. Because individuals who work in senior management positions often relocate solely to accept a new job, national searches are commonly conducted for these positions. In contrast, lower-paid salaried employees seldom relocate primarily based on a job. To accurately reflect this marketplace characteristic, the survey data must be comprised of participants who reflect the geographic scope of the position in question. Too narrow or broad a market area scope either does not consider all necessary factors or introduces irrelevant factors.



However, when considering senior management positions, it is most reasonable to geographically adjust the data to the higher of the local or national market. This is because organizations in locations that have greater comparative salaries will provide higher salaries to employees. In addition, the higher (local) rates would be required to compensate an employee moving from an area with a lower cost of living. Conversely, although executives are often recruited on a national basis, in practical application executives rarely are open to reductions in pay, even if they are moving to a lower-cost area.

CBIZ primarily utilized data specific to St. Louis, Missouri, which is expected to be the primary market for recruiting employees under the scope of the analysis.

Industry Influence

Industry is the final key consideration for matching jobs to the market. Some jobs only exist within a certain industry and are most accurately priced to that industry exclusively. Conversely, some jobs are found in all industries, and the true market for these jobs usually considers this broader market. For example, most clerical and trade jobs can be found in any organization. For this reason, CBIZ focused on government, public administration, or the broader labor market, as appropriate.



Salary Surveys

The first step in ascertaining the competitiveness of compensation was to determine what competitors pay for jobs comparable to those at St. Louis County. CBIZ selected multiple salary surveys that detail median pay for positions within the labor markets in which the Organization hires its staff. CBIZ used multiple salary sources because:

- They provide a richer and more complete view of the market;
- Survey sources may focus on different market characteristics to define market peers;
- They allow St. Louis County to define peers and peer relationships more closely than is possible using any single survey source; and
- Multiple sources allow for statistical validation of the collected data.

Published survey resources considered in the analyses included:

- American Water Works Association Compensation Survey
- Association of Art Museum Directors Salary Survey
- CBIZ Proprietary Survey of Missouri Cities and Municipalities
- CompAnalyst Market Data
- CompData
- Economic Research Institute (ERI)
- Johnson County Government Wage and Benefits Survey
- Payfactors
- Pearl Meyer Architectural, Engineering, and Construction Survey
- Other Public Salary Data Sources



Aging Data

Survey data must be adjusted to account for market pay movement between the time of publication and when the data are to be used. For example, a survey may have been conducted to report salaries effective as of September 1, 2022. To market-price the jobs at St. Louis County as of July 1, 2023, CBIZ had to age the survey data ten months. In addition, different surveys have different publication dates, and they must be aged to a common point in time. Put simply, aging the data provides up-to-date salary data and allows for an "apples to apples" comparison of survey data.

All salary data were aged to reflect estimated market pay as of January 1, 2024. Data were aged using a factor of 4.8%, which reflects the 12-month increase in compensation as reported by the Bureau of Labor Statistic's *Employment Cost Index*.

Job Matching

CBIZ reviewed the content of each job description provided and searched the salary survey job descriptions to find the best possible match. When a valid match was found, the corresponding salary survey market data were recorded. CBIZ recorded the 25th, 50th, and 75th percentiles for both base salary and total cash compensation.



COMPENSATION STUDY RESULTS

Market Analysis

Exhibit 1 displays the composite market data. The analysis is a comprehensive review of the included positions compared to the market base salary and market total cash compensation. The 25th, 50th, and 75th percentiles are reported. This exhibit provides a summary look at how St. Louis County's positions compare to the labor market. A detailed employee analysis with associated implementation costs is provided later in this report.

Market data were also compared graphically to St. Louis County's current average compensation by position. Exhibit 2A reveals the trendline for actual base salaries compared to market 50th percentile base salary. Exhibit 2B provides the trendline for actual total cash compensation compared to market 50th percentile total cash compensation. Exhibit 2C provides the trendline for actual average benefits compared to market average benefits. Exhibit 2D provides the trendline for actual total compensation.



