



Salary Setting Responsibility

May 28, 2025

Background

- **Board endorsed bill SSB 6197 passed legislature 2024**
- **Market research conducted by Trupp HR**
- **Board adopted structure, process and salary changes November 2024**

Salary Ranges

- **Range Structure adopted by the Board in 2024**

	MIN	MID	MAX	RANGE WIDTH
Executive Director	\$145,907	\$190,287	\$248,165	70%
Deputy Director	\$116,726	\$152,229	\$198,532	70%
Senior Research and Policy Manager	\$106,538	\$138,943	\$181,204	70%

Revised Salary Ranges

- Adopted Salary Ranges with adjustment CPI 3.7%

	MIN	MID	MAX	RANGE WIDTH
Executive Director	\$151,306	\$197,328	\$257,347	70%
Deputy Director	\$121,045	\$157,861	\$205,878	70%
Senior Research and Policy Manager	\$110,480	\$144,084	\$187,909	70%

Current Salaries

- Current salaries with annual adjustment to ranges

	Current PAY	MIN	MID	MAX
Executive Director	\$178,620	\$150,284	\$195,996	\$255,610
Deputy Director	\$163,884	\$120,228	\$156,796	\$204,488
Senior Research and Policy Manager (1)	\$155,124	\$109,734	\$143,111	\$186,640
Senior Research and Policy Manager (2)	\$161,748	\$109,734	\$143,111	\$186,640

Board Salary Setting

- **Consultant Recommendations/Best Practice Reminder**
 - Annual adjustment to ranges Seattle/Tacoma/Bellevue CPI (3.7%)
 - Market evaluation analysis will be conducted every 2 years (2026)
- **Performance evaluation consideration**
 - Shared with administrative committee in February

Board Salary Setting – Process

January –
Performance
Evaluations
Calendar
Year

April/May –
Even Years
Market
Analysis

June - Board
Receives
Market Data
and OFM
Consultation

July - Board
Decision
Adopted

August –
Summer
Break
Budget
Request

September –
Budget
Decision
Packages to
OFM

Next Steps

- 1. Any needed modifications to the current process**
 - Permanent adoption of legislatively funded general wage increases for all positions under the salary setting authority of the board
- 2. Consideration of any staff specific salary increases**
 - Presentation of 2024 performance evaluations in executive session, if requested
- 3. Write and submit any needed decision packages for funding consideration in the supplemental budget**

2024 Process Update

- Post session, Chair Lawson sent a response to the OFM salary setting concerns letter



Thank You

Karen Durant

Senior Research and Policy Manager

(360) 586-2325

karen.durant@leoff.wa.gov

Email sent from OFM November 19, 2024, at 2:49 PM (day before November LEOFF 2 meeting), email was not seen or sent to LEOFF staff until Monday November 25, 2024 at 8:54 AM

Subject: OFM Feedback on LEOFF Market Study and Pay Structure Recommendations

Good afternoon Chair Lawson,

Thank you for sharing the proposed salary structure updates with OFM Director Sullivan on October 24th. As the State Chief Human Resources Officer, Director Sullivan has delegated the review and response to my position. After reviewing with both an enterprise HR and Budget lens, we wanted to provide feedback that we in OFM have significant concerns with the proposed salary structures based on the structural inequities it would create across the enterprise as well as the budgetary impacts amid a known budget deficit. Below is a more detailed explanation of why we have these concerns.

Primary concerns:

- **Inequities.** The proposed salary structure creates significant inequities with other positions who also fall in the executive branch across the state. The proposed salary maximums for these positions are in alignment with the largest and most complex agencies in the state while LEOFF's size and scope of responsibility is that of a small agency.
- The market analysis conducted by the vendor in 2023 is problematic as "comparable public sector positions" are nowhere noted, which is a requirement outlined in the statute
- The analysis shows inconsistent data sources used for LEOFF jobs
- The proposed structure is derived from the contractor's weighting of the data which is an inconsistent methodology:
 - Most weight is given to NASRA which only has 1 data point
 - There is no job description noted
- The report does not include a description of work being matched with at LEOFF position, which prompts an assumption that matches were done solely based on job title and not the work being performed
- One of the market sources includes fiscal.wa.gov/staff/salaries. This source does **not** have positions descriptions or anyway to do an accurate market comparison assessment other than solely using titles

