

**TOWN OF ORLEANS  
COMPENSATION REVIEW  
FULL TIME SALARY SURVEY  
JULY 2023**

**Edward J. Collins, Jr. Center for Public Management**

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**MCCORMACK GRADUATE SCHOOL OF POLICY AND GLOBAL STUDIES**

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## Executive Summary

The Town retained the Edward J. Collins, Jr. Center for Public Management (Collins Center) to conduct a classification and compensation study. The first phase of the study was to do a salary survey, update position descriptions and recommend a compensation plan for seasonal recreation positions. The second phase is to create position descriptions and classify part time positions. The Third phase is to conduct a salary survey for full time positions. This memorandum is to summarize the full time salary survey.

## Market Salary Survey

The Collins Center collected data from Cape Cod municipalities to assess the labor market wages for seasonal positions. The Towns that participated in the survey were Barnstable, Bourne, Brewster, Chatham, Dennis, Falmouth, Harwich, Provincetown, Sandwich, Wellfleet and Yarmouth.

The Town of Orleans has four different classification structures for fulltime employees. Maintaining four different classification and compensation schedules, in addition to part time employee and seasonal classification and compensation structures is not a best practice. Of particular concern is that similarly situated positions, often doing similar work are paid on different scales.

Additionally, the classification of positions in the A structure has only one title in each of the grades which contributes to the challenges of evaluating survey data, as does reviewing only salary, without a review of classification. A best practice is to create a structure that bands positions into a classification, rather than have individual salary rates.

The following Table identifies factors that can contribute to the challenges of analysis of positions across organizations and help explain outliers.

FACTOR	DISCUSSION
Title Comparison	A survey of titles can be challenging. Oftentimes, the same title may have different levels of responsibility, which can skew the results. Example: IT titles can have varying responsibilities.
Data Points	Because of unique titles, many titles did not have sufficient data points to provide accurate data comparisons
Organizational/Staffing Structure	Staffing levels and classification structures can impact salary survey results. For example, a large municipality may have more positions, which may be specialized, or have narrow responsibilities, whereas a smaller municipality, with fewer staff, may have broader responsibility.
Salary Ranges	It is common for salary ranges to be outdated, which contributes to data being skewed. Even though many municipalities report minimum salary ranges, it is not known if they actually hire or compensate employees at the minimum.

## Salary Schedule Discussion and Finding

In classification evaluation, it is important to note that each municipality is different and the comparability within an organization is as important, if not more so, than external comparability. In reviewing the salary data, the groups performed differently in the survey. It is also important to note that survey results of “above” or “below” the market averages and medians are relative to the salary ranges. A position maximum may be less than the market maximum, but it does not mean the position is not paid within the market. It means, the top of the range may not align, but it does not mean an individual is ‘underpaid.’

Within the A group, data was collected for five of the eight titles. 80% of the maximum of the range of the titles with sufficient data comparisons are below the market maximum of the range. As noted above, it does not mean the employees in those positions are “underpaid,” it means the range is not as broad as the market range. However, it is an indicator the Town should review the compensation structure. The positions are likely in the market, but not at the top. Additionally, based on the survey results, the town should do an evaluation of the classification of the positions in the A group to determine appropriate ranges.

The positions in the O and CC groups appear to be classified appropriately. This is revealed in the survey data which aligns with the grades within the group, meaning the survey data shows similar salaries for the grouped positions. While approximately half of the titles have maximum salaries below the market maximum, most of these can easily be explained in the Table above. For example, many of the titles do not necessarily have the same level, scope and responsibilities as similar titles in other municipalities. Additionally, Orleans has many unique titles, such as using the phrase “Assistant to” which contributes to the challenges of salary comparison. Without conducting a comprehensive review of the classification of the positions, it is difficult to make solid finding.

The SW group positions appear to be classified appropriately. The salary ranges in this group are closer to the market ranges than the other groups, which is an indicator that the titles are accurate and likely consistent across the survey municipalities.

