

Board of Selectmen  
Special Meeting

October 2, 2018  
2:00 P.M. Town Hall

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KENT TOWN CLERK

2018 OCT 11 P 2:22

BY *J. Brady*  
TOWN CLERK

Present: Bruce Adams, Chris Garrity and Jeff Parkin.

Also present: Darlene Brady, Debbie Devaux, Donna Hayes, Rick Osborne and Leah Pullaro.

Mr. Adams called the meeting to order at 2:00 p.m.

Mr. Lee Palmer provided an overview of the Town of Kent Management Review Study, attached. The following are some of the concepts Mr. Lee discussed:

- Policy and Procedure Manual needs to be tightened-up
- The Policy and Procedure Manual needs to be followed – no exceptions
- Employees shouldn't be able to set own hours of work
- Possibility of employee reviews/evaluation system for both elected and non-elected
- Policy and Procedure Manual should not have a "Probationary Period"
- In the salary scale, not all positions were compared to the same position in the same towns
- Discussion regarding elected officials salaries being set for the term – no decision
- Salaries were broken down to an hourly rate for comparison – not total compensation
- The employee's rates are based on FY 18/19 and the COG and CCM comparison salaries were adjusted with a 2% differential to be comparable

Mr. Parkin made a motion to accept the Town of Kent Management Review Study report, as submitted by Randi Frank and Lee Palmer. Mr. Adams seconded the motion and the motion carried.

Mr. Garrity made a motion to adjourn the meeting at 4:15 p.m. Mr. Parkin seconded the motion and the motion carried.

*Joyce Kearns*  
Joyce Kearns  
Administrative Assistant

*These are draft minutes and the Board of Selectmen at the subsequent meeting may make corrections. Please refer to subsequent meeting minutes for possible corrections and approval of these minutes*



## MANAGEMENT CONSULTING

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Organizational Studies  
Human Resources  
Risk Management  
Purchasing

September 25, 2018

Bruce K Adams, First Selectman  
Board of Selectman  
Kent Town Hall,  
41 Kent Green Blvd,  
Kent, CT 06757

Dear First Selectman and Board of Selectman

The enclosed notebook has the final report for the Management Review within the \$5000 fee for the agreed upon tasks. We have included a report that answers the many questions you posed about the number of positions, types of positions and classification of positions for the needed services. Also requested was the job descriptions for the employees in the Compensation Plan, we also included additional job descriptions so all are done in the same format. Additional job descriptions were done for the contracted employees and the highway union employees. The last two pages in this notebook include the recommended salary schedule/compensation plan based on the COG survey of similar towns.

We used the average of the COG survey as the midpoint of the compensation plan with entry level and maximum salary (the spread is 28%). This type of compensation plan allows the Board of Selectman to move people on the plan based on their performance until they meet the maximum salary. We also show you that all employees except the Assistant Town Clerk are within the salary ranges. The Assistant Town Clerk should be advanced to the minimum salary right away. We also recommend that employees be moved as you see fit in the salary range on a fair and equitable system. We also recommend the Salary Range be adjusted by the cost of living or 1% to 2% each year to keep up with the other Towns so you do not fall behind.

We reviewed the Employee's Handbook and Elected Officials Policy Document as requested and are ready to provide you updated documents within a few weeks if requested. We can complete the work for \$500 & \$400 fee respectively. In addition, we can offer two options for performance evaluations programs. One has been developed by Lee Palmer based on a similar system used in a number of school districts and towns including Darien, CT or one developed by Georgian Lussier for Goshen, CT. The cost would be about \$700 for meetings, edits to system and training of the First Selectman and other Supervisors.

We recommend that the Report section be discussed in executive session since it is about personnel actions related to specific employees. Once agreed upon the report can be shared with the employees along with the job descriptions and compensation plan. Lee Palmer can be available by phone for your meeting or in person. Ms. Frank can be available via conference call if requested.

Also included in the notebook is our final invoice. Please note travel time was not invoiced and in reality, we spent more hours on this project than expected but we will not charge more than the \$5000 agreed upon.

Thank you for your trust in both Lee Palmer and myself. We enjoyed working with the Town of Kent. Please let us know if you have any questions and if you want the additional documents.