Executive Director

- The proposed salary range maximum falls within Plateau 6 of the State Officials Salary Administration structure. This plateau consists of agency head positions in the state's **largest** agencies. The Executive Director of LEOFF is not comparable to any of these positions and does not have a similar scope, authority, or level of responsibility.
 - DSHS – 17,906 employees
 - DOC – 9,041 employees
 - WSDOT – 7,620 employees
 - DCYF – 5,390 employees
- The current salary of the ED-LEOFF is already higher than comparable positions in the state government executive branch and is already in the salary range for the highest EMS Band 5 executive management positions in the state.

- Comparable positions should be viewed in similar sized agencies where boards/commissions are the authority, such as:
 - Board of Pilotage Commissioner – 4 employees (Band 3)
 - Washington Charter School Commission – 7 employees (Band 4)
 - State Board of Health – 8 employees (Band 3)
 - Board of Tax Appeals – 16 employees (Band 3)
 - Utilities and Transportation Commission – 158 employees (Band 4)

Deputy Director

- The proposed salary range maximum is above the EMS Band 5 maximum of \$189,096.
 - Deputy directors in our largest state agencies are within EMS Band 4 and EMS Band 5. These are not comparable positions based on similar levels of scope, authority, and level of responsibility.
- Comparable positions should be viewed in similar sized agencies, such as:
 - Caseload Forecast Council – 12 employees (Band 4)
 - Traffic Safety Commission – 30 employees (Band 3)
 - Office of Minority and Women's Business Enterprises – 45 employees (Band 3)
 - Housing Finance Commission – 85 employees (Band 4)

Senior Research and Policy Manager

- The proposed salary range maximum is above the EMS Band 4 maximum of \$181,204, close to the top of EMS Band 5.
 - Prior to the 2024 legislation being adopted, both positions were evaluated as WMS Band 2, maximum of \$126,528. However, due to certain circumstances, both employees were approved for salary exceptions, placing both individuals above WMS Band 2 while they remained in their positions.
- Comparable positions based on the work outlined in each of the position's descriptions fall within Band 2 or Band 3 in other state agencies.

Because of these concerns, OFM does not support the proposed changes to the pay structure. Please let me know if you have any questions or want to discuss further.

Michaela Doelman | State Chief Human Resources Officer
Office of Financial Management

Chair Lawson initial response sent November 26,2024, at 3:28 PM

Michaela,

Thank you for your feedback. As you are aware, I did not receive your email before the November LEOFF board meeting. Please cc Karen and Steve on future correspondence to improve communication.

I will share your comments with the Board and we will have an opportunity to discuss at the December meeting.

Neither I nor the Board staff was aware that you had been delegated to consult on behalf of the director or we would have been working with you during the interim on implementing the legislation from the past session.

The Board sees this new salary-setting authority as requiring an ongoing process with regular consultation. Both I and the Board look forward to discussing this with the OFM director and/or their designee in the future.

Sincerely,

Dennis Lawson | Board Chair
LEOFF Plan 2 Retirement Board



STATE OF WASHINGTON
LAW ENFORCEMENT OFFICERS' AND FIRE FIGHTERS'
PLAN 2 RETIREMENT BOARD

P.O. Box 40918 • Olympia, Washington 98504-0918 • (360) 586-2320 • (360) 586-2329 FAX • recep@leoff.wa.gov

May 13, 2025

Director Chapman-See,

During the 2024 Legislative session, a Law Enforcement Officers' and Fire Fighters' Plan 2 Retirement Board endorsed bill, SSB 6197, passed into law. One of the provisions of this law allows the Board to establish compensation levels for certain positions in the agency.

"Compensation levels for the Deputy Director and Research and Policy Analysts employed by the Board shall be established and fixed by the Board in **consultation** with the Director of the Office of Financial Management. When setting salaries for these positions, the Board must consider comparable public sector positions using market-driven data" (**emphasis added**).

I wrote to Director Sullivan in October of 2024 to share the market data and information collected by our independent consultant to see if OFM wanted to meet to discuss the results and provide consultation to the Board. We received a response from OFM on November 25, 2024, 5 days after our November 20th board meeting. At that meeting, the Board acted to adopt the recommendations of the consultant as well as our process moving forward.