## Recommendations

Another phase of the project is a classification and compensation review of regular part time positions. It is recommended the Town consider conducting a comprehensive review of the classification structure of full time positions as well. The market survey is a useful tool if the classification structure is accurate. Without analyzing duties, using titles alone contributes to the challenges. Additionally, conducting a review across the organization as a whole will enable the Town to review organizational, pay equity, efficiency and succession planning.

## Closing

The Collins Center would like to thank Liana Surdut, Assistant Town Manager, for her support and assistance on this project. It could not have been done without her.

# Market Salary Survey Minimum Summary

DEPARTMENT	EXISTING TITLE	ORLEANS GRADE	ORLEANS MINIMUM HOURLY RATE	ORLEANS MAXIMUM HOURLY RATE	SURVEY AVERAGE MINIMUM	SURVEY MEDIAN MINIMUM	ORLEANS MINUS AVERAGE MINIMUM	ORLEANS MINUS MEDIAN MINIMUM
DPW	DPW Director	A19	\$54.32	\$69.53	\$51.40	\$50.90	\$2.92	\$3.42
Town Hall	Asst Town Administrator	A17	\$48.34	\$61.88	\$52.65	\$49.42	\$4.31	\$1.08
DPW	Building & Facilities Manager	A13	\$38.29	\$49.02	\$38.52	\$39.74	\$0.23	\$1.45
Finance	Town Accountant	A13	\$38.29	\$49.02	\$40.07	\$39.74	\$1.77	\$1.44
Town Hall	Licensing & Procurement Director	A12	\$35.45	\$45.38				
DPW	Asst Building & Facilities Manager	A10	\$30.97	\$39.64				
DPW	Building & Facilities Maint. Tech.	A8	\$27.56	\$35.28				
Town Hall	Administrative Assistant	A7	\$26.00	\$33.29	\$29.14	\$28.45	\$3.13	\$2.45
Media	Media Program Coordinator	CC9	\$29.57	\$37.87	\$29.94	\$29.44	\$0.37	\$0.13
Health	Assistant Health Agent	CC8	\$27.90	\$35.72	\$28.83	\$28.49	\$0.93	\$0.59
Building	Asst. Building Inspector	CC8	\$27.90	\$35.72	\$31.87	\$32.39	\$3.97	\$4.49
COA	Asst. To COA Director	CC8	\$27.90	\$35.72				
DPW/Highway	Asst. To DPW Director	CC8	\$27.90	\$35.72	\$27.32	\$27.37	\$0.58	\$0.53
COA	COA Day Center Director	CC8	\$27.90	\$35.72				
COA	Program Coordinator	CC8	\$27.90	\$35.72				
COA	Social Service Coordinator	CC8	\$27.90	\$35.72	\$30.40	\$29.35	\$2.50	\$1.45
Library	Staff Librarian	CC8	\$27.90	\$35.72	\$27.73	\$27.68	\$0.17	\$0.22
Town Clerk	Assistant Town Clerk	CC7	\$25.98	\$33.26	\$29.22	\$28.70	\$3.24	\$2.72
Assessing	Business Manager	CC7	\$25.98	\$33.26	\$27.55	\$27.55	\$1.57	\$1.57
Media	Multi-Media Technician	CC7	\$25.98	\$33.26				
Multiple dept.	Office Manager	CC7	\$25.98	\$33.26	\$29.89	\$28.28	\$3.91	\$2.30
COA	Outreach Worker	CC7	\$25.98	\$33.26	\$24.48	\$25.87	\$1.51	\$0.11
Treasurer/Collector	Principal Account Clerk	CC8	\$24.18	\$30.97				
Fire & Police dept.	Public Safety Dispatcher	CC6	\$24.18	\$30.97	\$26.40	\$27.15	\$2.22	\$2.97
COA	Asst Day Center Director	CC5	\$22.73	\$29.10				