Salary Structure Development

A critical element of the compensation plan is the salary structure. The salary structure is a compensation framework comprised of multiple grades, each of which has an associated salary range. The salary structure groups jobs with similar market values and/or internal equity into the same grade. The salary structure ensures that each employee receives a salary that is reasonable given their assigned grade and corresponding salary range.

CBIZ developed a unique salary structure for St. Louis County, which will provide a system for slotting all jobs and allow for future growth. The structure is provided in Exhibit 3. Exhibit 4A provides a list of positions sorted by grade. This exhibit is in a pivot table format with two data slicers available to view the jobs by grade for selected Department or Job Family. Exhibit 4B compares each of the County job's current salary range to the CBIZ proposed salary range.

In the proposed salary structure, the salary grade midpoint is designed to approximate the market median for each job. CBIZ slotted each position into a grade in the structure based on the grade midpoint that most closely corresponds to the market 50th percentile identified in Exhibit 1. The final grade classification can consider other factors based on the culture of St. Louis County, such as internal equity. As such, the CBIZ solicits and encourages internal equity feedback.

SAMPLE					
Job Title:	Job XYZ				
Market Median: \$35,455					
Salary Grade	Minimum	Midpoint	Maximum		
1	\$24,778	\$30,972	\$37,166		
2	\$27,398	\$35,618	\$43,837		
3	\$31,508	\$40,960	\$50,413		

Salary Analysis

Exhibit 5A provides a graphical depiction of employee range penetration at the 50th percentile. Exhibit 5B depicts employee range progression through proposed salary grades.

Exhibits 6A and 6B compare the market data and corresponding salary ranges to actual base pay at St. Louis County. Exhibit 6A presents results by grade, while Exhibit 6B contains results sorted by department. These exhibits document the cost of implementing the compensation plan.



Benefits Analysis

Exhibit 7 outlines the results of the benefits analysis assessing the market-competitive benefit levels provided by non-profit organizations. CBIZ determined the market competitive benefits value based on a combination of fixed dollar values and percentages of base salary.

For some benefits, namely medical and medically related benefits, it is most accurate to utilize a fixed cost per employee as the cost incurred by the organization typically does not depend on the position held by the employee. For example, healthcare benefits provided to an executive and a secretary would be expected to cost the employer the same amount. Other benefits, including paid time off and retirement and savings, are most accurately represented as a percent of the incumbent's base salary.

Parental Leave

To further enhance the County's employment package, a new paid parental leave policy was implemented in January 2023. This progressive benefit not only covers paid leave for biological parents but is also inclusive of adoptions and foster placements. Recent market studies indicate that only 39% of organizations offer paid parental leave in any capacity, and of those organizations only 29% offer paid leave for adoptions and foster placements. In our experience, employees generally respond very favorably to this type of offering.

Additional Benefit Options

Below are some additional benefit options for the County's consideration:

- Ability To Bring Children To Work In Emergency Policy that allows employees to bring children to work in an emergency. This policy may be limited to a certain number of days per year or may be open-ended as long as the employee continues to be productive.
- Adoption/Fertility Assistance Financial assistance and/or mental health services related to the adoption of a child by the employee, or assistance with fertility services.
- Car Wash/Car Detailing/Car Service Discount A discount to a service, or alternatively, contract with a company that provides these services to come to the business on an established schedule to provide discounted services to employees.
- Elder Care Services A referral service or access to a service that provides guidance in elder care matters and finding solutions for employee situations, to a service that provides short-term, emergency care for elderly family members who need assistance.
- **Employee Referral Program** Financial award for referring employees to the County. Typically, these types of policies are set up such that the new hire must stay with the organization for a specified period of time before the full referral bonus is paid out.
- Family Care Referral Service that provides quality referrals for childcare as well as eldercare.
- **Financial Wellness Training/Courses** Access to financial wellness training at no cost to the employee. This may also be offered during working hours and/or on-demand at any time.
- Formal Skills Training Professional Development Structured learning provided by or hosted by the County to help employees increase skills.



