



**Auditor of State  
Betty Montgomery**

ATHENS COUNTY  
BOARD OF MENTAL RETARDATION &  
DEVELOPMENTAL DISABILITIES  
SALARY STUDY  
PERFORMANCE AUDIT

OCTOBER 14, 2003



## Auditor of State Betty Montgomery

To the Athens County Board of MRDD and its clients:

In December of 2002, the Athens County Board of Mental Retardation and Developmental Disabilities (ACMRDD) requested that the Auditor of State conduct a salary analysis and span of control review. The performance audit includes an assessment of internal pay equity; the managerial salary structure; and Agency span of control. These components were selected by ACMRDD because they are essential to its goal of aligning the Board's salaries and organizational structure with those of other like-sized county MRDD boards.

The performance audit contains information that will help ACMRDD align its current salary structure more closely with like sized county MRDD boards. In addition, salaries are compared internally between management, program, and support staff. The accompanying assessments and conclusions will help ACMRDD restructure its internal pay equity between employees with differing levels of responsibility. Lastly, the span of control evaluation will help ACMRDD restructure its organizational structure to more evenly distribute supervisory duties and better reflect reporting relationships. While the conclusions contained within the report are intended to assist ACMRDD in modifying its internal compensation and structural practices, Board officials are encouraged to independently assess overall operations and seek additional operational efficiencies.

This report has been provided to the ACMRDD and its contents discussed with appropriate officials and management. ACMRDD has been encouraged to use the results of the report as a resource in improving its overall operations.

Additional copies of this report can be requested by calling the Clerk of the Bureau's office at (614) 466-2310 or toll free at (800) 282-0370. In addition, this performance audit can be accessed online through the Auditor of State of Ohio website at <http://www.auditor.state.oh.us/> by choosing the "On-Line Audit Search" option.

Sincerely,

A handwritten signature in black ink that reads "Betty Montgomery".

BETTY MONTGOMERY  
Auditor of State

October 14, 2003

# Salary Analysis

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## Introduction

The Athens County Board of Mental Retardation and Developmental Disabilities (ACMRDD) is working to align its salary structure to make it comparable to other county boards of mental retardation and developmental disabilities (MRDDs) within the State. In December 2002, ACMRDD contacted the Auditor of State (AOS) requesting a salary analysis to assist it in achieving its goal.

As a result of the discussions between ACMRDD and AOS, it was determined that the salary analysis would focus on the following areas:

- Internal pay equity;
- Management salary structure; and
- Span of control.

ACMRDD managers are not currently covered under a bargaining agreement. All non-management employees are covered under bargaining agreements between the Ohio Association of Public School Employees Local #697, the ATCO-Beacon Education Association, the Professionals Guild of Ohio, and the civil service.

## Salary Comparison

For the purpose of this salary comparison, ACMRDD employees have been classified into three groups: management, program, and administrative. Management employees include those individuals who are responsible for the management of a specific department or program or are responsible for the supervision of staff. The program employees are individuals who are responsible for the provision of programs and services to ACMRDD clients. Administrative employees provide support functions to the management and program staff.

## Internal Pay Equity

Table 1 displays the salary and experience of ACMRDD's management staff.

**Table 1: Salary and Experience of ACMRDD Management Staff**

Position	Salary	Hourly Wage	Employees	Average Tenure at ACMRDD	Previous Experience
Administrative Specialist	\$38,102	\$18.32	1	5.0	N/A
Business Manager	\$38,001	\$18.27	1	0.5	18.0
Director of Nursing	\$38,160	\$18.35	1	8.5	4.5
Director of Personnel	\$43,000	\$20.67	1	0.0	N/A
Facilities/Transportation Director	\$42,175	\$20.27	1	5.0	20.5
Lead Teacher	\$52,000	\$25.00	1	0.5	18.5
M/UI Coordinator	\$36,500	\$17.55	1	0.0	8.5
PersonnelPlus Director	\$42,500	\$20.43	1	3.0	12.0
Plant/Production Manager	\$54,869	\$26.38	1	20.0	8.0
SSA Director	\$44,044	\$21.18	1	1.5	N/A
Superintendent	\$68,000	\$32.69	1	2.5	27.0
Vocational/Habilitation Manager	\$54,883	\$26.39	1	16.0	8.0
<b>Average</b>	<b>\$46,019</b>	<b>\$22.13</b>	<b>12</b>	<b>5.2</b>	<b>13.9</b>

Source: ACMRDD and ATCO-Beacon Salary Comparison

As displayed in Table 1, ACMRDD's management staff has a low level of managerial experience judged by the average of 5.2 years experience per manager; however, the average manager had 13.9 years of prior experience. With the exception of the director of nursing, the plant/production manager, and the vocational habilitation manager, no member of the management staff has had more than six years of experience at ACMRDD. In addition, more than 50 percent of the ACMRDD management staff has held their current position for less than three years. The experience level of the management staff and their tenure within an organization is a key factor in determining management salary levels. Table 2 displays the salaries and experience of the ACMRDD program staff.

**Table 2: Salary and Experience of ACMRDD Program Staff**

Position	Average Salary	Average Hourly Wage	Employees	Average Tenure at ACMRDD
Adult Service Aide	\$16,317	\$9.62	7.0	3.3
Assistant Instructor	\$27,511	\$21.59	8.0	11.0
E/I Instructor	\$43,892	\$31.11	2.5	3.2
Habilitation Specialist II	\$45,255	\$26.17	8.0	9.8
Instructor	\$47,296	\$37.12	9.0	16.8
Language Development Specialist	\$40,615	\$31.88	1.0	0.0
Occupational Therapist	\$31,855	\$25.00	1.0	1.5
Physical Therapist	\$48,579	\$38.13	1.0	5.0
School Nurse	\$20,384	\$16.00	1.0	0.0
Service and Support Specialist	\$32,700	\$15.72	5.0	0.7
Workshop Specialist II	\$32,945	\$19.35	11.0	8.1
<b>Average</b>	<b>\$34,888<sup>1</sup></b>	<b>\$23.13<sup>1</sup></b>	<b>55.5</b>	<b>8.3<sup>1</sup></b>

Source: ACMRDD and ATCO-Beacon Salary Comparison

<sup>1</sup> The amount or number illustrated represents the weighted average.

