



Department of Employee Relations

Tom Barrett
Mayor

Maria Monteagudo
Director

Michael Brady
Employee Benefits Director

Deborah Ford
Labor Negotiator

January 24, 2017

To the Honorable
The Committee on Finance and Personnel
Common Council
City of Milwaukee

Dear Committee Members:

Re: Common Council File Number **161057**

The following classification and pay levels were approved by the Board of Fire and Police Commissioners on **January 12, 2017**:

In the Police Department, sworn Police management positions of Inspector of Police and Assistant Chief of Police were recommended for changes to the compensation structure.

The job evaluation report and letter covering the above position, including the necessary Salary and Positions Ordinance amendments, are attached.

Sincerely,

Maria Monteagudo
Employee Relations Director

MM:fcw

Attachment: Job Evaluation Report
Fiscal Note

C: Mark Nicolini, Dennis Yaccarino, Bryan Rynders, John Ledvina, Nicole Fleck, MaryNell Regan,
Chief of Police Edward Flynn, Assistant Chief Carianne Yerkes, Leslie Siletti, Pamela Roberts, Bryan Rynders,
Dan Rotar





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January 9, 2017

To the Honorable Members of the
Fire and Police Commission
City of Milwaukee
Milwaukee Wisconsin

Dear Commission Members;

-Summary-

This report recommends changes to the pay structure for sworn Police management classifications of Inspector of Police and Assistant Chief of Police in the Milwaukee Police Department (MPD). The realignment of pay ranges will help address the pay compression problems created by the salary increases negotiated for sworn positions represented by the Milwaukee Police Supervisory Organization (MPSO), in conjunction with the 2013-2014, 2015-2016, and 2017 collective bargaining agreements.

Failure to recognize and immediately address the existing pay compression problems will have a negative impact on the Police Chief's ability to attract applicants for these critical leadership positions. The recommended changes to the pay range minimums and maximums are presented below.

<u>Current Title/ # of Positions/Vacancies</u>	<u>Current Pay Range</u>	<u>Proposed Pay Range</u>
Assistant Chief of Police 3 positions	PR 4RX \$103,071 - \$144,306*	\$103,841 - \$145,381
Inspector of Police 5 positions	PR 4QX \$ 85,757 - \$120,064	\$ 97,420 - \$136,395

The pay range maximums create a more appropriate structure and pay differential between sworn management positions within MPD in relation to the classification of Captain of Police within the MPSO. The recommended pay ranges will help address internal equity problems as new appointments are made into leadership positions in the Police Department. The ranges are also consistent with existing pay ranges for other executive/leadership positions in the City. The rates listed are resident rates.

*Rates are based on changes per Part II, Section 5, I, of the Salary Ordinance.



BACKGROUND

Over the last several years Chief Edward Flynn has experienced difficulty attracting members of the MPSO to apply for leadership positions within the Milwaukee Police Department, at the rank of Inspector and above. Although a number of factors contribute to this problem, the most significant reason individuals are not motivated to apply or accept leadership positions within MPD is the structural pay compression problem that exists between the rates of pay of the highest officer rank in the MPSO, Captain of Police, and sworn management leadership positions of Inspector of Police and Assistant Chief of Police.

Structural rates of pay (pay range minimums and maximums) and pay progression salary adjustments (the ability to move through an established pay range on the employees' anniversary date) for members of the MPSO are mandatory subjects of bargaining. Employees represented by the MPSO have received salary adjustments, both across the board increases and step increases, per specific provisions of the labor contracts between the City and the MPSO. In contrast, the rates of pay for sworn management positions were frozen for a four year period from 2009 to 2012 and employees have not been eligible for pay progression within the corresponding pay ranges.

The chart below summarizes the across the board salary increases for both groups since 2012.

Year	MPSO*	Police Sworn Management
2016	2% PP1	0%
	.5% PP14	
	.5% PP25	
2015	2% PP 1	0%
	.5% PP14	
2014	2.5% PP 14	1.0%
2013	2.5% PP14	1.5%
2012	2% PP 1	0%
	1% PP 14	

*In addition to cost of living increases, MPSO members have been eligible for step salary adjustments on their anniversary date.