- House Cleaning Services Discount A discount to a company that provides house cleaning services.
- Hybrid Work Model Flexible Work Benefits The ability to work remotely on a formal scheduled basis or an informal, occasional basis.
- Local Attractions Discount Discounts to various local attractions such as Bar K, Six Flags, Cardinals Baseball, City Museum, etc.
- Lunch And Learn Professional Development Regularly scheduled meetings where a topic is presented and lunch is provided.
- Matching Gifts County donations to match an employee's donation to a charitable organization to a specified list of eligible organizations.
- Medical Travel Assistance Financial assistance to employees for cases where it is beneficial to the employee to travel to receive medical care.
- Mentor Program Professional Development A formal or informal professional development program where an employee is paired with a more experienced employee for career and job guidance. In a formal program, it is a structured, one-on-one relationship between an experienced employee and an employee who is early in their career or in their current role. The County would facilitate the pairing of the mentor and mentee.
- Monthly Free Lunch A catered lunch to employees on a regular basis.
- Subsidy Or Reimbursement For Work Equipment Flexible Work Benefits A specified amount to set up a remote workspace or reimbursement of expenses up to a specified limit to set up a remote workspace.
- Total Compensation Statements A tool to communicate to employees the value of the total rewards packages employees currently have.
- **Tuition Reimbursement/Assistance** A formal program to reimburse employees a select percentage of the expense of higher education expenses depending upon passing grades.
- Virtual Behavioral Health An additional offering through the EAP which may be an expansion of offerings if not already in place
- ZMD Discounts Discounts to various attractions within the St. Louis Zoo and Museum District. CBIZ reached out to St. Louis Art Museum and confirmed that they are open to exploring for a limited term. If the County is interested in pursuing, CBIZ can provide information for the proper contact at the Museum.

Total Compensation Analysis

Exhibits 8A and 8B are comparisons of total compensation to the market. Exhibit 8A is a graphical depiction of St. Louis County's overall actual total compensation compared to market total compensation. Exhibit 8B provides an employee-by-employee analysis of St. Louis County's total compensation with a consistent average benefits methodology applied compared to market total compensation.

Compression Analysis

Compression can occur between employees and their supervisors. Exhibit 9A compares an employee's grade to that of their supervisor. An employee having a grade equal to or higher than their supervisor's grade can signify a flawed reporting relationship. Exhibit 9B depicts employee supervisor compression graphically.



Compression can also exist when inexperienced employees within a grade are paid an identical or similar rate as those with greater tenure. The primary driver leading to pay compression is existing employees not significantly advancing throughout the salary range. Compression is a pay administration problem for two reasons. First, it restricts an organization from onboarding qualified staff as doing so could create a pay equity problem. Second, it means that experienced staff may be at risk for voluntary exit due to pay.

Exhibit 10A provides an interactive tool that will allow the St. Louis County to model different scenarios to identify and alleviate compression. This exhibit is set up to compare employees to a target salary range placement based on time in job and performance. If an employee is below the target salary range placement, an increase is recommended to close or eliminate the pay gap. Exhibit 10B is a graphical depiction of the employees' range penetration before and after compression adjustments.

The following definitions pertain to the inputs within the compression worksheet:

Planning Date: The planning date is used to calculate an employee's time within the job. This date should be set to six months after the date on which the compression adjustments will be given to align with the organization's lead/lag philosophy. Alternatively, the date may be set to reflect the effective date of the compression increases.

Performance Score Requirement: This represents the minimum level of performance that must be achieved in order to be eligible for a compression adjustment.

Range Penetration Goal Multiple: The multiple is used to calculate the Goal Range Penetration for each employee. This value represents the amount of incremental progression through the range for each year of experience within the job. For example, if an employee has 2 years of service within the job and the range penetration goal multiple is 5%, then the goal range penetration is 10% (2 years x 5% = 10%). In other words, for every year of service, the goal range penetration will increase by 5%.

Target Range Penetration Cutoff: The point within the range at which employees will no longer be eligible for compression increases. For example, if the range penetration cutoff is 75%, then employees with a range penetration ratio of 75% or higher will not be eligible for a compression adjustment.

