

**City of Jacksonville –
Office of General Counsel, FL**

Compensation Study

August 2024



Gallagher

Insurance | Risk Management | Consulting

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Table of Contents

INTRODUCTION	3
UNDERSTANDING PAY SYSTEMS	4
Objectives of Pay Systems.....	4
Basic Pay System Elements.....	4
Compensation Philosophy.....	5
PAY SYSTEM IMPLEMENTATION AND SYSTEM ADMINISTRATION	6
Implementation and Administration	6
Long-Term Salary Administration.....	6
Pay System Management.....	7
PAY REVIEW AND METHODOLOGY.....	8
Purpose of Study.....	8
Project Activities.....	8
Data Sources	9
Survey Methodology: Data Collection.....	9
Survey Methodology: Quality Assurance.....	10
Survey Methodology: Aging	10
Survey Methodology: Geographic Differentials.....	10
SUMMARY OF FINDINGS.....	11
Market Comparison – Actual Pay	11
OBSERVATIONS & RECOMMENDATIONS	12
IMPLEMENTATION OPTIONS.....	13



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INTRODUCTION

The City of Jacksonville - Office of General Counsel in Jacksonville, FL contracted with Gallagher Benefit Services, Inc. (GBS) to conduct a compensation study.

Arthur J. Gallagher & Co. opened its doors for business in 1927 and is still “growing strong” because of a practiced ability to help clients think ahead. Founded by its namesake who was previously the leading producer for Chicago’s largest insurance brokerage, Gallagher is now one of the world’s largest human capital, insurance brokerage, and risk management services firms. Headquartered in Rolling Meadows, IL, we have operations in 33 countries, and extend our client-service capabilities to more than 90 countries through a global network of correspondent brokers and consultants.

The ideals, principles and values embodied by the founder whose name still appears on our door are part of our corporate DNA. Gallagher’s approach to business, cultivated through three generations of family leadership, has always centered on creating relationship value as true partners to our clients.

Gallagher’s interactions with you will be straightforward and candid. By earning the trust of our clients, we have sustained a reputation for ethics and a commitment to transparency that continue to contribute to our growth. Gallagher was the first insurance broker named to the Ethisphere® Institute’s annual list of the World’s Most Ethical Companies in 2012 — and has earned this recognition for nine consecutive years, through 2023. This is a tremendous achievement: less than 150 companies based in 23 countries and representing 57 industry categories receive this honor annually. Gallagher is the only insurance broker to have ever been recognized.

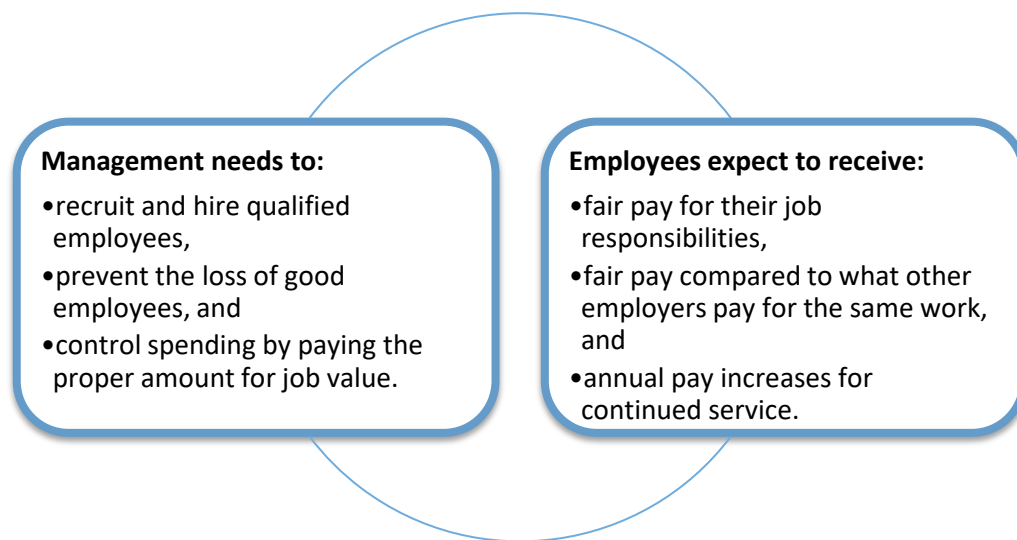
The high standards of conduct we have set for our external professional relationships are the same rules we follow internally. The Gallagher Way, a one-page document that outlines our 25 shared values, was written in 1984 but is just as culturally relevant today. It speaks to the value of relationships and several tenets set guidelines for ethical behavior. Gallagher combines innovative solutions, thoughtful advice, and honest business practices to minimize risk and help fuel your success.