Sincerely,

A handwritten signature in black ink that reads "Randi Frank". The signature is fluid and cursive, with the first name "Randi" and last name "Frank" clearly distinguishable.

Randi Frank  
Managing Member/CEO  
And Lee Palmer - subconsultant

# **TOWN OF KENT MANAGEMENT REVIEW STUDY**

**INCLUDES:  
REPORT  
JOB DESCRIPTIONS  
NON-UNION SALARY SCHEDULE**

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**OCTOBER 2018**

## KENT TOWN HALL MANAGEMENT REVIEW REPORT

Consistent with the proposed mission statement and scope of work outlined in the Town Hall Management Review, the following represents the consultant's responses to each of the areas listed.

1. Review of Staffing Levels and Role of Assistant Positions – 2-Comparative Analysis of Pay via review of COG & CCM data for averages with similar sized communities. – Also attached to this report are the Job Descriptions as requested.
- a. While I did not see any duplication of responsibilities either within departments or between departments, per se, concerns were voiced and acknowledged relative to pay differentials with staff doing the same functions. A case in point is the Assistant Assessor. The jobs of the two Assistant Assessors are interchangeable. The only difference is that one Assistant Assessor (a female) works 10 – 14 hours per week and the other Assistant (a male) works 7 hours a week and holds a full-time position elsewhere. In terms of pay, the male Assistant who has been with the Town for 11 years, earns an hourly rate of \$25.43, and the female Assistant who has been employed by the town for 7 plus years earns \$21.96. Even if you factor in a 2-3% increase each year for the more senior employee, the disparity between the levels is too wide. This is particularly true when you note that as the Tax Collector Assistant position (who happens to be the same individual) is paid \$25.50 per hour, even though Assistant Tax Collectors generally earn less than their Assistant Assessor counterparts. For these reasons, and consistent with comparable towns and pay equity principles, I am recommending that both Assistant Assessors be paid at the rate of \$25.50 per hour, and the Assistant Tax Collector retain her current rate of \$25.50 per hour when she is functioning at that capacity. An appropriate range for the “Assistant” positions would be \$21.93 to \$29.07 with the midpoint being \$25.50.
- b. In terms of assessing the function, staffing levels, and mission of the various departments with regard to the fundamental necessities of operating the town government in compliance with State laws and mandates, I did not note any material deficiencies or violations. As noted later in this report, however, I would urge the town to ensure that decisions made relative to positions and pay be based on federal and state mandates and principles of fairness and equity. The administration must be cognizant of the fact that any decisions made with regard to bargaining and non-bargaining unit positions will have a ripple effect (e.g., pension contributions, health benefits, morale, etc.). Therefore, it is important that no decisions relative to compensation or distribution of resources are done in a vacuum.

Another option available related to staffing and service level can also be addressed by the use of shared services with nearby Towns. There are plenty of examples of towns who share Assessors, Building Inspectors, Animal Control, etc.

When presented with a proposal, the Board would be well served to study such proposals for a reasonable amount of time before deciding. With regard to the “mission” of the various departments, and the feedback that I received during the interviews, I would urge the Town administration to establish and communicate the mission, vision, and values of the organization and to establish goals and objectives for each department that are consistent with such. This will require renewed leadership including one-on-one meetings on a regular basis with department heads, and at least monthly meetings with all department heads. It is imperative that the administration and department get on the same page in terms of moving the town in the proper direction. Leadership and enhanced communications and accountability were common themes during the interview process. Another option from other towns includes having regular written reports by Department Heads on a monthly basis or Department Head reports to the full Board of Selectman on a regular, quarterly or annual basis. In addition, a number of interviewees spoke about a lack of fairness and equity relative to compensation and performance evaluation as it related to across the board percentage increases.

Based on comparability data, which principally involved the most recent NWCOC salary comparisons and previous CCM study, most Town positions appear to be in line with the salary surveys and comparability data examined. Such positions include: First Selectman, Treasurer, Assessor, Tax Collector, Town Clerk, Assistant Town Clerk, Parks and Recreation Director, Registrar of Voters, Transfer Station Manager (recommend title of Coordinator) and Transfer Station Assistant (recommend title of Attendant).