Minimum Increase: This value is the minimum compression adjustment increase given within the model. If an employee is set to receive a compression increase less than the minimum increase, then the model will increase the compression adjustment up to the minimum increase value.



SUMMARY OF FINDINGS

- St. Louis County's average base salary compa-ratio is 85.1% at the 50th percentile. This indicates that on average base pay is approximately 14.9% below the published survey data market median, which is approximated by the salary range midpoints.
- As presented in Exhibit 6A, the initial cost to implement the new structures would be approximately \$2,395,082. This is the cost to bring all employees to the minimum of their respective proposed ranges and represents 1.8% of payroll.
 - In the analysis, 15 employees are above the maximum of the ranges by a total of \$70,671.
 - Among the 2,619 employees included in the scope of the analysis, there are 848 below their respective salary grade minimums.
 - There are many reasons that an individual employee's pay may be above or below market median pay levels. New employees or poor performers should be paid below the market, while experienced employees with excellent performance should be paid well above the market.
- St. Louis County's average overall total cash compensation compa-ratio (actual total cash compensation divided by market competitive levels) is 83.6%.
- On average, St. Louis County's benefits compa-ratio (actual benefits divided by market competitive levels) is 94.5%. St. Louis County's medical and medically related benefits are \$8,487 per employee compared to \$12,364 in the market, and \$15,323 in the public sector. Paid time off benefits and retirement and savings benefits are approximately 25.7% of base salary at St. Louis County compared to 17.5% in the market, and 22.3% in the public sector.
- St. Louis County's average overall total compensation compa-ratio (actual total compensation divided by market competitive levels) is 87.6%.