As displayed in **Table 2**, the average tenure for the ACMRDD staff is 8.3 years, 3.1 years higher than the management staff average. In particular, the Beacon School instruction staff has a significantly high level of experience. The average Beacon School instructor had 17 years of experience, approximately 53 percent higher than the next closest position. In addition, the average assistant instructor had 11 years experience. Instructors and assistant instructors comprised a large portion (31 percent) of the total program staff. **Table 2** does not display prior work experience gained. It should be noted that the effect of prior work experience on staff wages is more limited than its effect on management salaries.

**Table 3: Salary and Experience of ACMRDD Administrative Staff**

Position	Average Salary	Average Hourly Wage	Employees	Average Tenure at ACMRDD
Business Clerk	\$27,747	\$13.34	3	9.2
Custodian	\$18,187	\$8.74	2	2.0
Executive Secretary	\$32,178	\$15.47	1	8.0
Facilities/Maintenance Specialist	\$20,484	\$9.85	1	3.5
Mechanic	\$27,475	\$13.21	1	4.0
Secretary	\$18,807	\$9.04	3	1.2
Transportation Aide	\$15,475	\$7.80	1	1.0
Vehicle Operator I <sup>1</sup>	\$7,800	\$7.50	1	0.5
Vehicle Operator II	\$20,968	\$11.52	1	7.0
Vehicle Operator III	\$13,060	\$12.14	8	5.2
<b>Average</b>	<b>\$18,405<sup>2</sup></b>	<b>\$11.23<sup>2</sup></b>	<b>22</b>	<b>4.6<sup>2</sup></b>

Source: ACMRDD and ATCO-Beacon Salary Comparison

<sup>1</sup> ACMRDD employs four part-time vehicle operators for summer transportation. These positions are not included in the table.

<sup>2</sup> The amount or number illustrated represents the weighted average.

As displayed in **Table 3**, no administrative staff position has an average tenure of more than 10 years at ACMRDD. Consequently, the average administrative staff employee has 4.6 years experience, lower than the management and program staff. As illustrated in **Table 3**, a majority of the positions analyzed (60 percent) had average experience levels of less than five years.

**Table 4** and **Chart 1** display the average salary and experience for ACMRDD management, program, and administrative staff.

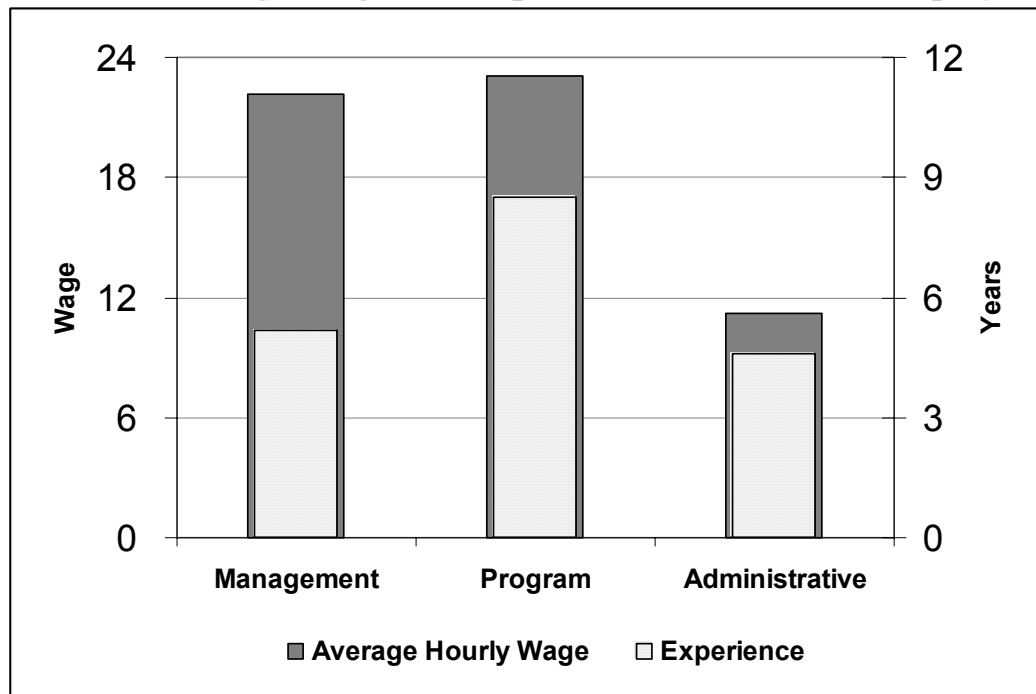
**Table 4: Average Wage and Experience of ACMRDD Employees**

Staff	Average Salary <sup>1</sup>	Average Hourly Wage	Number of Employees	Average Tenure at ACMRDD
Management	\$46,019	\$22.13	12.0	5.2
Program	\$33,888	\$23.13	55.5	8.3
Administrative	\$18,405	\$11.23	22.0	4.6

Source: ACMRDD and ATCO-Beacon Salary Comparison

<sup>1</sup> All PGO management and secretarial employees work 2,080 hours per year. Program employees that work at the Beacon School work 1,274 hours per year. ATCO employees are required to work 1,702.5 hours per year.

**Chart 1: Average Wage and Experience of ACMRDD Employees**



Source: ACMRDD and ATCO-Beacon Salary Comparison

As displayed in **Table 4** and **Chart 1**, the average hourly wage of ACMRDD managers was lower than that of the program staff. In 2002, ACMRDD management employees earned, on average, 4.3 percent less than the program staff average wage of \$22.96. However, as displayed in the chart, the average ACMRDD program employee had a far greater experience level within ACMRDD than the average manager which increases the base program employee wage. ACMRDD program staff employees had an average experience level of 8.3 years, compared to an average of 5.2 years for management employees. As stated above, an organization's level of experience can have a significant effect on the overall salaries of the staff. In the case of ACMRDD, the low level of managerial tenure within the agency has created a situation where the average ACMRDD program staff member has a higher hourly wage than the managerial staff.

In the past, prior work experience has been considered when determining the starting salaries of new ACMRDD employees on a case-by-case basis. As ACMRDD adjusts its salary schedule for management employees, it should clearly outline the impact of prior work experience on starting wages for managers. In some cases, it may be necessary to offer a wage above the base rate to attract qualified candidates to staff difficult-to-fill management positions. ACMRDD should document in employees' files, the factors impacting starting wage rates for managers to identify instances when salaries above the base rate are offered to compensate for prior work experience.