Our Public Sector & Higher Education practice has been in business since 1981, serving clients in the public space with the utmost integrity, customer care, and delivery of strategic services focused on compensation and classification, strategic and operational people centric programs and services, and collaborative partnerships with public sector, non-profit, and higher education organizations.

UNDERSTANDING PAY SYSTEMS

Objectives of Pay Systems

All organizations have everyday management needs and employee expectations that must be translated into pay practices. An effective pay system should address the organization's needs and its employees' expectations.



Basic Pay System Elements

Job Families

A job family includes jobs that share common characteristics and are grouped into a common pay structure. These characteristics include the type of work performed, the competitive job market, potential career paths for employees, and state and federal laws regulating wages and salaries.

Pay Grades

Compensable job factors such as skill, effort, and responsibility serve as the basis for assigning jobs to different pay levels to achieve internal pay equity among employees. The greater the degree of skill, effort, and responsibility required by a job, the higher the level of pay. Jobs that have similar value and are grouped into the same range of pay are assigned or classified to pay grades.

Job Pricing

While objective job evaluation and classification contributes to internal pay equity, job pricing contributes to external pay equity. Job pricing uses data collected from salary and wage surveys of other employers to determine the external market value of benchmark jobs. This data is used to set pay ranges that are competitive with the external job market. Because jobs have been analyzed and classified into groups of similar value, job pricing does not require a survey match for each unique job.

Job Market

Job markets may be different for different employee groups. By definition, a job market represents the employers that an organization typically competes with to attract and retain employees. Professional employees may be recruited from a larger geographic area than paraprofessional or auxiliary employees. Schools may be the only competitors for instructional positions while other types of businesses may be competitors for business or technology jobs. For this reason, different job markets and survey sources may be used to accurately assess the true competitive job market.

Pay Structure

The pay structure itself is the key management tool that provides control over an organizations competitive position in the marketplace and internal pay equity among current employees. Designing the pay structure involves setting the proper control points (minimum, midpoint, and maximum rates of pay) for each pay grade and ensuring that appropriate pay differentials between pay grade levels are established.

Issues that must be weighed and balanced in the design of pay structures include:

- positioning the Office of General Counsel competitively,
- impact on current pay practices,
- adequate pay differentials for higher levels of job responsibility,
- internal consistency and rationality, and
- controlled variance within each pay range.

Compensation Philosophy

A compensation philosophy is simply a formal statement documenting the company's position about employee compensation. It explains the "why" behind employee pay and creates a framework for consistency.



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Why is having one important?

1. Helps support business strategy
2. Aids in attracting top talent (market competitiveness/position)
3. Increases employee engagement and motivation
4. Ensures fairness and equity
5. Increases retention and talent development (career growth/progression)
6. Helps manage labor cost
7. Ensures legal and regulatory compliance
8. Promotes transparency and communication

PAY SYSTEM IMPLEMENTATION AND SYSTEM ADMINISTRATION

Implementation and Administration

Current employees may be paid outside the recommended pay ranges initially. Decisions must be made during this transition period about how to deal with employees who are paid outside the pay range for their position. If employees are paid below the minimum rate of their pay range, additional adjustments should be provided to increase their pay to at least the minimum rate of pay. If employees are paid above the maximum of the pay range, they are left outside the range. No employee pay should be reduced in this event.