DEPARTMENT	EXISTING TITLE	ORLEANS GRADE	ORLEANS MINIMUM HOURLY RATE	ORLEANS MAXIMUM HOURLY RATE	SURVEY AVERAGE MINIMUM	SURVEY MEDIAN MINIMUM	ORLEANS MINUS AVERAGE MINIMUM	ORLEANS MINUS MEDIAN MINIMUM
Multiple dept.	Principal Clerk	CC5	\$22.73	\$29.10	\$24.67	\$24.10	\$1.94	\$1.37
COA	Kitchen Program Asst/Cook	CC4	\$21.37	\$27.36				
Library	Library Assistant	CC3	\$19.40	\$24.85	\$20.72	\$20.76	\$1.32	\$1.36
Planning	Director of Planning & Community Development	O17	\$49.29	\$63.10	\$45.21	\$45.98	\$4.08	\$3.31
DPW/Beaches	Natural Resource Manager	O15	\$43.87	\$56.16	\$40.51	\$39.03	\$3.36	\$4.84
DPW/Water	Water Superintendent	O15	\$43.87	\$56.16				
Assessing	Assessor	O14	\$41.39	\$52.98	\$43.38	\$43.43	\$1.99	\$2.04
Building	Building Commissioner	O14	\$41.39	\$52.98	\$43.55	\$44.10	\$2.16	\$2.71
Library	Library Director	O14	\$41.39	\$52.98	\$41.81	\$41.86	\$0.43	\$0.47
DPW/Highway	Public Works Manager	O14	\$41.39	\$52.98				
COA	COA Director	O13	\$39.05	\$49.98	\$38.99	\$36.85	\$0.05	\$2.20
Health	Health Agent	O13	\$39.05	\$49.98	\$38.54	\$38.83	\$0.50	\$0.22
MIS	MIS Coordinator	O13	\$39.05	\$49.98	\$41.89	\$44.15	\$2.84	\$5.10
Treasurer/Collector	Town Treasurer/Collector	O13	\$39.05	\$49.98	\$43.63	\$41.47	\$4.59	\$2.42
Conservation	Conservation Agent	O12	\$36.15	\$46.28	\$34.26	\$33.76	\$1.90	\$2.39
MIS	IT Specialist	O12	\$36.15	\$46.28	\$30.88	\$27.28	\$5.27	\$8.87
Recreation	Recreation Director	O12	\$36.15	\$46.28	\$37.22	\$36.85	\$1.06	\$0.70
Town Clerk	Town Clerk	O12	\$36.15	\$46.28	\$37.82	\$39.31	\$1.67	\$3.15
DPW/Water	Asst Water Superintendent	O11	\$33.48	\$42.85				
DPW/Highway	Asst Highway /Disposal Manager	O10	\$31.58	\$40.43				
Library	Asst Library Director	O10	\$31.58	\$40.43	\$32.44	\$31.07	\$0.86	\$0.52
Planning	Asst Planner	O10	\$31.58	\$40.43	\$38.68	\$33.22	\$7.10	\$1.64
DPW/Beaches	Asst Harbormaster/Dpty Shellfish Const.	O9	\$29.79	\$38.14	\$26.57	\$27.76	\$3.22	\$2.03
Finance	Asst Town Accountant	O8	\$28.11	\$35.98	\$30.30	\$28.94	\$2.19	\$0.83
Treasurer/Collector	Asst Treasurer/Collector	O8	\$28.11	\$35.98	\$30.25	\$28.94	\$2.15	\$0.83
DPW/Beaches	Natural Resource Officer/Beach Director	O8	\$28.11	\$35.98	\$30.32	\$30.45	\$2.22	\$2.34