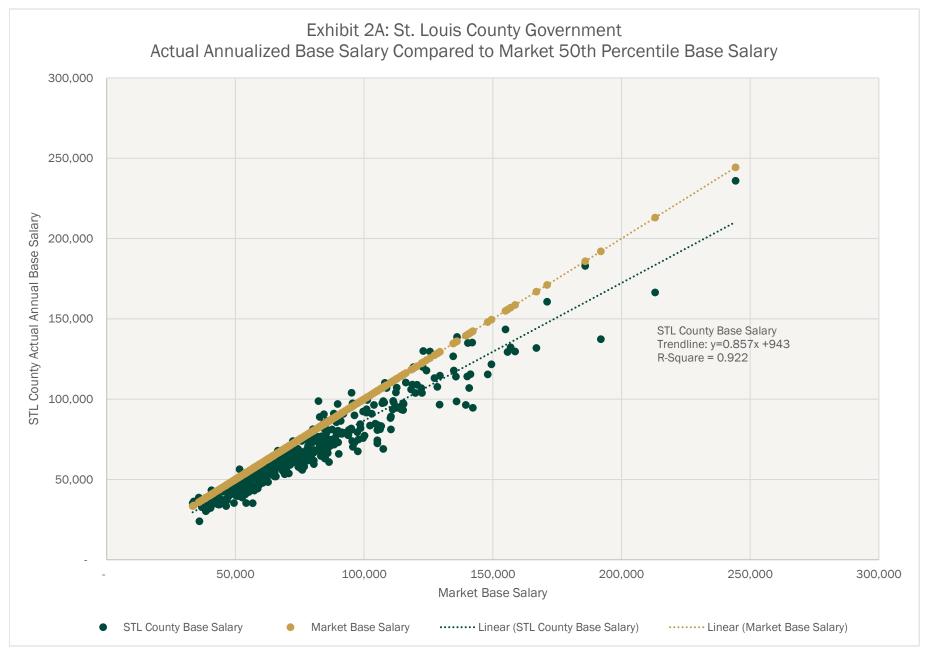


RECOMMENDATIONS

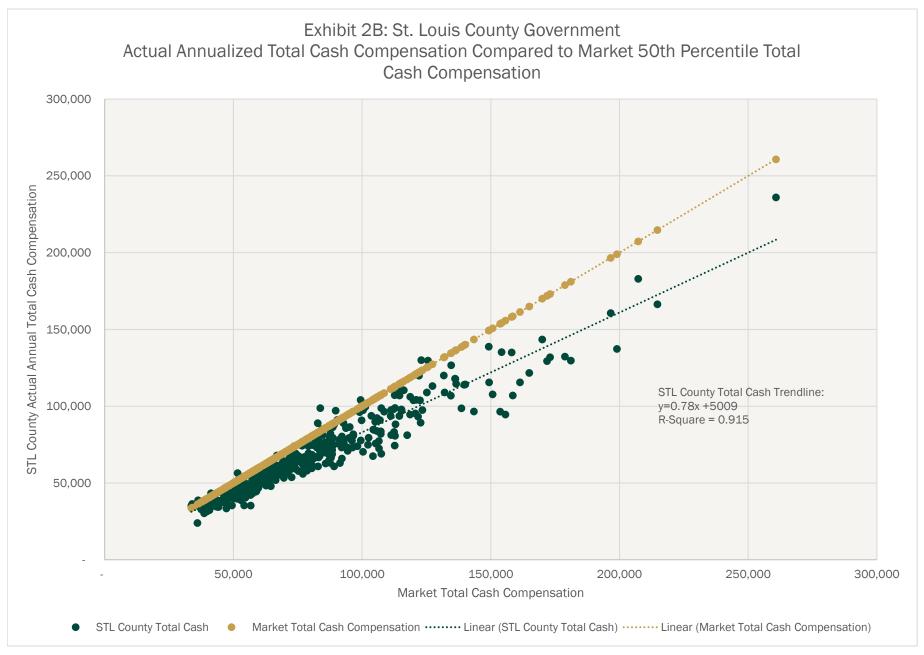
- Increase the compensation of all employees to the minimum of their respective proposed salary ranges. The range minimum represents the level at which entry-level pay can be considered market competitive.
- Temporarily freeze pay for employees above the maximum of their respective proposed grade. The pay freeze should remain in place until the point at which the range maximum surpasses actual pay.
- Consider adopting the compression-based pay adjustments. This will help to ensure that employee compensation is commensurate with
 experience and performance. It will also allow for enhanced flexibility to onboard new employees without creating pay inequities.
- Implementation of the compensation plan should occur uniformly across all positions. While different implementation scenarios may be required to accommodate budget constraints, partial or sporadic implementation can result in pay equity issues.
- Consider implementing a merit matrix tool (or concept) to reward performance. The merit matrix is a tool that rewards employees based on performance while accelerating pay to market-competitive levels.
- Annually update structures and evaluate annual employee pay increases based on market pay trends. In order to reduce the administrative burden associated with both, CBIZ will provide annual recommendations for structure updates and salary increase budgets for five years after the study.
- Conduct a comprehensive market review every three to five years to ensure that the ranges remain market competitive.