Employees advance in pay through annual pay adjustments and tied to budget planning. These management decisions are based on current economic conditions, including projected revenues and market competition.

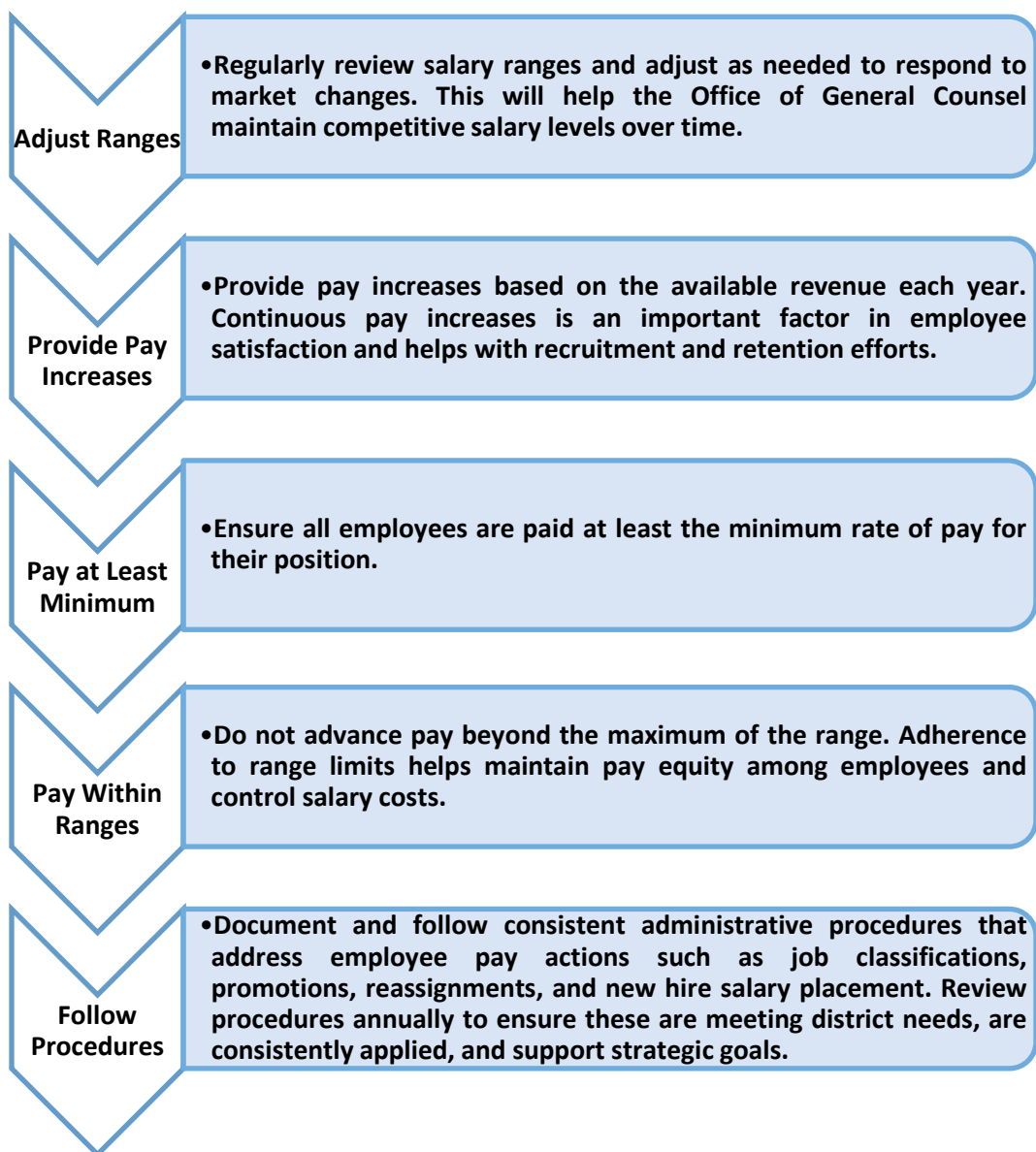
Long-Term Salary Administration

For any pay plan to meet its intended goals on a long-term basis, it must be updated regularly and administered properly. Salary administration involves four primary activities requiring administrative decisions:

- adjusting pay ranges for job market changes and general economic inflation,
- budgeting for annual salary increases for employees,
- placing new employees in the system, and
- calculating special increases for promotions or other job changes.