### *Education*

The level of education achieved by ACMRDD employees significantly impacts the Board's total salaries. **Table 5** displays the average wage and salary classified by educational attainment.

**Table 5: Educational Attainment and Salary**

Education Level	Average Wage	Average Salary
High School or High School Equivalent	\$14.18	\$23,165
Bachelor's Degree	\$24.44	\$38,776
Master's Degree	\$29.13	\$45,269

Source: ATCO-Beacon Salary Comparison

As displayed in **Table 5**, employees that have achieved higher levels of education have significantly higher average wages and salaries. ACMRDD employees that have obtained a bachelor's degree earn approximately \$15,600 more per year than employees with a high school or equivalent level of education. In addition, the hourly wage of ACMRDD employees that have earned at least a bachelor's degree was 72.4 percent higher than those employees with a high school or high school equivalent education.

ACMRDD employees that have earned a master's degree have a higher average salary than those that have earned a bachelor's degree; however, the salary increase is not as great as the salary increase from a high school diploma to a bachelor's degree. ACMRDD employees who have

earned a master's degree earn, on average, 19.2 percent more per hour than employees with a bachelor's degree and 105.4 percent more than employees with a high school education. In addition, ACMRDD employees who have earned a master's degree earned an average annual salary of \$44,623, \$6,493 more than employees that have earned a bachelors degree and \$22,104 more than employees that have a high school or equivalent level of education.

As displayed in **Table 5**, employee salary levels are significantly affected by the level of education obtained by the employee. In FY 2002, approximately 14.0 percent of ACMRDD employees had earned a master's degree, while 32.6 percent had earned a bachelors degree. Disparities between employees with differing levels of educational attainment occur due to salary schedules outlined in the employee bargaining agreements. For example, the collective bargaining agreement between ACMRDD and the ATCO-Beacon Education Association contains schedules that increase salaries according to degree attained. In addition, the disparity reflects the increased job duties of the positions that require degrees. A majority of ACMRDD management positions require at least a bachelor's degree.

### *Salary Schedules*

ACMRDD uses salary schedules to determine wages for bargaining unit and civil service employees. There are currently no salary schedules for management positions. Base salaries for newly hired managers/supervisors are determined by the ACMRDD superintendent and approved by the Board. Wage increases for non-bargaining unit employees are also determined by the ACMRDD superintendent and approved by the Board. In FY 2002, all management employees were given salary increases of 3.8 percent, regardless of job performance. The absence of set salary schedules requires annual salary increases to be subjective in nature.

Creating and implementing salary schedules enables an organization to outline base salaries and salary increases for employees. In addition, salary schedules provide an organization with set salaries for employee achievements such as educational degrees and experience. For example, the contract formed between ACMRDD and the ATCO-Beacon Education Association sets a base salary of \$26,546 for newly hired instructors that have obtained a bachelor's degree. A factor of 1.13 is applied to determine the base salary for instructors that have obtained a master's degree resulting in a salary of \$29,997. Determining and applying a factor to base salaries provides incentives for current and potential employees to seek advanced degrees.

In addition to providing base salaries and base salary factors, salary schedules also provide step increases that can be used to determine annual salary increases. **Table 6** displays step increases outlined in the collective bargaining agreement between ACMRDD and the ATCO-Beacon Education Association, the Professionals Guild of Ohio, and the Ohio Association of Public School Employees, as well as the civil service staff.



**Table 6: Step Increases for Bargaining Unit and Civil Service Staff**

Position	Step Increases		Cost of Living Increase
	Employees hired before 8/22/95	Employees hired after 8/21/95	
Instructor Assistant	4.2%	3.8%	3.0%
Bachelor's	3.8%	3.2%	3.0%
Bachelor's + 23 hours	3.6%	3.3%	3.0%
Master's	3.7%	3.5%	3.0%
Master's + 30 hours	3.5%	3.4%	3.0%
ATCO ND-I	4.4%	4.4%	3.0%
ATCO ND-II	4.3%	4.3%	3.0%
ATCO ND-II + 23	3.9%	3.9%	3.0%
ATCO GF	4.2%	4.2%	3.0%
ATCO Bachelor's	3.3%	3.3%	3.0%
ATCO Bachelor's + 23	3.8%	3.8%	3.0%
ATCO Master's	3.7%	3.7%	3.0%
RN w/Associates Degree	1.8%	1.8%	2.0%
RN w/BSN Degree	1.8%	1.8%	2.0%
CM/CS Specialist	1.8%	1.8%	2.0%
Civil Service <sup>1</sup>	3.8%	3.8%	0.0%
APSE employee	4.0%	4.0%	0.0%

**Source:** Collective bargaining agreements between ACMRDD, the ATCO-Beacon Education Association, the Professionals Guild of Ohio, and the Ohio Association of Public School Employees Local #697

<sup>1</sup> Civil service step increases are outlined in salary schedules provided by ACMRDD.

As displayed in **Table 6**, step increases are higher, on average, for ATCO-Beacon employees than step increases outlined in the PGO and APSE bargaining agreements. In addition, ATCO-Beacon employees receive an annual 3 percent cost of living adjustment (COLA). By receiving a step increase and a COLA, ATCO-Beacon employees receive higher total salary increases than other ACMRDD employees. For example, the average step increase of an ATCO employee (non-instructor) with a bachelor's degree is 3.3 percent. In addition to the step increase, this employee receives a 3 percent COLA increase as outlined in the bargaining agreement, bringing the total salary increase to 6.4 percent. In comparison, an employee covered under the APSE bargaining agreement receives a straight 4 percent salary increase.

**Table 6** shows that all ACMRDD employees covered under bargaining agreements receive salary increases based on set salary schedules. Furthermore, management employees are awarded set salary increases despite the absence of management salary schedules. ACMRDD must determine if this policy adequately reflects the performance of individual employees. In best practice organizations, salary increases occur based on performance of job responsibilities. The City of Concord, California has a sophisticated pay for performance system that could be adapted by ACMRDD. The system is tied to managers' goals and departmental outcomes and recommends pay increases ranging from zero to 12 percent.