In the past, the City has strived to maintain wage parity between MPSO and sworn management personnel. Establishing appropriate pay differentials within a quasi-military organization based on nature of work, level of responsibility, and complexity of assignment is critical for a number of reasons as explained below:

1. Senior level and leadership positions within public safety careers are typically filled via internal promotions, not outside recruitment efforts. Individuals who are promoted from within, from the rank of Captain of Police, are able to immediately support and contribute to the department's mission and its strategic goals and objectives instead of devoting time to learning the culture of the organization;
2. Leadership positions in the largest Police Department in the state are not attractive to Captains from other jurisdictions because of the negative impact a separation can have upon benefits driven by payroll status within those jurisdictions and other seniority and job protection considerations; and,
3. Union members relinquish the protections and benefits afforded to them as members of a bargaining unit when promoted to non-civil service positions that serve at the discretion of the Chief of Police.

The pay structures that have resulted from the practices described above have created significant pay compression problems. There are different forms of pay compression. One form of pay compression exists when the pay of one or more employees is very close to the pay of more experienced employees in the same job. Another form of pay compression is when employees in lower-level jobs are paid almost as much as their colleagues in higher-

level jobs, including leadership or managerial positions. According to compensation professionals, a good method for identifying a pay compression problem is to look at areas where the salaries of the direct reports are more than 95 percent of their supervisors' salaries. The table below summarizes the current pay structure of the relevant positions within the MPD.

Title	Number of positions	Pay Range	
		Minimum	Maximum
Chief of Police	1	\$110,689 - \$154,961 (Per the Sal Ord pay is limited by the Mayor's Salary)	
Assistant Chief of Police	3	\$103,070 - \$144,306	
Inspector of Police	5	\$ 85,757 - \$120,064	
Deputy Inspector Of Police (MPSO)	0	\$121,633 - \$132,435* or \$132,683 with a Master's Degree	
Captain (MPSO)	22	\$108,451 - \$118,178* or \$118,426 with a Master's Degree	

*Max with a Bachelor's Degree

As demonstrated by the chart above, at the maximum of the range with a Master's Degree, Captains of Police are paid at 98.6% of the maximum rate of their immediate supervisor holding the rank of Inspector. Furthermore, the pay range for the Deputy Inspector classification, within the MPSO bargaining unit, is approximately 10.5% higher than the sworn management rank of Inspector, as a result of salary adjustment practices for the two different groups of employees since 2012. This compression resulted in the following pay inequities in January of 2016 when three Deputy Inspectors were promoted to the rank of Inspector:

- Two Inspectors received no salary increase as a result of the promotion because they were already being paid at an annual rate that was higher than the maximum rate of the Inspector classification. Furthermore, by accepting promotions to the rank of Inspector, these individuals "waived" additional salary adjustments due to MPSO members in the amount of 2% and .5% in Pay Period 14 and Pay Period 25 of 2016 respectively as they were no longer in the union. In essence the rates of pay of these individuals would have been higher had they rejected the promotions into the rank of Inspector in January of 2016.
- One Inspector received no salary increase as a result of the promotion as he was already being paid at a rate higher than the maximum of the pay range. This Inspector also failed to receive a "step increase" on his anniversary date and "waived" the 2% and .5% adjustments MPSO members received in Pay Periods 14 and 25 of 2016. Again, this Inspector's annual salary would have been higher had he rejected the promotion to the rank of Inspector in January of 2016.

The attached MPD organizational chart depicts the command structure and lines of authority associated with the ranks of Assistant Chief of Police and Inspector of Police. This organizational structure was approved in 2016 by the Fire and Police Commission and it includes three Bureaus: the Neighborhood Patrol Bureau, the Investigations and Intelligence Bureau, and the Risk Management Bureau. These Bureaus are led by Assistant Chiefs of Police and individuals holding the rank of Inspector serve as deputy bureau commanders. The Inspectors assigned to Staff and Line Inspections under the Risk Management Bureau provide nighttime inspections and oversight functions. Individuals at the Assistant Chief and Inspector levels are expected to provide strategic leadership and direction under the authority of the Chief of Police.

The minimum requirements for these positions include a bachelor's degree or higher in Criminal Justice or related field and current standing in the rank of Captain or above as well as demonstrated operational and fiscal management and supervisory competency and proven leadership including the ability to effectively plan and organize

activities, allocate resources, establish priorities and effectively delegate and motivate subordinates to accomplish goals.