Pay System Management

The recommendations provided help ensure a market-competitive and equitable system for the Office of General Counsel. However, pay systems are dynamic and are impacted by numerous factors. To maintain a competitive and equitable system, the Office of General Counsel must work to manage its pay system over time. Following are recommendations to aid the Office of General Counsel in this endeavor:





PAY REVIEW AND METHODOLOGY

Purpose of Study

This study was conducted to objectively examine the competitive job market and make recommendations for internally fair and externally competitive pay practices. The project included the following processes:

- Conduct a compensation salary study using data from a variety of published salary survey sources, as well as a Custom Survey of selected organizations identified by the Office of General Counsel and project team.
- Assist the Office of General Counsel in identifying roles and employees who may be paid outside of a competitive market rate.
- Assist in administering and adjusting compensation of employees in the identified positions, and
- Provide guidance to the Office of General Counsel regarding an implementation plan of the recommended changes as financial resources allow

Project Activities

The following tasks were completed during the study.

- **Initial planning and data collection**
Consultants conferred with the Office of General Counsel leadership to ensure a clear understanding of the concerns and objectives for the study. Pay data collected on personnel employed at the start of the project was used for modeling proposed pay plans and costs.
- **Assess competitive pay levels for common jobs**
The competitive job market group was discussed and agreed upon by the Office of General Counsel. Consultants analyzed market data to determine where the Office of General Counsel is at risk and identified jobs that may need to be adjusted to stay competitive with the external market.
- **Build or align pay range structures**
Develop new pay ranges for each position, with the midpoints anchored at the market median of all survey sources.
- **Highlighted certain positions that may require pay adjustments or grade/range re-alignment**
All jobs were evaluated based on the current salary scale to understand the internal hierarchy of positions across the Office of General Counsel.

Data Sources

Data sources for this project were obtained from:

Published Sources

- CompData
- Economic Research Institute (ERI)
- Mercer
- Willis Towers Watson (WTW)
- Gallagher
- Baker Gilmore In-House Counsel Compensation Report
- International Municipal Lawyers Association (IMLA)

Custom Sources

The following comparison organizations were invited to participate in a custom survey with the aggregate data results to be utilized to make market comparisons. Because the landscape of the labor market in Jacksonville is heavily driven by private practice law firms, they made up a majority of those organizations surveyed.

Market Comparators	Responded	Market Comparators	Responded
Akerman LLP		Holland & Knight	
Baptist Health Systems	X	Jackson Lewis Pc	
Broward County Attorney's Office	X	Jimmerson Birr P.A.	X
Burr & Forman LLP		Marks Gray, P.A.	X
Carr Allison		McGuire Woods LLP	X
City of Tampa	X	Miami Dade	X
Costangy, Brooks, Smith & Prophete, LLP	X	Murphy & Anderson, P.A.	
CSX Transportation, Inc.	X	Orr Cook	
Driver, McAfee, Hawthorne & Diebenow, PLLC	X	Orlando Utilities Commission	
Fidelity National Financial	X	Rogers Towers, P.A.	
Foley & Lerner LLP	X	Shutts & Bowen LLP	
Florida State University		Smith Hulsey Law	X
GrayRobinson, PA		Smith, Gambrell & Russell LLP	X
Gunster	X	University of Florida	

Survey Methodology: Data Collection

Gallagher consultants matched only those jobs that reflected at least 80 percent of the duties as outlined in the benchmark summaries. Once peer data was collected, if there were any questions about job matching, Gallagher referenced job descriptions, organizational charts and other information to verify



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that the match was valid. Gallagher conducted quality assurance on the data collected for additional position matches for all peer organizations. Data leveraged was the most recently available information through published survey sources. Gallagher follows the U.S. Department of Justice and Federal Trade Commission guidelines that state five job matches should exist to conduct statistical analyses or drawing conclusions.