The Concord, California program uses fixed criteria on the areas of mission, vision and values; customer service; leadership; team player; professional growth and self development; fiscal awareness; communication skills; planning and organizing; initiative and innovation; problem solving; and staff management. Managers are rated as outstanding, superior, good, needs improvement, or unsatisfactory. Those employees ranked as outstanding may receive an increase of 9 percent to 12 percent. Rankings of superior and good allow increases of 6 percent to 9 percent and 2 percent to 5 percent, respectively. If a manager is ranked as needs improvement or unsatisfactory, their wages can be reduced by up to 5 percent.

### *Longevity*

Longevity increases are currently provided to the ATCO-Beacon, the Professionals Guild of Ohio (the Guild), APSE, and civil service employees as outlined in the respective bargaining agreements for these groups. Employees covered under APSE and the Guild's bargaining agreement that have been employed by ACMRDD for more than 15 years receive a longevity bonus equal to 1 percent of the employee's salary for the contract year. Employees covered under the ATCO-Beacon bargaining agreement receive a 1 percent longevity bonus in any year that the employee does not receive a step increase. In addition, civil service personnel receive 2-3 percent longevity increases. ACMRDD does not currently reward management employees with longevity bonuses. Of the peer MRDDs selected, only Crawford MRDD awarded its employees longevity pay.

## Salary Structure

A sample of salaries from other MRDDs was selected to compare ACMRDD management salaries to those in like institutions. Peer MRDDs were selected based on the number of individuals served and the size of the county. In FY 2002, ACMRDD served a total of 288 individuals. All MRDDs selected for this analysis served no less than 200 clients, and no more than 300 clients. **Table 7** displays the local revenues and total revenues of ACMRDD and each peer MRDD used in this comparison. In addition, the table includes the cost of doing business factor (CDBF) of each county.

**Table 7: Revenue Comparison**

	Total Revenues	Local Revenues	Local Revenues as a % of Total Revenues	CDBF
Marion	\$6,481,356	\$4,043,565	62%	1.0305
Union	\$6,222,782	\$5,614,878	90%	1.0500
<b>ACMRDD</b>	<b>\$5,750,476</b>	<b>\$3,347,247</b>	58%	<b>1.0014</b>
Shelby	\$5,501,698	\$2,638,344	48%	1.0278
Washington	\$5,161,571	\$3,558,798	69%	1.0050
Ashland	\$4,162,051	\$2,600,109	62%	1.0297
Morrow	\$3,179,876	\$2,051,559	65%	1.0301
Perry	\$2,658,827	\$1,704,734	64%	1.0150
Gallia	\$2,136,989	\$772,063	36%	1.0000
Meigs	\$2,079,108	\$826,379	40%	1.0025
Jackson	\$1,928,573	\$937,722	49%	1.0138
Monroe	\$1,346,597	\$630,561	47%	1.0050
<b>Peer Average</b>	<b>\$3,714,493</b>	<b>\$2,307,156</b>	<b>58%</b>	<b>1.0190</b>

Source: Ohio Department of MRDD and the Ohio Department of Education

As shown in **Table 7**, ACMRDD's revenues are near the top of the peers. However, local revenues comprise a smaller portion of total revenues than six of the peer counties. Reliance on State and Federal revenues limits ACMRDD's flexibility in spending as most State and Federal programs have specific restrictions on how funds can be spent.

**Table 8**, displays ACMRDD management salaries in comparison to selected peer MRDDs. Comparisons made between peer MRDDs are displayed in hourly wages to ensure an accurate comparison is made. For the purpose of this comparison, the administrative specialist and the director of nursing have not been included. These positions were not staffed by the peer MRDDs or included by any MRDD in the OACMRDD survey. In addition, the lead teacher is not included in the comparison. Although the lead teacher acts as the principal of the ATCO-Beacon School, this individual is not certified as a principal and is not compared to principals in other MRDD schools.

**Table 8: Management Salary Comparison**

Position	Athens	Ashland	Marion	Morrow	Perry	Shelby	Union	Peer Average	State Average
<b>Business Manager</b>	<b>\$18.27</b>	\$20.13	\$16.35	\$18.97	\$20.26	\$25.97	\$22.14	<b>\$20.64</b>	<b>\$24.11</b>
<b>Director of Childhood Services/Principal<sup>1</sup></b>	N/A	\$31.56	\$25.54	N/A	N/A	\$35.68	\$36.38	<b>\$32.29</b>	<b>\$32.74</b>
<b>Director of Personnel</b>	<b>\$20.67</b>	N/A	\$20.95	N/A	\$17.46	\$17.50	\$18.63	<b>\$18.63</b>	<b>\$25.59</b>
<b>Facilities/Transportation Director</b>	<b>\$20.27</b>	\$17.57	N/A	N/A	\$16.15	\$19.63	\$18.31	<b>\$17.92</b>	<b>\$21.66</b>
<b>M/UI Coordinator</b>	<b>\$17.55</b>	N/A	\$15.81	N/A	\$19.19	\$17.92	\$18.00	<b>\$17.73</b>	<b>\$20.32</b>
<b>PersonnelPlus Director</b>	<b>\$20.43</b>	\$27.64	\$16.37	N/A	\$14.65	N/A	\$26.63	<b>\$21.32</b>	<b>\$23.15</b>
<b>Plant/Production Manager</b>	<b>\$26.38</b>	\$20.80	\$16.37	\$14.28	\$15.63	\$29.50	\$21.00	<b>\$19.60</b>	<b>\$31.09</b>
<b>SSA Director</b>	<b>\$21.18</b>	\$27.56	N/A	\$16.64	\$15.09	\$33.09	\$24.13	<b>\$23.30</b>	<b>\$28.57</b>
<b>Superintendent</b>	<b>\$32.69</b>	\$37.64	\$37.03	\$35.41	\$38.60	\$43.75	\$42.07	<b>\$39.08</b>	<b>\$41.14</b>
<b>Vocational/Habilitation Manager</b>	<b>\$26.39</b>	\$32.35	\$25.54	\$22.40	\$24.80	\$35.68	\$39.47	<b>\$30.04</b>	<b>\$31.09</b>

**Source:** Ohio Association of County MRDD Boards 2002 Salary and Wage Survey and interviews with MRDD administrators

<sup>1</sup> ACMRDD currently does not staff a principal. In the absence of a principal, ACMRDD employs a lead teacher who is responsible for the duties of a principal. The ACMRDD lead teacher's salary is \$25.00 per hour.