There are exceptions, however, such as the Administrative Assistant. Based on the comparability data and level of complexity of the duties and responsibilities performed, this position should be compensated at a higher level. It is recommended that the incumbent’s current salary be increased from \$40,628 to, at least, \$42,494.40 or \$27.24/hour which represents the average hourly rate of the towns used as a basis of comparison (e.g., Barkhamsted, Morris, Roxbury, Sharon, etc.). Based on a 30 hour per week schedule I am recommending that the salary range for this position be \$36,548.54 or \$23.43/hour to \$48,448.06 or \$31.06/hour effective upon approval. I am also recommending that the job class be retitled to Office Manager to the First Selectman to more accurately reflect the level and duties of this position.

Another area of some consternation is the Highway Foreman position. While I believe that the Foreman’s salary is in line with other comparable towns, it is concerning that he continues to track “overtime” even though he is a salaried exempt employee. According

to his records he is averaging in excess of 500 hours of “overtime” a year and allegedly when his position became salaried in 2011 he was averaging 300 hours of overtime per year.

From a human resources perspective this is problematic in the sense that he continues to view himself as an hourly employee, whereas salaried exempt employees are expected to work the number of hours required to perform the job. If the Town is unable to increase the Foreman’s salary due to budgetary considerations, the Town does have the option of instituting a Compensatory Time policy. On the other hand, the Foreman continues to drive a route which the addition of another driver could apparently resolve. My understanding is that this request has been put forth in previous years but has not been authorized. A compromise might be the establishment of a seasonal Driver position. This would make sense from a cost benefit perspective. Put another way, the Town should not be paying someone an annual salary of \$91,793 to drive a route.

As the Foreman is essentially the head of a department, his principal duties should involve the higher-level management functions. I would also suggest that the position, at the very least, be retitled to Public Works Supervisor which is more gender neutral and the incumbent’s duties and responsibilities clearly go beyond simply managing the road crew and encompass many diverse operational functions (roads, grounds, parks, building maintenance, contract management, safety inspections and emergency management). If the current Highway Foreman (working foreman) is going to handle snow routes, and other operation of heavy equipment or aspects of construction or building maintenance; then he can not be classified as an exempt employee because the Labor Dept will consider him qualified for overtime. If this is not the case and the Town just wants the Public Works Supervisor to be a manager then the CDL requirement should be removed from the job description and other manual labor items. If the Town wants the Public Works Supervisor to be a manager except for a snow route then it may be able to work out agreement with the incumbent as to how you the snow duty compensation can be handled.

The Land Use Administrator is another position that appears to be somewhat more problematic as the position serves as Inland Wetlands Agent and Zoning Enforcement Officer and also performs a planning function (Bachelor of Arts Degree in Planning). This is a full-time position (35 hours per week). The current combined annual salary is \$54,998 broken down as follows: \$37,379 for Zoning Enforcement and \$19,269 for Inland Wetlands. Based on comparison, and the level and complexity of the duties and responsibilities performed by the position, I am recommending that the Land Use Administrator’s salary be increased to a minimum of \$42,784.56 (or an hourly rate of \$35.27 based on an average of 23.33 hours per week) and higher if additional hours on

average are required. An appropriate salary range then for this position would be \$37,794.72 (\$31.15) to \$47,097.24 (\$38.82). If we increase the Land Use Administrator's salary according to the above, her new recommended combined salary would be \$62,053.56 annual or \$34.10/hour.

In at least one instance, it was difficult to assess how much the individual is actually earning. A case in point is the Tax Collector. When comparing salaries to comparable towns the position appears to be in line. However, when one begins to look at the salary from an hourly rate perspective the data becomes skewed. To illustrate, if the employee is only working 18 hours as represented in the spread sheet, then her hourly rate is \$41.11 which exceeds comparable towns. If you go by the posted hours and use 24 hours as a basis for determining the hourly rate, then the salary appears to be more in line as the hourly rate would be \$30.83. This needs to be addressed both from a wage standpoint and as a matter of policy.