Survey Methodology: Quality Assurance

Gallagher performed several reviews of the data to identify any outlier data and to ensure validity and reliability of the data. Through a statistical analysis, any salary figures that were considered extreme in relation to all other salary figures were excluded. Various statistics were calculated (25th, 50th, & 75th percentiles) in analyzing the data. Once the analysis and report was completed, it was submitted internally through our firm's quality control process for review before it was submitted to the Office of General Counsel.

Survey Methodology: Aging

All data was trended forward to be more effective for a current point in time. All data was aged to August 1, 2024, using salary budget and salary structure trending factors from the WorldatWork salary trend survey:

- **5 percent** salary budget increase
- **2.65 percent** salary structure adjustment

Survey Methodology: Geographic Differentials

Applying geographic differentials is a sound compensation practice to normalize data obtained from various locations. This results in more precise figures for use in analyzing and setting pay. Just as data are trended forward to be more effective for a current point in time, data should be adjusted to reflect cost of labor differences between geographic areas. Gallagher used geographic differential data, obtained from Economic Research Institute, to normalize salary data to the equivalent cost of labor for the Office of General Counsel.

SUMMARY OF FINDINGS

Market Comparison – Actual Pay

We were able to find sufficient market data on all 11 jobs within the Office of the General Counsel in order to make a market comparison. On average, all jobs are paid 19 percent below market median.

The following table shows the summary comparison to the market percentiles, and shows how the comparison to market changes depending on the Comparison Group used:

Comparison Group	Comparison to Market 25 th %	Comparison to Market 50 th % (Median)	Comparison to Market 75 th %
All Data Sources (11 of 11 jobs)	-4%	-19%	-33%
Only Published Data Sources (11 of 11 jobs)	5%	-10%	-22%
Only Custom Data Sources (6 of 11 jobs)	-14%	-26%	-38%

*Attached appendix has salary information at the job level detail.

The following guidelines are used to determine the competitive nature of current compensation.





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OBSERVATIONS & RECOMMENDATIONS

- Based on our findings, the Office of the General Counsel is significantly misaligned with the market across all comparison groups, with the largest difference being when comparing only to the Custom comparator group
- Assign positions to the newly established salary structure, by placing the positions in the grade that is most closely aligned with the market median.
- Make appropriate pay adjustments to employees based on the implementation options outlined below.
 - Adjust any employee to at least the minimum of newly assigned pay grade.
- The salary structure should be adjusted by a structure movement trend factor every year to remain competitive with the market.
- Salary advancement through the structure should be linked to performance or other quantifiable measures.
- In addition to adjusting the salary structure each year to keep pace with the market, the Office of General Counsel should conduct a comprehensive market compensation study every three to five years.

IMPLEMENTATION OPTIONS

Pay Plan Option I:

- Anchored at market median using all survey sources
- Grades 1 – 3 are to be utilized for non-Attorney roles
- Grades A1 – A7 are to be utilized for Attorneys and General Counsel