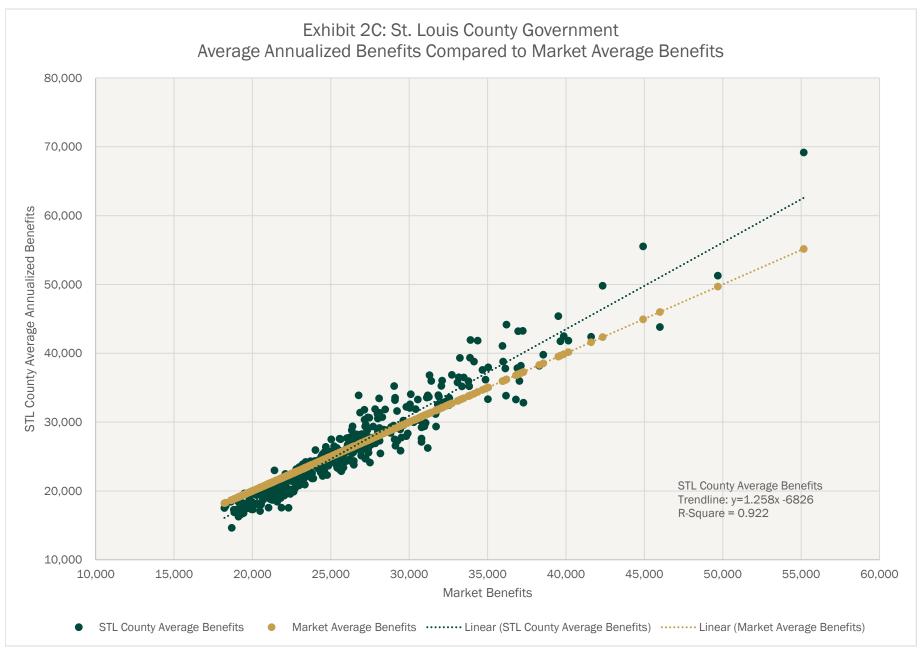




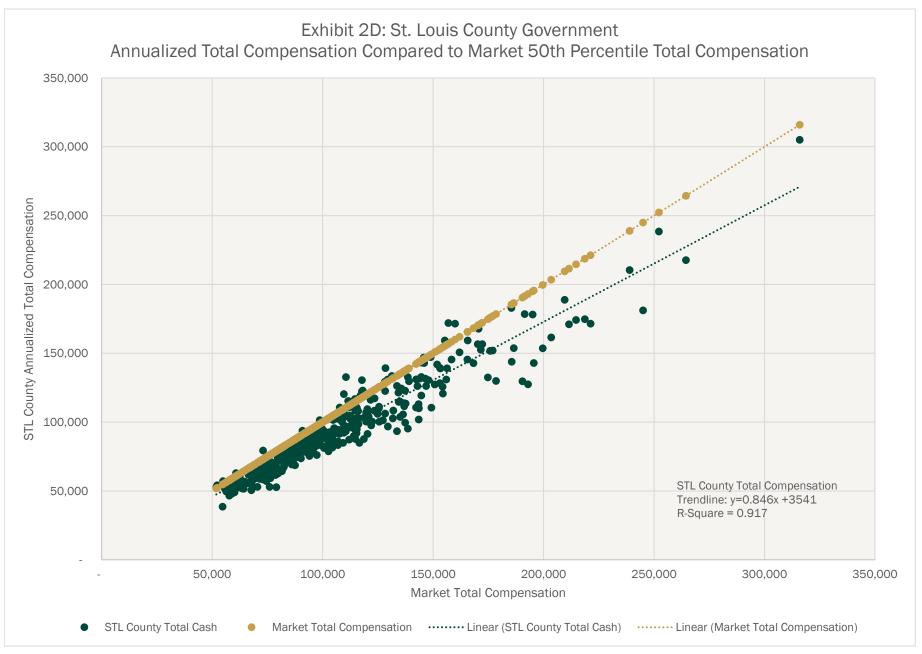












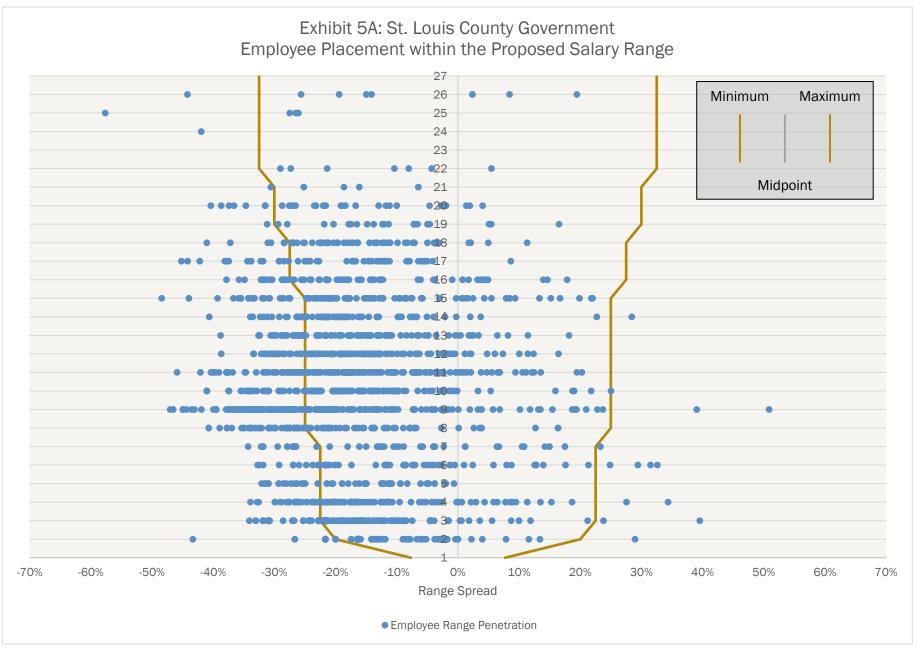
St. Louis County Government
Final Compensation Study Results
Exhibit 3 - Proposed Salary Ranges
Structures Effective July 1, 2023 to June 30, 2024