As illustrated in **Table 8**, ACMRDD management salaries are below the State average for all management positions. The greatest salary difference occurred in the SSA director position, which has a salary 34.9 percent lower than the State average of \$28.57 per hour. Similar differences were noted in the high-level administration positions of ACMRDD, including the business manager (32.0 percent lower), the director of personnel (23.8 percent lower), and the superintendent (25.8 percent lower).

In comparison to the average of the selected peer MRDDs, ACMRDD had higher salaries in three of the nine positions examined. The plant production manager (34.6 percent higher), the director of personnel (11.0 percent higher), and the facilities/transportation director (13.2 percent higher) all had higher wages than the peer average. The remaining six management positions had lower salaries than the peer average. The largest wage difference occurred in the superintendent position which was 16.5 percent lower than the peer average. The SSA director hourly salary is 10 percent lower than the peer average; the vocational/habilitation manger hourly salary is 12.2 percent lower than the peer average; and the business manager was 11.5 percent lower than the peer average. Although the personnel-*plus* director (4.2 percent lower) and the major unusual incident coordinator (1.0 percent lower) had a lower hourly wage in comparison to the peer average, the differences were minimal. **Table 9** displays the difference of ACMRDD salaries in comparison to the peer and State averages.

**Table 9: ACMRDD Management Salaries in Comparison to Peer and State Averages**

Position	ACMRDD	Peer Average	Percentage Difference	State Average	Percentage Difference
<b>Business Manager</b>	\$18.27	\$20.64	<b>(13.0%)</b>	\$24.11	<b>(32.0%)</b>
<b>Director of Childhood Services/Principal</b>	N/A	\$32.29	N/A	\$32.74	N/A
<b>Director of Personnel</b>	\$20.67	\$18.63	<b>9.9%</b>	\$25.59	<b>(23.8%)</b>
<b>Facilities/Transportation Director</b>	\$20.27	\$17.92	<b>6.8%</b>	\$21.66	<b>(12.6%)</b>
<b>M/UI Coordinator</b>	\$17.55	\$17.73	<b>(1.0%)</b>	\$20.32	<b>(15.8%)</b>
<b>Personnel<sup>Plus</sup> Director <sup>1</sup></b>	\$20.43	\$21.32	<b>(4.4%)</b>	\$23.15	<b>(13.3%)</b>
<b>Plant/Production Manager</b>	\$26.38	\$19.60	<b>25.7%</b>	\$31.09	<b>(17.9%)</b>
<b>SSA Director</b>	\$21.18	\$23.30	<b>(14.2%)</b>	\$28.57	<b>(40.0%)</b>
<b>Superintendent</b>	\$32.69	\$39.08	<b>(19.5%)</b>	\$41.14	<b>(25.8%)</b>
<b>Vocational/Habilitation Manager</b>	\$26.39	\$30.04	<b>(13.9%)</b>	\$31.09	<b>(17.9%)</b>
<b>Average</b>	<b>\$22.64</b>	<b>\$24.06</b>	<b>(6.3%)</b>	<b>\$27.95</b>	<b>(23.5%)</b>

**Source:** Ohio Association of County MRDD Boards 2002 Salary and Wage Survey and interviews with MRDD administrators

<sup>1</sup> Represents the community employment manager.

As displayed in **Table 9**, the average ACMRDD management wage was 6.3 percent below the peer average and 23.5 percent below the State average. Although comparing salaries across MRDDs provides a useful benchmark for future salary decisions, adjustments should not be made based solely on this data. Like ACMRDD, many MRDDs have employees that hold responsibilities not reflected by the job title of the position. Even though employees may have similar job titles at other MRDDs, in many instances these employees hold different job responsibilities which may affect their salaries.

Instructor salaries comprise a large percentage of wage related expenditures. At ACMRDD's request, instructor salaries at ACMRDD were compared to surrounding districts and other regional MRDDs. **Table 10** displays ACMRDD base salaries and top salaries for instructors in comparison to the public school districts in Athens County and the largest school district in each surrounding county.

**Table 10: ACMRDD Instructor Salaries in Comparison to Area School Districts**

District	BA Base Salary	Top Salary	Median Salary
ACMRDD <sup>1</sup>	\$26,546	\$50,039	\$38,293
ACMRDD <sup>2</sup>	\$26,546	\$53,888	\$40,217
Alexander Local	\$25,220	\$47,953	\$36,587
Belpre City	\$25,686	\$48,290	\$36,988
Eastern Local	\$21,630	\$40,881	\$31,255
Federal Hocking Local	\$22,626	\$45,251	\$33,939
Frontier Local	\$21,476	\$43,167	\$32,321
Logan-Hocking City	\$24,900	\$50,422	\$37,661
Morgan Local	\$24,348	\$51,130	\$37,661
Nelsonville-York City	\$22,696	\$46,299	\$37,739
Trimble Local	\$24,094	\$48,809	\$34,497
Vinton County Local	\$23,752	\$49,777	\$36,452
Peer Average	<b>\$23,643</b>	<b>\$47,198</b>	<b>\$35,510</b>
SOSERRC Study Average	<b>\$23,648</b>	<b>\$46,021</b>	<b>\$34,835</b>

Source: SEO-SERRC School District Salary and Benefit Study

<sup>1</sup> Staff hired after August 21, 1995

<sup>2</sup> Staff hired before August 22, 1995

As displayed in **Table 10**, ACMRDD instructors had the highest base salaries of the surrounding school districts. ACMRDD's base salary of \$26,546 was 10.9 percent higher than the peer average and the Southeastern Ohio Special Education Research Center (SOSERRC) study average. Furthermore, ACMRDD instructors hired before August 22, 1995 had a higher top salary (\$53,888) than every peer district. A majority of ACMRDD's current instructors were hired before August 22, 1995. ACMRDD instructors hired after August 21, 1995, had the third highest top salary (\$50,039) of the peer districts displayed. In addition, ACMRDD instructors hired before August 22, 1995 had a top salary that was 14.2 percent higher than the peer average. Instructors hired after that date had a top salary that was 6 percent higher than the peer average.