Another issue encountered, is that based on the Agreement between the Town of Kent and Teamsters Union Local 677 (June 1, 2018 through June 30, 2021) male dominated unskilled or semi-skilled positions (Highway Driver) are being extremely well compensated and at a significantly higher rate than females whose positions in some instances require a higher skill set. For example, the only employees who are earning more than the Highway Drivers (who on average are earning \$28.54 hourly) are the Highway Foreman, also a male, and the Social Services Director, a Department Head, who is earning \$29.85 per hour. This could become increasingly problematic for the Town particularly from a pay equity standpoint if it is not addressed or considered with regard to future compensation.

Other Issues: If you are going to have Compensatory Time you need to have a policy (which we can provide) and document properly through your time and attendance system.

- c. With regard to clarifying the role of "assistants" and "clerks" and any functions that are supportive to the department heads the following definitions apply. As an adjective "assistant" is having a subordinate or auxiliary position. As a verb "clerk" is to act as a clerk, to perform the duties or functions of a clerk. As relates to job classification, the "clerk" designation is assigned to those individuals who provide "clerical" support to another individual. While they may perform some higher-level functions, their principal duties involve general clerical functions including basic processing, reception, filing, record keeping, bookkeeping and typing. Assistants, on the other hand "assist" in carrying out the administrative and/or core functions of the assigned operation. While components of these positions may and are often involved in performing clerical work, their principal duties are of a more skilled/administrative/technical nature. In some



instances, the title Office Manager or Office Supervisor may be utilized as a separate title. This job title or position differs from a full-time supervisory class in that incumbents must also be performing administrative office management functions. These office management functions oftentimes require incumbents to act as the primary liaison with the various departments/units within the town and with other towns as well as individuals and departments outside town government. Such administrative duties are typical of position assigned in First Selectman or Mayor's offices where the services of specialized units are not present (e.g., business office, purchasing unit, personnel and payroll) due to the small size of a town or budgetary considerations which preclude the establishment of other functions and require incumbents to take on these greater responsibilities.

Based on the foregoing, the "Clerk" title or designation for the Zoning Board of Appeals Clerk (\$22.81), Board of Finance Clerk (\$112.68), Land Use Clerk (\$20.76) and Building Inspection Clerk (\$20.76) are appropriate titles. The ZBA Clerk's principal duties are all clerical in nature and require basic skills. The Land Use Clerk's principal job duties are also clerical, and, according to the incumbent, with some research assigned to the function. The Board of Finance Clerk's position involves essentially all clerical duties and yet appears to be compensated at a much higher rate according to the payroll data. If the data is accurate, this position should be brought in line with the other clerical titles and paid in the \$20.76 to \$22.81 range. If the incumbent is not interested in this position, it should be reassigned or posted as a vacancy. The only "Clerk" position that appears to be mistitled is the Treasurer's Clerk. Based on the Duties Questionnaire, and the assigned AP/AR and Payroll processing functions, this position appears to function more as a Financial Office Assistant than as a Clerk. In addition, the overall duties and responsibilities assigned to that position appear to be more complex and technical than the other general clerical positions. Typically, Financial Office Assistants are paid at a higher rate than a Clerk/Clerk Typist. Therefore, I am recommending that this position be retitled and assigned an hourly rate of \$25.50. The salary range for this position should be commensurate with the title.

- d. Identifying the level of support (i.e., weekly hours) necessary to support department heads, is a difficult task. During the course of the interview I did not get a sense that employees were "overwhelmed". Clearly, as department heads have shared with the Board of Selectmen, the Public Works Department has petitioned the Board for an additional Driver, and the Social Services Director has articulated the need for more structure and set hours of operation at the Senior Center. Overall, however, other than during certain peak times when part-time employees are having to work some additional hours (but still averaging less than 30 hours in one or more positions) each department appears to be getting its work done. One department even mentioned that it has actually cut back on its hours of operation.

As a final note on this subject, my strong recommendation would be that as part of the budget process that each department head meet with the First Selectman and/or Board of Selectmen and Treasurer and present any requests for additional hours or resources. Any such requests should be in writing and meet specific criteria. For example, is this program or service essential or mandated? How will staff be involved? How will this affect/benefit the Department? Is this tied to the strategic plan/Department/Town goals? Quality and value - Is this tied to best practice/research? What are the financial implications? Where will the dollar come from? What are the technology needs? What support is needed from the administration to make it work? What is the communication plan? What is the evaluation plan? What is the implementation plan? What is the timeline? What needs are being met? What personnel are needed? What support will be provided to staff? Ultimately, management also needs to determine whether there needs to be a reallocation of resources in the absence of additional dollars.