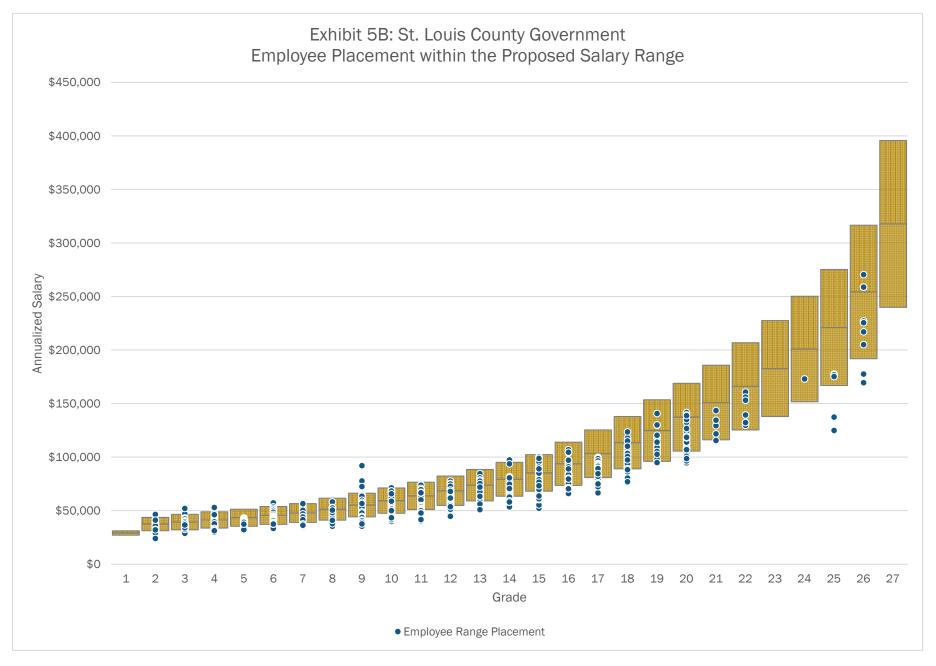
Salary Range - Annual					Hourly			
				Range	Midpoint			
Grade	Minimum	Midpoint	Maximum	Spread	Differential	Minimum	Midpoint	Maximum
1	\$27,040	\$29,120	\$31,179	15%		\$13.00	\$14.00	\$14.99
2	\$31,200	\$37,440	\$43,680	40%		\$15.00	\$18.00	\$21.00
3	\$32,091	\$39,312	\$46,533	45%	5.0%	\$15.43	\$18.90	\$22.37
4	\$33,696	\$41,278	\$48,859	45%	5.0%	\$16.20	\$19.85	\$23.49
5	\$35,381	\$43,341	\$51,302	45%	5.0%	\$17.01	\$20.84	\$24.66
6	\$37,150	\$45,509	\$53,867	45%	5.0%	\$17.86	\$21.88	\$25.90
7	\$39,007	\$47,784	\$56,561	45%	5.0%	\$18.75	\$22.97	\$27.19
8	\$41,094	\$51,368	\$61,641	50%	7.5%	\$19.76	\$24.70	\$29.64
9	\$44,176	\$55,220	\$66,264	50%	7.5%	\$21.24	\$26.55	\$31.86
10	\$47,490	\$59,362	\$71,234	50%	7.5%	\$22.83	\$28.54	\$34.25
11	\$51,051	\$63,814	\$76,577	50%	7.5%	\$24.54	\$30.68	\$36.82
12	\$54,880	\$68,600	\$82,320	50%	7.5%	\$26.38	\$32.98	\$39.58
13	\$58,996	\$73,745	\$88,494	50%	7.5%	\$28.36	\$35.45	\$42.55
14	\$63,421	\$79,276	\$95,131	50%	7.5%	\$30.49	\$38.11	\$45.74
15	\$68,177	\$85,222	\$102,266	50%	7.5%	\$32.78	\$40.97	\$49.17
16	\$73,525	\$93,744	\$113,963	55%	10.0%	\$35.35	\$45.07	\$54.79
17	\$80,877	\$103,118	\$125,359	55%	10.0%	\$38.88	\$49.58	\$60.27
18	\$88,965	\$113,430	\$137,895	55%	10.0%	\$42.77	\$54.53	\$66.30
19	\$95,979	\$124,773	\$153,567	60%	10.0%	\$46.14	\$59.99	\$73.83
20	\$105,577	\$137,250	\$168,924	60%	10.0%	\$50.76	\$65.99	\$81.21
21	\$116,135	\$150,975	\$185,816	60%	10.0%	\$55.83	\$72.58	\$89.33
22	\$125,338	\$166,073	\$206,808	65%	10.0%	\$60.26	\$79.84	\$99.43
23	\$137,872	\$182,680	\$227,489	65%	10.0%	\$66.28	\$87.83	\$109.37
24	\$151,659	\$200,948	\$250,237	65%	10.0%	\$72.91	\$96.61	\$120.31
25	\$166,825	\$221,043	\$275,261	65%	10.0%	\$80.20	\$106.27	\$132.34
26	\$191,849	\$254,200	\$316,550	65%	15.0%	\$92.23	\$122.21	\$152.19
27	\$239,811	\$317,749	\$395,688	65%	25.0%	\$115.29	\$152.76	\$190.23