**Table 10a** compares ACMRDD instructor salaries to instructor salaries of peer MRDD boards identified by SOSERRC.

**Table 10a: ACMRDD Instructor Salaries in Comparison to Area MRDD Boards**

District	BA Base Salary	Top Salary	Median Salary
ACMRDD <sup>1</sup>	\$26,546	\$50,039	\$38,293
ACMRDD <sup>2</sup>	\$26,546	\$53,888	\$40,217
Gallia MRDD	\$25,755	\$48,167	\$36,691
Jackson MRDD	\$20,000	\$41,745	\$30,873
Meigs MRDD	\$20,300	\$32,947	\$26,624
Monroe MRDD	\$23,467	\$44,307	\$33,887
Washington MRDD	\$19,373	\$44,792	\$32,083
Peer Average	<b>\$21,779</b>	<b>\$42,392</b>	<b>\$32,085</b>
SOSERRC Study Average	<b>\$23,648</b>	<b>\$46,021</b>	<b>\$34,835</b>

Source: SEO-SERRC School District Salary and Benefit Study

<sup>1</sup> Staff hired after August 21, 1995

<sup>2</sup> Staff hired before August 22, 1995

As displayed in **Table 10a**, ACMRDD had the highest instructor base salary when compared to the peer MRDD boards identified by SOSERRC. ACMRDD's base salary of \$26,546 was 21.9 percent higher than the SOSERRC peer average of \$21,779. Furthermore, ACMRDD instructors hired before August 22, 1995 had a higher top salary (\$53,888) than every peer MRDD board. As previously stated, a majority of ACMRDD's current instructors were hired before this date. ACMRDD instructors hired after August 21, 1995, also had the highest top salary (\$50,039) in comparison to the peer MRDD boards displayed. ACMRDD instructors hired before August 22, 1995 had a top salary that was 27.1 percent higher than the peer average. Instructors hired after that date had a top salary that was 18 percent higher than the peer average.

The last category of ACMRDD employees evaluated in the salary study was program staff. Program staff includes all direct service workers within ACMRDD. The program staff salary comparison shows a peer average for categories which included sufficient data, as well as a comparison between ACMRDD's salary level and the peer average. Program staff salary comparisons are more difficult to evaluate than administrative or instructor salaries as program staff tasks vary widely. Also, the Ohio Association of County MRDD Boards 2002 Salary and Wage Survey includes little information on program staff salaries. In most cases, categories are incomplete. **Table 11** shows salary data and comparative information for the major program categories listed in the Salary and Wage Survey.

**Table 11: Program Staff Salary Comparison**

Position	ACMRDD	Peer Average	% Above (Below) Peer Average
Adult Service Aide	\$16,317	\$28,000	(41.73)%
Assistant Instructor	\$27,511	\$17,397	58.13%
E/I Instructor	\$43,892	\$36,534	20.14%
Habilitation Specialist II	\$45,255	\$39,220	15.39%
Occupational Therapist	\$32,855	\$39,060	(15.89)%
Physical Therapist	\$48,579	\$43,199	12.45%
School Nurse	\$20,384	\$22,154	(7.99)%
Service and Support Specialist	\$32,700	\$36,170	(9.59)%
Workshop Specialist II	\$32,945	\$33,761	(2.42)%

Source: Ohio Association of County MRDD Boards 2002 Salary and Wage Survey and interviews with MRDD administrators

As shown in **Table 11**, there is a high degree of variability in the salaries of program staff within ACMRDD. Some of the variations can be attributed to longevity and experience which were not factored in to the salary amounts. However, it appears that categories such as the Assistant Instructor and the E/I Instructor may be compensated a levels above the average while Aide and therapeutic positions are compensated a levels below other similar sized MRDDs. ACMRDD may need to address salary equalization in these areas.

An organization's salary levels are greatly affected by its fiscal stability, as well as the surrounding environment of the organization. An entity should not attempt to significantly increase base salaries or provide employees with salary increases without first determining how it will affect the its fiscal operating ability. In addition, factors such as the job responsibilities and educational attainment should be considered. Experience inside and outside of the organization also greatly affects salaries.



## Salary Comparison Conclusion

Table 12 provides the education, experience, and salary information of ACMRDD employees.

**Table 12: Management Salary Conclusion**

Position	Education	Tenure (Years)	Salary	Peer Average	State Average
<b>Business Manager</b>	BBA	0.5	\$18.27	\$20.64	\$24.11
<b>Director of Nursing</b>	RN	1.5	\$18.35	N/A	N/A
<b>Director of Personnel</b>	MA	0.0	\$20.67	\$18.63	\$25.59
<b>Facilities/Transportation Director</b>	HS	3.5	\$20.27	\$17.92	\$21.66
<b>Lead Teacher</b>	BSED	0.5	\$25.00	N/A	N/A
<b>M/UI Coordinator</b>	BSW	0.0	\$17.54	\$17.73	\$20.32
<b>PersonnelPlus Director</b>	BA	3.0	\$20.43	\$21.32	\$23.15
<b>Plant/Production Manager</b>	HS	20.0	\$26.38	\$19.60	\$31.09
<b>SSA Director</b>	MA	1.5	\$21.18	\$23.30	\$28.57
<b>Superintendent</b>	MA	2.5	\$32.69	\$39.08	\$41.14
<b>Vocational/Habilitation Manager</b>	MA	16.0	\$26.39	\$30.04	\$31.09

Source: Ohio Association of County MRDD Boards 2002 Salary and Wage Survey and interviews with MRDD administrators

As displayed in **Table 12**, only four managers of ACMRDD have obtained a master's degree. Additionally, **Table 12** displays the low level of experience earned by ACMRDD managers. As a result, ACMRDD managerial salaries are low when compared to the State and peer averages. ACMRDD should attempt to align its management salaries to be competitive with peer MRDDs while remaining fiscally responsible. However, an increase in management salaries should only occur after several factors have been examined, including: availability of funds, job duties and responsibilities, educational attainment, and staff experience. ACMRDD should not attempt to increase management salaries if it would cause any fiscal operating constraints. The biggest single factor in an increase in salaries is the fiscal condition of ACMRDD. In addition, ACMRDD should be aware that even though management positions at peer MRDDs may have similar job titles, the job responsibilities may be different. Finally, ACMRDD should consider educational attainment and experience at ACMRDD, as well as experience at previous positions when increasing salaries.