Option I									
Proposed Pay Structure									
Pay Grade	Range Minimum (Annual)	Range Midpoint (Annual)	Range Maximum (Annual)	Range Minimum (Hourly)	Range Midpoint (Hourly)	Range Maximum (Hourly)	Midpoint Progression	Midpoint Offset	Range Spread
1	\$45,156.80	\$54,080.00	\$63,003.20	\$21.71	\$26.00	\$30.29	-	16.5%	40.0%
2	\$54,246.40	\$66,560.00	\$78,873.60	\$26.08	\$32.00	\$37.92	23.1%	18.5%	45.0%
3	\$66,560.00	\$83,200.00	\$99,840.00	\$32.00	\$40.00	\$48.00	25.0%	20.0%	50.0%
				\$0.00	\$0.00	\$0.00			
A1	\$110,073.60	\$137,592.00	\$165,110.40	\$52.92	\$66.15	\$79.38	-	20.0%	50.0%
A2	\$121,097.60	\$151,361.60	\$181,625.60	\$58.22	\$72.77	\$87.32	10.0%	20.0%	50.0%
A3	\$133,681.60	\$170,289.60	\$206,897.60	\$64.27	\$81.87	\$99.47	12.5%	21.5%	55.0%
A4	\$153,732.80	\$195,832.00	\$237,931.20	\$73.91	\$94.15	\$114.39	15.0%	21.5%	55.0%
A5	\$173,409.60	\$225,201.60	\$276,993.60	\$83.37	\$108.27	\$133.17	15.0%	23.0%	60.0%
A6	\$203,756.80	\$264,617.60	\$325,478.40	\$97.96	\$127.22	\$156.48	17.5%	23.0%	60.0%
A7	\$249,745.60	\$330,782.40	\$411,819.20	\$120.07	\$159.03	\$197.99	25.0%	24.5%	65.0%

Pay Plan Option II:

- Anchored at market median using all survey sources
- Grades 1 – 3 are to be utilized for non-Attorney roles
- Grades A1 – A5 are to be utilized for Attorneys and General Counsel

Option II									
Proposed Pay Structure									
Pay Grade	Range Minimum (Annual)	Range Midpoint (Annual)	Range Maximum (Annual)	Range Minimum (Hourly)	Range Midpoint (Hourly)	Range Maximum (Hourly)	Midpoint Progression	Midpoint Offset	Range Spread
1	\$45,156.80	\$54,080.00	\$63,003.20	\$21.71	\$26.00	\$30.29	-	16.5%	40.0%
2	\$54,267.20	\$66,580.80	\$78,894.40	\$26.09	\$32.01	\$37.93	23.1%	18.5%	45.0%
3	\$66,580.80	\$83,220.80	\$99,860.80	\$32.01	\$40.01	\$48.01	25.0%	20.0%	50.0%
A1	\$110,073.60	\$137,592.00	\$165,110.40	\$52.92	\$66.15	\$79.38	-	20.0%	50.0%
A2	\$121,513.60	\$154,793.60	\$188,073.60	\$58.42	\$74.42	\$90.42	12.5%	21.5%	55.0%
A3	\$137,072.00	\$178,006.40	\$218,940.80	\$65.90	\$85.58	\$105.26	15.0%	23.0%	60.0%
A4	\$161,283.20	\$213,616.00	\$265,948.80	\$77.54	\$102.70	\$127.86	20.0%	24.5%	65.0%
A5	\$205,504.00	\$277,700.80	\$349,897.60	\$98.80	\$133.51	\$168.22	30.0%	26.0%	70.0%

Pay Plan Option III:

- Anchored at market median using only **published survey sources**
- Grades 1 – 3 are to be utilized for non-Attorney roles
- Grades A1 – A7 are to be utilized for Attorneys and General Counsel