DEPARTMENT	EXISTING TITLE	ORLEANS GRADE	ORLEANS MINIMUM HOURLY RATE	ORLEANS MAXIMUM HOURLY RATE	SURVEY AVERAGE MINIMUM	SURVEY MEDIAN MINIMUM	ORLEANS MINUS AVERAGE MINIMUM	ORLEANS MINUS MEDIAN MINIMUM
DPW/Beaches	Natural Resource Officer/Shorebird Specialist	O8	\$28.11	\$35.98	\$21.82	\$18.00	\$6.29	\$10.11
DPW/Parks & Water	Foreman	SW9	\$30.03	\$38.44	\$31.44	\$29.79	\$1.41	\$0.24
DPW/Disposal	Disposal Operator	SW8	\$28.34	\$36.26	\$26.71	\$27.37	\$1.63	\$0.97
DPW/Highway	Mechanic	SW8	\$28.34	\$36.26	\$29.36	\$30.17	\$1.02	\$1.83
DPW/Water	Senior Water Treatment Operator	SW7	\$26.73	\$34.22				
DPW/Highway	Asst Mechanic	SW6	\$25.21	\$32.28				
DPW/Highway	Senior Equipment Operator	SW6	\$25.21	\$32.28	\$27.91	\$28.11	\$2.70	\$2.90
DPW/Parks	Senior Maintenance Worker	SW6	\$25.21	\$32.28				
DPW/Water	Water Service Inspector	SW6	\$25.21	\$32.28				
DPW/Water	Water Service Technician	SW6	\$25.21	\$32.28				
DPW	Equipment Operator	SW5	\$23.78	\$30.43	\$24.91	\$26.15	\$1.13	\$2.37
DPW/Disposal	Gate Attendant	SW5	\$23.78	\$30.43	\$21.84	\$21.56	\$1.94	\$2.22
DPW/Parks	Maintenance Worker	SW5	\$23.78	\$30.43	\$25.42	\$23.45	\$1.64	\$0.33
DPW/Water	Water Meter Repair Technician	SW5	\$23.78	\$30.43				
DPW/Highway	Skilled Laborer	SW4	\$22.44	\$28.72	\$25.06	\$21.21	\$2.62	\$1.23
DPW/Highway	Laborer/Custodian	SW3	\$21.17	\$27.09	\$21.52	\$20.75	\$0.35	\$0.42

## Market Salary Survey Maximum Summary

DEPARTMENT	EXISTING TITLE	ORLEANS GRADE	ORLEANS MINIMUM HOURLY RATE	ORLEANS MAXIMUM HOURLY RATE	SURVEY AVERAGE MAXIMUM	SURVEY MEDIAN MAXIMUM	ORLEANS MINUS AVERAGE MAXIMUM	ORLEANS MINUS MEDIAN MAXIMUM
DPW	DPW Director	A19	\$54.32	\$69.53	\$69.85	\$69.93	\$0.32	\$0.40
Town Hall	Asst Town Administrator	A17	\$48.34	\$61.88	\$67.59	\$64.96	\$5.71	\$3.08
DPW	Building & Facilities Manager	A13	\$38.29	\$49.02	\$47.74	\$49.66	\$1.28	\$0.64
Finance	Town Accountant	A13	\$38.29	\$49.02	\$54.52	\$52.56	\$5.50	\$3.54
Town Hall	Licensing & Procurement Director	A12	\$35.45	\$45.38				
DPW	Asst Building & Facilities Manager	A10	\$30.97	\$39.64				
DPW	Building & Facilities Maint. Tech.	A8	\$27.56	\$35.28	\$38.32	\$37.55	\$3.04	\$2.27
Town Hall	Administrative Assistant	A7	\$26.00	\$33.29	\$37.44	\$39.57	\$4.15	\$6.28
Media	Media Program Coordinator	CC9	\$29.57	\$37.87	\$43.05	\$43.64	\$5.18	\$5.77
Health	Assistant Health Agent	CC8	\$27.90	\$35.72	\$37.03	\$38.34	\$1.31	\$2.62
Building	Asst. Building Inspector	CC8	\$27.90	\$35.72	\$41.70	\$41.45	\$5.98	\$5.73
COA	Asst. To COA Director	CC8	\$27.90	\$35.72	\$30.84	\$30.84	\$4.88	\$4.88
DPW/Highway	Asst. To DPW Director	CC8	\$27.90	\$35.72	\$33.79	\$33.46	\$1.93	\$2.26
COA	COA Day Center Director	CC8	\$27.90	\$35.72				
COA	Program Coordinator	CC8	\$27.90	\$35.72	\$31.28	\$31.75	\$4.44	\$3.97
COA	Social Service Coordinator	CC8	\$27.90	\$35.72	\$35.40	\$34.51	\$0.32	\$1.22
Library	Staff Librarian	CC8	\$27.90	\$35.72	\$34.81	\$36.54	\$0.91	\$0.82
Town Clerk	Assistant Town Clerk	CC7	\$25.98	\$33.26	\$36.02	\$36.35	\$2.76	\$3.09
Assessing	Business Manager	CC7	\$25.98	\$33.26				
Media	Multi-Media Technician	CC7	\$25.98	\$33.26				
Multiple dept.	Office Manager	CC7	\$25.98	\$33.26	\$37.44	\$35.89	\$4.18	\$2.63
COA	Outreach Worker	CC7	\$25.98	\$33.26	\$33.91	\$32.89	\$0.65	\$0.37
Treasurer/Collector	Principal Account Clerk	CC8	\$24.18	\$30.97				
Fire & Police dept.	Public Safety Dispatcher	CC6	\$24.18	\$30.97	\$32.20	\$31.53	\$1.23	\$0.56