The purpose of this letter is to provide information related to the concerns that were shared in the OFM response to our consultant's data and sources. I have attached the detailed consultant's report (which was provided to OFM last October), as well as the email with the original concerns from OFM.

OFM Primary concerns:

- The proposed salary structure creates significant inequities with other positions who also fall in the executive branch across the state. The proposed salary maximums for these positions are in alignment with the largest and most complex agencies in the state while LEOFF's size and scope of responsibility is that of a small agency.

The agency has unique duties with fiduciary responsibility and support of the LEOFF pension plan. The Board requested the change in legislation to take the unique nature of the positions into account. These positions are now exempt from civil service like the positions at OFM, SIB (who have fiduciary responsibility, like LEOFF) and the legislature. The old structures in place for WMS and EMS are outdated. The Board, in fulfillment of their fiduciary responsibility, acted in the best interest of maintaining expertise for the plan.

- The market analysis conducted by the vendor in 2023 is problematic as “comparable public sector positions” are nowhere noted, which is a requirement outlined in the statute.

The statute specifies that the Board must consider comparable public sector positions using market driven data. The vendor complied with this requirement outlined in the statute. The sources of the data are noted in detail in the report. Industry practice does not include specific details on the positions. One of the data sources used is ERI which OFM primarily uses for their survey matches. The report notes that sources are public sector data.

- The analysis shows inconsistent data sources used for LEOFF jobs.

When there is a small, targeted population size with very specific expertise, source customization should occur for position match accuracy.

- The proposed structure is derived from the contractor’s weighting of the data which is an inconsistent methodology:
 - Most weight is given to NASRA which only has 1 data point.
 - There is no job descriptions noted.

Weighting of data is a generally accepted professional practice in compensation administration and developing compensation structures. The NASRA survey has multiple public sector matches to similar organizations of the size of LEOFF that do not have the investment of funds responsibility. It is an extremely unique position with nothing comparable in the state. The match is the most solid and is therefore weighted stronger. The description for the matches was not included in the report but positions were matched based on descriptions of the work.

- The report does not include a description of work being matched with LEOFF position, which prompts an assumption that matches were done solely based on job title and not the work being performed.

That is not common practice to show the descriptions for position matches in a report. LEOFF relied on the expertise of the vendor to ensure accurate matches for the positions. ERI and Comp Analyst matches were done based on position descriptions.

- One of the market sources includes fiscal.wa.gov/staff/salaries. This source does **not** have positions descriptions or any way to do an accurate market comparison assessment other than solely using titles.

The Market comparison assessment was not done solely on job titles for the positions at LEOFF. The vendor matched positions using recruitment announcements and then queried the salaries for those positions in the salary database.

The LEOFF Board takes our fiduciary responsibility seriously and we acted in the best interest of the trust fund. According to our adopted process, the Board will receive and consider new salary-market data in even years. We will share that data with OFM when complete for possible consultation. I have included a copy of the Board adopted process for your information.

If you have questions, please feel free to contact me at (253) 732-1844.

Sincerely,

A handwritten signature in black ink, appearing to read 'D. Lawson', with a stylized flourish at the end.

Dennis Lawson, Chair

Law Enforcement Officers' and Fire Fighters' Plan 2 Retirement Board

Cc:

Steve Nelsen; LEOFF- 2 Executive Director

Karen Durant; LEOFF- 2 Senior Research & Policy Analyst

Attachments:

Report 10.14.24 – Trupp Market Study and Structure Report

Appendix A – Market Data for Report 10.14.25 – Compensation Market Pricing Report

Salary Setting Timeline

Market Study and Structure
findings & recommendations
report for



SUBMITTED BY



October 2024

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Project Overview

Per the contract between the Law Enforcement Officers' and Fire Fighters' Plan 2 Retirement Board (LEOFF) and Trüpp HR (dba Trüpp) 2024-02, the goal of this project was for Trüpp to provide market data and recommendations to create a LEOFF pay structure.

Specifically, objectives include:

- Provide market comparability analysis for the following agency positions:
 - Executive Director
 - Deputy Director
 - Senior Research and Policy Manager
- Perform the following structure-related objectives for the Executive Director, Deputy Director and the Senior Research and Policy Manager positions.
 - Create a salary structure with ranges/bands that will allow the Board flexibility in setting salaries to recognize special knowledge, skills and experience.
 - Share general guidance for salary placement in the structure.
 - Make recommendations on future market analysis to include frequency and market data, sufficiency of data from databases or targeted survey work.