Pay Grade	Range Minimum (Annual)	Range Midpoint (Annual)	Range Maximum (Annual)	Range Minimum (Hourly)	Range Midpoint (Hourly)	Range Maximum (Hourly)	Midpoint Progression	Range Spread
1	\$45,156.80	\$54,080.00	\$63,003.20	\$21.71	\$26.00	\$30.29	-	40.0%
2	\$52,228.80	\$64,084.80	\$75,940.80	\$25.11	\$30.81	\$36.51	18.5%	45.0%
3	\$60,756.80	\$75,940.80	\$91,124.80	\$29.21	\$36.51	\$43.81	18.5%	50.0%
A1	\$88,192.00	\$110,240.00	\$132,288.00	\$42.40	\$53.00	\$63.60	-	50.0%
A2	\$103,188.80	\$128,980.80	\$154,772.80	\$49.61	\$62.01	\$74.41	17.0%	50.0%
A3	\$118,456.00	\$150,904.00	\$183,352.00	\$56.95	\$72.55	\$88.15	17.0%	55.0%
A4	\$138,590.40	\$176,550.40	\$214,510.40	\$66.63	\$84.88	\$103.13	17.0%	55.0%
A5	\$166,316.80	\$211,868.80	\$257,420.80	\$79.96	\$101.86	\$123.76	20.0%	55.0%
A6	\$195,769.60	\$254,238.40	\$312,707.20	\$94.12	\$122.23	\$150.34	20.0%	60.0%
A7	\$235,144.00	\$311,438.40	\$387,732.80	\$113.05	\$149.73	\$186.41	22.5%	65.0%

Pay Plan Option IV:

- Anchored at market median using only **published survey sources**
- Grades 1 – 3 are to be utilized for non-Attorney roles
- Grades A1 – A5 are to be utilized for Attorneys and General Counsel

Pay Grade	Range Minimum (Annual)	Range Midpoint (Annual)	Range Maximum (Annual)	Range Minimum (Hourly)	Range Midpoint (Hourly)	Range Maximum (Hourly)	Midpoint Progression	Range Spread
1	\$45,156.80	\$54,080.00	\$63,003.20	\$21.71	\$26.00	\$30.29	-	40.0%
2	\$52,457.60	\$64,355.20	\$76,252.80	\$25.22	\$30.94	\$36.66	19.0%	45.0%
3	\$61,276.80	\$76,585.60	\$91,894.40	\$29.46	\$36.82	\$44.18	19.0%	50.0%
A1	\$88,192.00	\$110,240.00	\$132,288.00	\$42.40	\$53.00	\$63.60	-	50.0%
A2	\$104,707.20	\$133,390.40	\$162,073.60	\$50.34	\$64.13	\$77.92	21.0%	55.0%
A3	\$127,358.40	\$165,401.60	\$203,444.80	\$61.23	\$79.52	\$97.81	24.0%	60.0%
A4	\$169,832.00	\$224,952.00	\$280,072.00	\$81.65	\$108.15	\$134.65	36.0%	65.0%
A5	\$226,387.20	\$305,926.40	\$385,465.60	\$108.84	\$147.08	\$185.32	36.0%	70.0%

APPENDIX

Comparison Group – All Data Sources

City of Jacksonville OGC Job Title	City of Jacksonville OGC Current Incumbent	# of Custom Survey Responses	# of Published Survey Data C	City of Jacksonville OGC Average Salary	Market Value 25th %ile	Comparison to Market 25th %ile	Market Median Value	Comparison to Market Median (50th %ile)	Market Value 75th %ile	Comparison to Market 75th %ile
ATTORNEY I	1	7	5	\$105,000	\$111,310	-6%	\$138,083	-24%	\$153,404	-32%
ATTORNEY II	9	7	4	\$117,704	\$128,542	-8%	\$153,737	-23%	\$215,434	-45%
ATTORNEY III	15	8	4	\$145,222	\$146,093	-1%	\$184,353	-21%	\$233,599	-38%
ATTORNEY IV	12	4	7	\$177,988	\$168,922	5%	\$190,254	-6%	\$223,261	-20%
GENERAL COUNSEL	1	4	9	\$271,625	\$244,519	11%	\$316,753	-14%	\$415,456	-35%
LEGAL ASSISTANT	9	5	5	\$55,588	\$60,503	-8%	\$65,045	-15%	\$74,860	-26%
LEGAL ASSISTANT/PARALEGAL	4	6	5	\$60,106	\$61,267	-2%	\$67,679	-11%	\$76,742	-22%
LEGAL ASSISTANT/SENIOR PARALEGAL	5	7	3	\$69,177	\$73,577	-6%	\$83,386	-17%	\$89,631	-23%
LEGAL CLERK	1	3	4	\$40,000	\$54,157	-26%	\$66,289	-40%	\$86,991	-54%
ATTORNEY V	0	3	5		\$193,848		\$220,861		\$281,197	
ATTORNEY VI	1	4	7	\$210,000	\$212,028	-1%	\$257,647	-18%	\$301,018	-30%
2024 Pay						-4%	2024 Pay		2024 Pay	
								-19%		-33%