## **2. Comparative analysis of compensation**

- a. With regard to the comparative analysis as relates to any adjustments needed for assistants to alleviate disparate treatment (this statement assumes there is disparate treatment), number one above addresses these considerations.
- b. Assessing appropriate pay rates and that there are varying degrees of skill required to perform various job functions was also addressed in one above. See attached recommendation for Compensation Plan
- c. With regard to whether some assistant/clerk support functions require or benefit from State certification and whether any training or certification should affect relative pay structure, these issues are somewhat complex and subjective. On the one hand, I would posit that virtually anyone can benefit from more education, training, and certification. From a career counseling, upward mobility perspective, individuals who have advance training or certifications clearly have an advantage when higher level positions become available within the organization or when there is a need for such advanced skills or certification during long-term absences at the higher level. The real question becomes what resources is the town willing to commit to make such training available. With regard to certification, the first question is, is certification mandated by the State? If the answer is yes, then the town must either require such certification as a minimum requirement at the time of appointment or require the certification if it is not mandated at time of appointment within a specified time frame. Further, the employer may, if back up is required, to incentivize "assistants" by paying for their courses or a percentage of their courses. Some employers also offer tuition reimbursement for courses and seminars. That

policy is not universal in the public sector. With regard to training (specific classes taken or degrees received) or certification affecting relative pay structure, I recommend against it just to give employees a raise. From a job classification standpoint, the amount of education, training, etc. someone has is irrelevant with regard to the level and complexity of the duties and responsibilities of the position. For example, whether I have a PhD. or a high school diploma has no bearing on the duties and responsibilities of the position (only the original education and training as described in the job description determines compensation). They are identical regardless. Therefore, while I support in principle the concept of tuition reimbursement for job related courses for certification or upward mobility within a career series, I do not support paying someone more simply because they have taken additional courses. In fact, even in education where traditionally salary schedules have provided for lanes and steps, employers are moving away from this concept because the evidence shows that the amount of education you have above the minimum has no bearing on how good you are as a teacher.

### 3. Certification Question

- a. Similar to 2 above, training or certification may be very different matters. Again, I would argue that “training” is always valuable, whether it is on the job training, cross-training to ensure back up or interchangeability during periods of absence, and/or for upward mobility or simple self-actualization. Certification, on the other hand, should be evaluated from a job requirement perspective. For example, a CDL is required for certain Public Works drivers positions or to be a Tax Assessor, etc. But the number of certified employees you need is contingent upon the amount of work that has to be done at that level and/or based on certain federal or State mandates or requirements. Therefore, while certification may be encouraged, and taking courses may be supported by the employer if funds are available, unless certification is required, employees should not expect to automatically receive an increase simply by having a certification or because they have taken courses toward certification. Provision for certification should be based on the operating needs of the organization. However, if you know a Department Head (e.g., Assessor) is retiring then paying for and encouraging the certification and paying for the added certification is a good plan for succession planning. Also, be aware that if a person is certified even though it is not required in your Town, you may lose them to another Town that is willing to pay for a certified official.

### 4. Pay Equity

- a. In 1 and 2 above I have analyzed what are considered to be the “pay and organizational” disparities” detected as part of the study. As stated above, there are several positions that should be reclassified and/or compensated at a higher or in one case possible lower level to ensure parity and equity. From an organizational standpoint, however, what appears

even more important is that employees perceive that they are treated fairly and equitably by the organization. To help assure that happens, moving forward it will be important to establish effective rules and regulations and enforce them in a firm and consistent manner. As previously suggested, there needs to be open communication and feedback relative to how each department is performing. The mission, vision, and values of the organization should be clearly established and inculcated into the culture. In my opinion, job performance could be a basis of compensation for all non-bargaining unit employees. But, you would have to have a valid system in place and the system would have to be administered in a fair and objective manner. Training would also be required. Further, the Policy and Procedure Manual for both employees and elected officials should be utilized consistently and as a guidepost. The administration should take great pains to ensure that both union and non-union employees are treated fairly and as consistently as possible. If employees are to be treated differently, there should be a solid and defensible basis for making any such distinction.