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St. Louis County Government Final Compensation Study Results Exhibit 7 - Benefits Analysis Data Effective January 1, 2024



Benefits	Market	Public Sector	St. Louis County Government Actual Benefits	Market Compa-Ratios
Medical and Medically-Related Payments	\$12,364	\$15,323	\$8,487	68.6%
STD, Sickness or Accident Insurance	\$337	\$72	\$92	27.4%
LTD or Wage Continuation	\$192	\$120	\$85	44.2%
edical Insurance Premiums (Includes HSA Contributions)	\$11,690	\$14,962	\$8,226	70.4%
Life Insurance and Death Benefits	\$144	\$168	\$84	58.1%
Total Fixed Cost	\$12,364	\$15,323	\$8,487	68.6%
Payments for Time Not Worked	12.9%	12.9%	14.0%	108.4%
Payments for Holidays	3.5%	3.5%	4.2%	119.6%
Paid Time Off	9.3%	9.3%	9.7%	104.2%
Retirement and Savings	4.6%	9.4%	11.8%	253.7%
401(k), 403(b), 457, and Similar	4.0%	0.7%	11.8%	290.3%
Defined Benefit Pension Plan	0.6%	8.7%	0.0%	0.0%
Total Variable Cost	17.5%	22.3%	25.7%	146.8%

Benefits Formula	12,364 + 17.5% x Base Salary	15,323 + 22.3% x Base Salary	8,487 + 25.7% x Base Salary	Market
Salary Level	Market Benefits Value	Public Sector Benefits set Benefits Value St. Louis County Benefits Value		Compa-Ratios
\$25,000	\$16,743	\$20,898	\$14,917	89.1%
\$50,000	\$21,123	\$26,474	\$21,347	101.1%
\$75,000	\$25,502	\$32,050	\$27,777	108.9%
\$100,000	\$29,881	\$37,626	\$34,207	114.5%
\$125,000	\$34,261	\$43,201	\$40,636	118.6%
\$150,000	\$38,640	\$48,777	\$47,066	121.8%