Comparison Group: Published Only

City of Jacksonville OGC Job Title	City of Jacksonville OGC Current Incumbent	# of Custom Survey Responses	# of Published Survey Data C	City of Jacksonville OGC Average Salary	Market Value 25th %ile	Comparison to Market 25th %ile	Market Median Value	Comparison to Market Median (50th %ile)	Market Value 75th %ile	Comparison to Market 75th %ile
ATTORNEY I	1	7	5	\$105,000	\$101,278	4%	\$110,471	-5%	\$124,212	-15%
ATTORNEY II	9	7	4	\$117,704	\$110,114	7%	\$133,496	-12%	\$155,251	-24%
ATTORNEY III	15	8	4	\$145,222	\$123,389	18%	\$149,904	-3%	\$175,921	-17%
ATTORNEY IV	12	4	7	\$177,988	\$156,068	14%	\$181,734	-2%	\$204,545	-13%
GENERAL COUNSEL	1	4	9	\$271,625	\$246,112	10%	\$310,862	-13%	\$387,696	-30%
LEGAL ASSISTANT	9	5	5	\$55,588	\$55,689	0%	\$63,219	-12%	\$70,551	-21%
LEGAL ASSISTANT/PARALEGAL	4	6	5	\$60,106	\$57,696	4%	\$65,136	-8%	\$72,728	-17%
LEGAL ASSISTANT/SENIOR PARALEGAL	5	7	3	\$69,177	\$67,006	3%	\$75,556	-8%	\$87,140	-21%
LEGAL CLERK	1	3	4	\$40,000	\$49,101	-19%	\$54,250	-26%	\$64,426	-38%
ATTORNEY V	0	3	5		\$202,149		\$240,124		\$273,401	
ATTORNEY VI	1	4	7	\$210,000	\$197,002	7%	\$234,088	-10%	\$264,244	-21%
2024 Pay						5%	2024 Pay		2024 Pay	
								-10%		-22%



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Comparison Group: Custom Only

City of Jacksonville OGC Job Title	City of Jacksonville OGC Current Incumben	# of Custom Survey Respons	# of Published Survey Data Cu	City of Jacksonville OGC Average Salary	Market Value 25th %ile	Comparison to Market 25th %ile	Market Median Value	Comparison to Market Median (50th %il	Market Value 75th %ile	Comparison to Market 75th %ile
ATTORNEY I	1	7	5	\$105,000	\$121,341	-13%	\$165,694	-37%	\$182,596	-42%
ATTORNEY II	9	7	4	\$117,704	\$146,970	-20%	\$173,979	-32%	\$275,617	-57%
ATTORNEY III	15	8	4	\$145,222	\$168,797	-14%	\$218,801	-34%	\$291,276	-50%
ATTORNEY IV	12	4	7	\$177,988						
GENERAL COUNSEL	1	4	9	\$271,625						
LEGAL ASSISTANT	9	5	5	\$55,588	\$65,316	-15%	\$66,872	-17%	\$79,169	-30%
LEGAL ASSISTANT/PARALEGAL	4	6	5	\$60,106	\$64,839	-7%	\$70,221	-14%	\$80,756	-26%
LEGAL ASSISTANT/SENIOR PARALEGAL	5	7	3	\$69,177	\$80,149	-14%	\$91,216	-24%	\$92,123	-25%
LEGAL CLERK	1	3	4	\$40,000						
ATTORNEY V	0	3	5							
ATTORNEY VI	1	4	7	\$210,000						
					2024 Pay	-14%	2024 Pay	-26%	2024 Pay	-38%



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