Attached to this report are the job descriptions, compensation plan recommendation (entry level, midpoint and maximum salary) as well as our recommendation for updates to your Personnel Handbook. The Performance Evaluation system and training can be provided as phase two of this project if requested. Thank you for your assistance in this project. We have enjoyed working with the Town of Kent.

**NON-UNION EMPLOYEE SALARY SCHEDULE  
COMPENSATION SCHEDULE**

- **Recommendations – July 2019**
- **Schedule shown with current employees hourly rate of pay**

## NON-UNION EMPLOYEE SALARY SCHEDULE

### Section A.1 Grade and Step Schedules

Effective July 1, 2019, employees will be paid for time they work, respectively, at the regular annual salaries set forth for the Grade and Step to which they are assigned:

Grade	Job Classification	Entry Level	Midpoint	Maximum
1	Transfer Station Attendant	\$14.79	\$17.20	\$19.61
2	Transfer Station Coordinator	\$17.14	\$19.93	\$22.72
3	Clerk (Land Use) (ZBA) (Bldg. Insp.) (BOF)	\$17.85	\$20.76	\$23.67
4	Assistant Assessor Assistant Tax Collector Assistant Town Clerk Financial Office Assistant	\$21.07	\$24.50	\$27.93
6	Office Manager to the First Selectman Park and Recreation Director	\$23.43	\$27.24	\$31.06
7	Social Services Director/Agent for Elderly	\$25.67	\$29.85	\$34.03
8	Tax Collector Town Clerk	\$27.43	\$31.90	\$36.37
9	Land Use Administrator	\$29.32	\$34.10	\$38.87
10	Treasurer Assessor	\$32.16	\$37.40	\$42.64
11	Public Works Supervisor	\$34.97	\$40.66	\$46.35
12	First Selectman	\$36.98	\$43.00	\$49.02

\*This rate is based on the 24 hours listed in the current job description as opposed to 18. If the Tax Collector is only working 18 hours as reported then her hourly rate is \$41.11 which should either be reduced or frozen until other comparable positions catch up.

**Note:** With the exception of proposed increases for the Financial Office Assistant, Office Manager to the First Selectman, Land Use Administrator and one (1) Assistant Assessor all of the other salaries/hourly rates are appropriate at their current level.

**Note:** Effective July 1, 2019 Non-CDL Maintainers will earn an hourly rate of \$26.64 and CDL Maintainers will earn an hourly rate of \$30.46.

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4	Assistant Assessor Assistant Tax Collector Assistant Town Clerk Financial Office Assistant	\$21.07	\$24.50	\$27.93	\$25.43 \$25.50 \$20.16*** \$22.81
6	Office Manager to the First Selectman Park and Recreation Director	\$23.43	\$27.24	\$31.06	\$26.04 \$24.28
7	Social Services Director/Agent for Elderly	\$25.67	\$29.85	\$34.03	\$29.85
8	Tax Collector* Town Clerk	\$27.43	\$31.90	\$36.37	\$30.83* \$32.67
9	Land Use Administrator	\$29.32	\$34.10	\$38.87	\$31.13
10	Treasurer Assessor	\$32.16	\$37.40	\$42.64	\$36.32 \$39.98
11	Public Works Supervisor	\$34.97	\$40.66	\$46.35	\$44.13
12	First Selectman	\$36.98	\$43.00	\$49.02	\$45.00

\*This rate is based on the 24 hours listed in the current job description as opposed to 18. If the Tax Collector is only working 18 hours as reported then her hourly rate is \$41.11 which should either be reduced or frozen until other comparable positions catch up.

\*\*Highest Clerk salary we were provided – others should be check to make sure they meet the Entry rate

\*\*\* Will need to be moved to at least the entry level rate

**Note:** With the exception of proposed increases for the Financial Office Assistant, Office Manager to the First Selectman, Land Use Administrator and one (1) Assistant Assessor all of the other salaries/hourly rates are appropriate at their current level.

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