Structure recommendations guided by the following enabling legislation SSB 6197:

Shall employ a deputy director and research and policy analysts who shall be exempt from civil service under chapter 41.06 RCW. Compensation levels for the deputy director and research and policy analysts employed by the board shall be established and fixed by the board in consultation with the director of the office of financial management. When setting salaries for these positions, the board must consider comparable public sector positions using market-driven data. Once compensation levels are determined, the board shall provide notice to the chairs of the fiscal committees of the house of representatives and the senate of proposed changes to the compensation levels for the positions.

While the language is specific regarding comparable public sector positions, it does not prohibit inclusion and consideration of comparable private sector positions.

Market Study

Trüpp reviewed market data for the LEOFF positions in scope of this study. According to best practice, positions were compared to the market based upon the duties of the role and not based upon the personal capability or performance of any of the individuals in the role.

Market data was collected from two aggregate market sources, ERI and CompAnalyst; one industry survey purchased by LEOFF (NASRA), and the State of Washington's employee salary online database.

MARKET SOURCE DETAIL

Market sources used for the study included the following:

Economic Research Institute (ERI). Data is collected from thousands of survey sources and modeled to reflect real-time market data trends. ERI gathers data from 3 types of sources: surveys they conduct

LEOFF
Market and Structure Recommendations

themselves, surveys they purchase from other organizations, and reports from publicly traded organization, such as proxies and 10-Ks.

- Data collected were effective as of August 1, 2024

CompAnalyst/ Salary.com. Data is from their own HR-sourced data. Additionally, Salary.com identifies and purchases the most current compensation surveys covering the targeted jobs. All of the surveys are published by reputable compensation data firms and Salary.com. Crowd-sourced or employee reported data is not used.

- Data collected were effective as of August 1, 2024

2022 NASRA Research & Education Foundation Salary Survey. The NASRA Research and Education Foundation (NREF) is an independent, non-profit foundation that compiled market data from public retirements systems across the United States.

- Data collected were effective as of October 1, 2022, and aged two years by an annual rate of 3%.

State of Washington Pay Data. Data compiled from State Employee salary listings on <https://fiscal.wa.gov/Staffing/Salaries>.

- Care was taken to ensure that partial year salaries were not used in calculations. Job titles used for comparisons were selected in collaboration with LEOFF. Trüpp validated job content with online job postings when possible.
- Data collected were effective as of 2023 and were aged 3% for 2024.

Please see appendix A for the market data for each position.

Pay Structure Recommendations

Recommended Pay Structure

	MIN	MID	MAX	RANGE WIDTH
EXECUTIVE DIRECTOR	145,907	190,287	248,165	70%
DEPUTY DIRECTOR	116,726	152,229	198,532	70%
SENIOR RESEARCH AND POLICY MANAGER	103,991	135,621	176,872	70%

Rationale for Pay Ranges

- Executive Director: Midpoint tied to the average market median from the NASRA and ERI survey sources.
- Deputy Director: Midpoint determined according to the market average separation between an Executive Director/CEO and a Deputy Director/COO (Executive Director 25% above Deputy Director)
- Senior Research and Policy Manager: Midpoint tied to the market median for Government/Public Sector Market.

Current Pay vs. New Structure

	CURRENT PAY	MIN	MID	MAX
EXECUTIVE DIRECTOR	178,620	145,907	190,287	248,165
DEPUTY DIRECTOR	142,512	116,726	152,229	198,532
SENIOR RESEARCH AND POLICY MANAGER (1)	138,504	103,991	135,621	176,872
SENIOR RESEARCH AND POLICY MANAGER (2)	144,420	103,991	135,621	176,872

Employee Structure Placement Guidelines

Minimum ↓	Midpoint ↓	Maximum ↓
Entry	Target	Highly Qualified
Typically reserved for underfill positions or employees with an in-training plan	Fully qualified new employees or fully proficient current employees	Highly experienced, tenured, and or credentialed employees beyond the required qualifications

Place employees into the new pay range with the following conditions:

- Maintain internal equity. Ensure that employees performing the same or similar work are paid the same unless there is a justifiable pay difference according to Equal Pay and Opportunities Act. Justifiable differences in pay include:
 - o Differences in education, training, or experience
 - o Seniority
 - o Merit/work performance
 - o Regional differences in compensation
 - o Differences in local minimum wages
 - o Job related factors consistent with business need
- Best practice is to not reduce salaries when moving employees to a new pay structure

Structure Maintenance

It is best practice to compare an organization's jobs to the market at least every two years. Significant labor market or regulatory changes may necessitate reviewing certain jobs more frequently.