In order to efficiently and effectively hire new employees and provide future salary increases, ACMRDD should develop salary schedules for every management position. These salary schedules should include base salaries with additional factors for education and prior experience. Salary schedules should also include a top salary cap and formal written procedures which should be used in the hiring process to provide starting salaries for new employees. Adopting a salary schedule with formal written procedures would ensure that new employees receive comparable salaries based upon educational attainment, years of tenure, prior experience, and

responsibilities. ACMRDD may also choose to apply a fixed “step” increase to management positions; however, pay for performance increases are recommended.

When developing salary schedules for management employees, ACMRDD must determine a base salary for the lowest educational level required in the description of that particular position. Base salaries could be determined using state and peer averages, additional information contained in the OACMRDD Survey, and surrounding peer MRDDs. Factors increasing base salaries for educational achievement should also be included in the salary schedules. **Table 13A** shows a sample salary chart for managers which could be used to establish uniformity in starting the starting salaries of new management employees. The information displayed in **Table 13A** is based on regional starting salaries, education, and experience.

**Table 13A: Sample Management Salary Structure - Identifying Base Rates**

Position	Current Salary	Lowest Base Rate	Average Regional Base Rate	Associates Degree	Bachelors Degree Factor	Masters Degree Factor	Years Experience Factor	Highest Pay Rate
<b>Business Manager</b>	\$18.27	\$11.21	\$20.53	N/A	Required 1.0	1.25	1.01 x experience	\$34.83
<b>Director of Personnel/Personnel Manager</b>	\$20.67	\$11.17	\$16.12	Required 1.0	1.25	1.5	1.01 x experience	\$45.67
<b>Facilities/ Transportation Director</b>	\$20.27	\$9.58	\$18.01	Not Required 1.0	1.25	1.5	1.01 x experience	\$40.12
<b>Lead Teacher</b>	\$25.00	\$20.69	\$28.13	N/A	Required 1.0	1.25	1.01 x experience	\$45.21
<b>M/UI Coordinator</b>	\$17.54	\$11.23	\$15.96	N/A	Required 1.0	1.25	1.01 x experience	\$39.67
<b>Personnel-Plus Director</b>	\$20.43	\$11.06	\$20.79	Required 1.0	1.25	1.5	1.01 x experience	\$37.37
<b>Plant/Production Manager</b>	\$26.38	\$11.06	\$15.89	Not Required 1.0	1.25	1.5	1.01 x experience	\$38.48
<b>SSA Director</b>	\$21.18	\$14.89	\$24.43	N/A	Required 1.0	1.25	1.01 x experience	\$43.56
<b>Superintendent</b>	\$32.69	\$25.44	\$37.87	N/A	1.0	Required 1.25	1.01 x experience	\$93.75
<b>Vocational/Habilitation Manager</b>	\$26.39	\$18.03	\$25.70	N/A	Required 1.0	1.25	1.01 x experience	\$51.02

**Source:** Ohio Association of County MRDD Boards 2002 Salary and Wage Survey and interviews with MRDD administrators

**Table 13B** shows the application of the sample chart to ACMRDD salaries. The base regional salary is used as the base and factors for education and experience are applied as shown above. The table displays factors for bachelors and masters degrees; however, additional educational factors could be developed to reflect ACMRDD's organizational structure.

**Table 13B: Sample Management Salary Structure Applied to Base Rates**

Position	Current Salary	Average Regional Base Rate	Degree Level	Prior Year Experience	Applied Salary Adjustment	Difference from State Average
Business Manager	\$18.27	\$20.53	BA	0.5	\$20.53	(18.48%)
Director of Personnel/ Personnel Manager	\$20.67	\$16.12	MA	0.0	\$24.18	(5.83%)
Facilities/ Transportation Director	\$20.27	\$18.01	HS	5.0	\$18.64	(16.20%)
Lead Teacher	\$25.00	\$28.13	BA	0.5	\$35.16	N/A
M/UI Coordinator	\$17.54	\$15.96	BA	0.0	\$15.96	(27.33%)
Personnel-Plus Director	\$20.43	\$20.79	BA	3.0	\$25.99	10.93%
Plant/Production Manager	\$26.38	\$15.89	HS	20.0	\$19.06	(63.12%)
SSA Director	\$21.18	\$24.43	MA	1.5	\$30.54	6.45%
Superintendent	\$32.69	\$37.87	MA	2.5	\$47.34	13.10%
Vocational/Habilitation Manager	\$26.39	\$25.70	MA	16.0	\$27.24	(14.13%)

In **Table 13B**, the potential impact of the use of a salary schedule for management starting salaries is shown. In some cases, the manager's salary would increase, others would decrease, depending on the factors included in each adjustment. Overall, using a system of adjustments similar to the ones outlined above would provide ACMRDD with a base salary range for starting managers and allow it to equalize pay rates between positions requiring additional education and expertise.

If ACMRDD employs a schedule to determine starting wages for new management employees, it should not adjust wages in cases where the employee's current wage exceeds a base rate adjustment (often after a lengthy term of service). Instead, the starting salaries, the minimum and maximum for each position should be listed as a component of the job description. In cases where the manager's salary is substantially below the peer or state averages, ACMRDD should consider establishing a base rate and applying the rate as funding permits. Using the base rates displayed in **Table 13a** as a basis for formalizing starting salaries within the agency would allow ACMRDD to incorporate prior experience into its initial salary offers.

ACMRDD should eliminate the process of awarding set salary increases that are not based on employee performance or achievement. ACMRDD should adopt a procedure that bases annual salary increases on performance reviews. Salary increases should be based strictly on employee performance. Increases should be tied to the salary schedules developed. Annual raises should be awarded based on salary steps outlined in the schedules and should be tied to employee performance, educational achievement, and span of control.

A pay for performance system is an effective method of rewarding management employees for job performance. Implementing a pay for performance system would enable ACMRDD to provide pay raises to management employees for job performance. This method could be tied to ACMRDD job descriptions and organizational goals. Under a pay for performance system, management employees would receive pay raises for achievements in specific areas such as: staff attendance, observations and evaluations, professional development, team building, staff-client relations, and supporting ACMRDD goals and initiatives.

## **Span of Control and Job Descriptions**

Span of control is the number of subordinates each supervisor directly controls. The size of the span relates to the number of layers management can affect in an organization's performance. Span of control should be narrower (many layers of supervision) when the work performed is complex, risks are high, and the general objectives and tasks may be uncertain or unclear. Narrow spans of control often work well in organizations that are highly technical or specialized and require close supervision. However, narrow spans have many layers of supervision and few subordinates on each level which could result in slow decision making processes. Wider spans of control, with fewer layers of supervision and more subordinates, usually result in faster decision making, better communication and motivation, and higher morale. Organizations may find that if the span is too wide, problems such as inconsistent performance and inadequate supervision can occur. **Table 14** displays the span of control of ACMRDD managers and supervisors.