DEPARTMENT	EXISTING TITLE	ORLEANS GRADE	ORLEANS MINIMUM HOURLY RATE	ORLEANS MAXIMUM HOURLY RATE	SURVEY AVERAGE MAXIMUM	SURVEY MEDIAN MAXIMUM	ORLEANS MINUS AVERAGE MAXIMUM	ORLEANS MINUS MEDIAN MAXIMUM
COA	Asst Day Center Director	CC5	\$22.73	\$29.10				
Multiple dept.	Principal Clerk	CC5	\$22.73	\$29.10	\$31.46	\$31.98	\$2.36	\$2.88
COA	Kitchen Program Asst/Cook	CC4	\$21.37	\$27.36				
Library	Library Assistant	CC3	\$19.40	\$24.85	\$25.94	\$26.86	\$1.09	\$2.01
Planning	Director of Planning & Community Development	O17	\$49.29	\$63.10	\$59.15	\$57.36	\$3.95	\$5.75
DPW/Beaches	Natural Resource Manager	O15	\$43.87	\$56.16	\$54.13	\$53.54	\$2.03	\$2.62
DPW/Water	Water Superintendent	O15	\$43.87	\$56.16	\$63.25	\$61.45	\$7.09	\$5.29
Assessing	Assessor	O14	\$41.39	\$52.98	\$55.73	\$54.94	\$2.74	\$1.96
Building	Building Commissioner	O14	\$41.39	\$52.98	\$58.06	\$59.23	\$5.07	\$6.25
Library	Library Director	O14	\$41.39	\$52.98	\$57.09	\$59.44	\$4.11	\$6.46
DPW/Highway	Public Works Manager	O14	\$41.39	\$52.98	\$49.18	\$51.63	\$3.80	\$1.36
COA	COA Director	O13	\$39.05	\$49.98	\$48.89	\$48.87	\$1.10	\$1.12
Health	Health Agent	O13	\$39.05	\$49.98	\$47.74	\$44.54	\$2.24	\$5.44
MIS	MIS Coordinator	O13	\$39.05	\$49.98	\$56.56	\$56.19	\$6.57	\$6.20
Treasurer/Collector	Town Treasurer/Collector	O13	\$39.05	\$49.98	\$56.33	\$56.17	\$6.35	\$6.19
Conservation	Conservation Agent	O12	\$36.15	\$46.28	\$43.73	\$44.38	\$2.55	\$1.90
MIS	IT Specialist	O12	\$36.15	\$46.28	\$40.89	\$33.86	\$5.39	\$12.42
Recreation	Recreation Director	O12	\$36.15	\$46.28	\$48.04	\$48.87	\$1.76	\$2.59
Town Clerk	Town Clerk	O12	\$36.15	\$46.28	\$45.95	\$46.28	\$0.33	\$0.00
DPW/Water	Asst Water Superintendent	O11	\$33.48	\$42.85	\$45.67	\$42.53	\$2.82	\$0.32
DPW/Highway	Asst Highway /Disposal Manager	O10	\$31.58	\$40.43				
Library	Asst Library Director	O10	\$31.58	\$40.43	\$42.27	\$42.10	\$1.84	\$1.67
Planning	Asst Planner	O10	\$31.58	\$40.43	\$43.92	\$41.02	\$3.50	\$0.59
DPW/Beaches	Asst Harbormaster/Dpty Shellfish Const.	O9	\$29.79	\$38.14	\$34.10	\$36.84	\$4.04	\$1.30
Finance	Asst Town Accountant	O8	\$28.11	\$35.98	\$40.97	\$37.62	\$4.99	\$1.64
Treasurer/Collector	Asst Treasurer/Collector	O8	\$28.11	\$35.98	\$37.71	\$36.44	\$1.73	\$0.46