Between market studies, it is important to increase pay structures (minimum, midpoint, and maximum) annually in line with average market increases. This could include alignment with General Wage Increases but best practice is to ensure that this aligns with the market. Typical market increases for pay structures have historically been approximately 3% per year.

Appendixes (attached separately)

Appendix A: Market Data with detail per job

Compensation Market Pricing Report

Organization: LEOFF
Job Title: Executive Director
Report Date: August 2024

Weighted Average:	Base Pay		
	25th Percentile	50th Percentile	75th Percentile
		\$190,287	

Survey Source	Source Job Title	Source Scope	Base			Weight
			25th Percentile	50th Percentile	75th Percentile	
ERI	Executive Director CEO	Olympia, Washington Government Support Services Employees: 10	\$91,431	\$123,754	\$165,049	25%
2022 NASRA Salary Survey*	Executive Director - CEO	Actuarial Accrued Liabilities between 0.807 - \$24.2 Billion	-	\$212,464	-	75%

Survey	Source Job Title	Source Job Description	
ERI	Executive Director CEO	Plans, develops, establishes, and oversees interpretation and implementation of policies and objectives of organization in accordance with board directives and corporation charter. Responsible for the profitability of the entire organization. Holds position of the top executive and principal organization leader in the organization. This position is distinguished from others in that it is the top ranking executive and, in most cases, is the highest paid executive in the organization. Confers with organization officials to plan business objectives, to develop organizational policies to coordinate functions and operations between divisions and departments, and to establish responsibilities and procedures for attaining objectives. Reviews activity reports and financial statements to determine progress and status in attaining objectives and revises objectives and plans in accordance with current conditions. Directs and coordinates formulation of financial programs to provide funding for new or continuing operations to maximize returns on investments, and to increase productivity. Plans and develops industrial, labor, and public relations policies designed to improve company's image and relations with customers, employees, stockholders, and public. Evaluates performance of executives for compliance with established policies and objectives of firm and contributions in attaining objectives. May preside over Board of Directors. May serve as chairman of committees, such as management, executive, engineering, and sales.	

Additional Notes
* Data from NASRA Salary survey is not available for P25 or P75

Source Information
Economic Research Institute (or ERI for short) Data is collected from thousands of survey sources over the years and modeled to reflect real-time market data trends. ERI gathers data from 3 types of sources: surveys they conduct themselves, surveys they purchase from other organizations, and reports from publicly traded organization, such as proxies and 10- Ks.

Compensation Market Pricing Report

Organization: LEOFF
 Job Title: Deputy Director
 Report Date: August 2024

Government/Public Sector Weighted Average:

Base Pay		
25th Percentile	50th Percentile	75th Percentile
	\$143,130	

Survey Source	Source Job Title	Source Scope	Base			Weight
			25th Percentile	50th Percentile	75th Percentile	
ERI	Operations Director	Olympia, Washington Government Support Services Employees: 10	\$90,673	\$102,370	\$117,839	25%
CompAnalyst	Public Policy Manager	Olympia, WA Public Administration All FTEs	\$120,300	\$141,700	\$163,300	25%
2022 NASRA Salary Survey*	Assistant Director - COO	Actuarial Accrued Liabilities between 2.7 - \$23.3 Billion	-	\$164,225	-	50%