**Table 14: Span of Control of ACMRDD Management and Supervisors**

Position	Employees Supervised
Administrative Specialist	3.0
Business Manager	2.0
Director of Nursing	4.0
Facility/Transportation Director	16.0
HR Director	0.0
Lead Teacher	22.5
M/UI Coordinator	0.0
Personnel-Plus Director	2.0
Plant/Production Manager	21.5
SSA Director	6.0
Superintendent	10.0
Vocational/Habilitation Manager	10.0
Average	<b>8.1</b>

Source: ACMRDD Position Control/Turnover Report

As displayed in **Table 14**, ACMRDD currently has a wide span of control. There are ten supervisors that supervise two or more people and only two (not including the superintendent) have an additional layer of supervision in-between. In June 1994, Public Knowledge Incorporated and Kemp Consulting Group conducted a span of control study for the City of Portland, Oregon. This report recommends that organizations with fewer than 50 employees should maintain a span of control with 3 or fewer management layers.

A broad level of span of control, such as that at ACMRDD, may not allow for adequate supervision in some areas. For example, the production manager is currently supervising over 20 people. If this position were only overseeing operation and maintenance functions, supervising 20 people would be appropriate. However, the position description states that 35 percent of the production/facility manager's time should be spent completing adult services related tasks. Since this position has dual responsibilities that require supervising direct care employees, an additional level of supervision may be necessary.

The Ohio Association of County Boards of MRDD Salary and Wage Survey (OACB Survey) contains information on the spans of control at participating county boards within the State. Using this survey, in addition to information gathered from the participating peer MRDDs, a comparison was made between ACMRDD and other MRDDs within Ohio. The comparison elicited the following results.

- On average, superintendents supervised 20.2 employees, as reported in the OACB Survey. As illustrated in **Table 14**, the ACMRDD superintendent supervises 10 employees; however, the organizational structure of an MRDD is a determining factor on how many employees a superintendent supervises.

- The State average for SSA directors is 8.3 employees supervised, as reported in the OACB Survey. The ACMMRD SSA director supervises six employees. As displayed in **Table 1**, however, the ACMRDD SSA director's salary is significantly lower than the State average.
- Statewide, transportation directors supervise an average of 21.8 employees as reported in the OACB Survey compared to the ACMRDD transportation director who supervises 16 employees.
- As reported in the OACB Survey, the average personnel director supervises 2.1 employees. The ACMRDD personnel director does not supervise employees. However, 60 percent of the MRDDs that responded to the OACB Survey reported having a personnel director that supervised one or no employees. The span of control of a personnel director is greatly affected by the size of the MRDD.
- The average children's director/school principal supervised a staff of 31.5 employees. ACMRDD currently employs a lead teacher in lieu of a principal. This individual supervises 22.5 employees.
- The average span of control at the peer MRDDs used in this analysis is 8.5 employees per manager/supervisor. As displayed in **Table 14**, the average ACMRDD manager directly supervises 8.1 employees. As stated above, however, the span of control of the MRDD's managers largely depends on the organizational structure of the board.

ACMRDD's span of control can be best displayed in an organizational chart. However, ACMRDD's current organization chart does not provide an accurate overview of its administrative structure. Two management positions, the director of personnel and the business manager, are currently displayed within the management/direct service positions. These two positions are administrative in nature and oversee the operations of the board. They do not provide direct services or service care to individuals with mental retardation or developmental disabilities, but instead provide administrative support services to the organization. A suggested organizational chart is displayed in the span of control conclusion section of this report (see **Chart 2**).

Similarly, ACMRDD has several position descriptions and/or job titles that do not encompass the employee's entire job responsibilities. A brief examination of the ACMRDD job descriptions yielded the following results.

- The director of SASS (services and support specialist) currently has two position descriptions (residential/housing coordinator and case management supervisor), neither of which encompasses the overall job title and function as director of SASS.

- The director of personnel has an additional job responsibility that is not listed in the position description. The director of personnel currently performs public relations duties in addition to personnel responsibilities.
- The facility/transportation director position description does not adequately reflect the percentage of time currently spent on each job duty. The position description also does not reflect the safety director position that the facility/transportation director currently co-directs with the director of nursing.
- The business manager position description accurately reflects the job duties of the position; however, the job title would be more accurate if it were changed to business/information technology manager to reflect the information technology job responsibilities of this position.
- The position description for the production/facility manager correctly lists the adult services duties. However, the job title makes no mention of the adult services management responsibilities of this position.

## **Span of Control and Job Description Conclusion**

ACMRDD's span of control appears to be narrower than spans of control in like sized MRDDs. ACMRDD should only narrow the span of control if additional supervision is needed in key areas. If ACMRDD decides to narrow its span of control by adding additional supervisors, the corresponding decrease in responsibility for some managers should be factored into wage rates.

ACMRDD's organization chart fails to accurately display the span of control of its managers and supervisors. A sample organizational chart, shown at the end of this report (see **Chart 2**), more accurately displays ACMRDD's organization structure. In addition, the chart displays additional positions suggested in this report. The sample chart differs from the ACMRDD organizational chart by linking the director of personnel, and business manager directly to the superintendent. Placing these positions as direct reports of the superintendent provides a more accurate representation of the administrative structure of ACMRDD. Displaying the structure of the organization in this manner distinguishes between those who provide direct services and those who provide administrative and operational oversight functions.

Lastly, ACMRDD should update the following position descriptions and/or change the job titles to more accurately reflect the employees' job functions and responsibilities:

- Director of SASS;
- Director of Personnel;
- Facility/Transportation Director;

- Business Manager; and
- Production/Facility Manager.

ACMRDD should create comprehensive position descriptions for these positions that outline responsibilities, essential functions, expected outcomes, and reporting relationships. In addition, ACMRDD should review job descriptions for every management position to ensure that education and experience requirements are specifically detailed in the document. Job descriptions should be used in the hiring process to ensure that potential employees meet the established minimum requirements.

**Chart 2: AOS Designed Organization Chart**