DEPARTMENT	EXISTING TITLE	ORLEANS GRADE	ORLEANS MINIMUM HOURLY RATE	ORLEANS MAXIMUM HOURLY RATE	SURVEY AVERAGE MAXIMUM	SURVEY MEDIAN MAXIMUM	ORLEANS MINUS AVERAGE MAXIMUM	ORLEANS MINUS MEDIAN MAXIMUM
DPW/Beaches	Natural Resource Officer/Beach Director	O8	\$28.11	\$35.98	\$36.95	\$37.35	\$0.97	\$1.37
DPW/Beaches	Natural Resource Officer/Shorebird Specialist	O8	\$28.11	\$35.98	\$28.15	\$27.43	\$7.83	\$8.55
DPW/Parks & Water	Foreman	SW9	\$30.03	\$38.44	\$35.92	\$34.28	\$2.52	\$4.16
DPW/Disposal	Disposal Operator	SW8	\$28.34	\$36.26	\$30.74	\$31.74	\$5.52	\$4.52
DPW/Highway	Mechanic	SW8	\$28.34	\$36.26	\$33.80	\$34.55	\$2.47	\$1.71
DPW/Water	Senior Water Treatment Operator	SW7	\$26.73	\$34.22				
DPW/Highway	Asst Mechanic	SW6	\$25.21	\$32.28				
DPW/Highway	Senior Equipment Operator	SW6	\$25.21	\$32.28	\$32.49	\$32.36	\$0.21	\$0.07
DPW/Parks	Senior Maintenance Worker	SW6	\$25.21	\$32.28				
DPW/Water	Water Service Inspector	SW6	\$25.21	\$32.28				
DPW/Water	Water Service Technician	SW6	\$25.21	\$32.28				
DPW	Equipment Operator	SW5	\$23.78	\$30.43	\$30.49	\$31.74	\$0.06	\$1.31
DPW/Disposal	Gate Attendant	SW5	\$23.78	\$30.43	\$25.26	\$25.94	\$5.17	\$4.49
DPW/Parks	Maintenance Worker	SW5	\$23.78	\$30.43	\$32.22	\$32.09	\$1.79	\$1.66
DPW/Water	Water Meter Repair Technician	SW5	\$23.78	\$30.43				
DPW/Highway	Skilled Laborer	SW4	\$22.44	\$28.72	\$28.26	\$27.36	\$0.46	\$1.37
DPW/Highway	Laborer/Custodian	SW3	\$21.17	\$27.09	\$25.63	\$25.52	\$1.46	\$1.57