Survey	Source Job Title	Source Job Description
ERI	Operations Director	<p>Directs, develops, implements, publicizes, and administers operations strategies and objectives to ensure the achievement of organization's goals and objectives. Directs the operations function in conjunction with business growth, introduction of new operational systems, meeting organizational financial objectives, and meeting organizational goals in relation to safety, quality, and timely delivery of products or services. Assists with development of organization's policies, practices, and attainment of operating goals, while maintaining some management responsibility. Assesses and assists in upgrading the management talent base within operations to achieve growth and meet market needs. Coordinates needed support to operations areas through intradepartmental interface for smooth workflow and cost-efficient product or service. Manages and assists in coordinating efforts between support departments within the organization. Contributes to the overall short- and long-range planning process and in the establishment and assessment of the organization's annual operating budget. Plans, prepares, controls, monitors, and forecasts organization's direct and/or indirect budgets. Directs the capital expenditure and asset redeployment activities. Ensures attainment of efficient and economical performance in relation to profit and year-end goals. Participates in the investigation and implementation of new services, manufacturing processes, and product or systems technologies to meet the organization's objectives. Establishes, implements, revises, and maintains policies and procedures related to operations. Oversees compliance of established policies.</p>
CompAnalyst	Public Policy Manager	<p>Implements strategic plans and oversees engagement objectives to develop and maintain productive relations with all levels of government authorities that will support and enhance the businesses' goals. Manages teams that build relationships and liaise with government entities (federal, state, provincial, or local) that regulate or influence business activities. Performs ongoing monitoring and analysis of proposed legislation, emerging issues, and trends to determine the potential impact on the organization. Collaborates with industry groups and organizations with complementary objectives to achieve objectives. Creates communication vehicles and delivers messaging to inform and support business leaders. Requires a bachelor's degree in public policy, public administration, business or equivalent. Typically reports to a director.</p> <p>M02-Manager (True 1st level Manager) : Manages subordinate staff in the day-to-day performance of their jobs. True first level manager. Ensures that project/department milestones/goals are met and adhering to approved budgets. Has full authority for personnel actions. Typically requires 5 years experience in the related area as an individual contributor. 1 - 3 years supervisory experience may be required. Extensive knowledge of the function and department processes.</p>

Additional Notes

* Data from NASRA Salary survey is not available for P25 or P75

Source Information

Economic Research Institute (or ERI for short) Data is collected from thousands of survey sources over the years and modeled to reflect real-time market data trends. ERI gathers data from 3 types of sources: surveys they conduct themselves, surveys they purchase from other organizations, and reports from publicly traded organization, such as proxies and 10-Ks.

CompAnalyst/ Salary.com uses their own HR-sourced data. Additionally, Salary.com identifies and purchases the most current compensation surveys covering the targeted jobs. All of the surveys are published by reputable compensation data firms and Salary.com. Crowd-sourced or employee reported data is not used.

Compensation Market Pricing Report

Organization: LEOFF

Job Title: Senior Research and Policy Manager

Report Date: August 2024

Government/Public Sector Average:	Base Pay		
	25th Percentile	50th Percentile	75th Percentile
	\$117,800	\$135,621	\$153,847

Survey Source	Source Job Title	Source Scope	Base			Weight
			25th Percentile	50th Percentile	75th Percentile	
State of Washington**	(see notes)	(see notes)	\$116,699	\$133,643	\$149,994	50%
CompAnalyst	Public Policy Analyst III	Olympia, WA Public Administration All FTEs	\$118,900	\$137,600	\$157,700	50%

Survey	Source Job Title	Source Job Description
State of Washington	Similar State Positions	Sr Fiscal Analyst, Sr Fiscal Analyst, Budget Advisor, Senior Budget Advisor, Senior Counsel, Senior Policy Analyst, and Associate Policy Analyst from the following agencies: House of Representatives, Senate, Actuary, Financial Management. Data based upon 2023 salaries increased by 3% for 2024 rates.
CompAnalyst	Public Policy Analyst III	Supports the implementation of strategic plans and engagement objectives to develop and maintain productive relations with all levels of government authorities to achieve business goals. Liaises with government entities (federal, state, provincial, or local) that regulate or influence business activities. Collaborates with industry groups and organizations with complementary objectives to achieve objectives. Monitors and analyses proposed legislation, emerging issues, and trends and prepare reports and informational documents to inform and support business leaders. Requires a bachelor's degree in public policy, public administration, business or equivalent. Typically reports to a manager. P04-Specialist : Work is highly independent. May assume a team lead role for the work group. A specialist on complex technical and business matters. Typically requires 7+ years of related experience.

Additional Notes

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Decision
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September –
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