ANALYSIS AND RECOMMENDATION

The Chief's inability to fill critical vacant leadership positions will undoubtedly have an impact on his ability to deliver mission critical services. Positions at Inspector and Assistant Chief of Police levels function in a leadership capacity supporting the department's mission, values, customer service, and fiscal responsibilities. Employees in these positions are expected to identify and implement efficiencies and operational policies while adhering to sound fiscal management practices. Pay compression and the policies that enable it impact the MPD's ability to establish the appropriate command structure to function efficiently and effectively.

In establishing the appropriate pay structure for Police sworn management positions, DER considered the need to create a pay structure with the following critical elements:

- A pay structure that acknowledges and reflects the increased complexity of work associated with each sworn management rank;
- A pay structure that offers an incentive for Captains of Police to apply for promotions into leadership positions; and,
- A pay structure that offers the flexibility to address pay compression so newly appointed members do not receive a salary that is higher than the salary of members with greater seniority and experience in the rank;

The following pay structure is recommended for the sworn management positions in the MPD. The rates included represent resident rates.

Classification	Current Pay Range	Proposed Pay Range
Chief	\$110,689 - \$154,961*	No Change
Assistant Chief of Police	\$103,071 - \$144,306	\$103,841 - \$145,381
Inspector of Police	\$85,757 - \$120,064	\$ 97,420 - \$136,395

*Per the Salary Ordinance pay is limited by the Mayor's salary of \$147,336.

The recommended pay ranges and footnoted rates for some of the incumbents provide a more appropriate pay differential for sworn management positions within MPD and will help reduce future pay compression and internal equity problems as new individuals get promoted after implementation.

I look forward to presenting this report and recommendations to the Fire and Police Commission at its meeting on January 12, 2017.

Action Needed: In the Salary Ordinance, under Pay Range 4QX, replace the range as follows;

Hourly	46.84	65.57
Biweekly	3,746.94	5,245.97
Annual	97,420.44	136,395.22


Delete footnotes "(1)" and "(2)" and add footnote "(1)" to read as follows: "(1) Upon implementation of this pay range effective Pay Period 1 of 2017, Inspectors Brunson and Gordon to be paid the biweekly rate of \$4,977.20 and Inspector Basting to be paid the biweekly rate of \$4,926.20.

Under Pay Range 4RX, replace the range as follows;

Hourly	49.92	69.89
Biweekly	3,993.89	5,591.58
Annual	103,841.14	145,381.08

Delete footnote designation "(1)" after the title "Assistant Police Chief" and delete footnote "(1)" in its entirety.

Sincerely,



Maria Monteagudo
Employee Relations Director

Attachment- 2016 MPD Organizational Chart
C: Police Chief, Edward Flynn



CHIEF OF POLICE

OFFICE OF THE CHIEF
CHIEF OF STAFF

EXECUTIVE PROTECTION

BUDGET & FINANCE
MANAGER

OFFICE OF THE CHIEF
CAPTAIN

OFFICE OF MANAGEMENT
ANALYSIS AND PLANNING

PUBLIC RELATIONS

NEIGHBORHOOD PATROL
BUREAU
ASSISTANT CHIEF

NEIGHBORHOOD PATROL
BUREAU
INSPECTOR

FIRST DISTRICT
CAPTAIN

SECOND DISTRICT
CAPTAIN

THIRD DISTRICT
CAPTAIN

FOURTH DISTRICT
CAPTAIN

FIFTH DISTRICT
CAPTAIN

SIXTH DISTRICT
CAPTAIN

SEVENTH DISTRICT
CAPTAIN

NEIGHBORHOOD
TASK FORCE
CAPTAIN

INVESTIGATIONS
& INTELLIGENCE BUREAU
ASSISTANT CHIEF

INVESTIGATIONS
& INTELLIGENCE BUREAU
INSPECTOR

SOUTH INVESTIGATIONS
DIVISION
CAPTAIN

NORTH INVESTIGATIONS
DIVISION
CAPTAIN

METROPOLITAN
INVESTIGATIONS DIVISION
CAPTAIN

SENSITIVE CRIMES
DIVISION
CAPTAIN

NARCOTICS DIVISION
CAPTAIN

INVESTIGATIVE
MANAGEMENT DIVISION
CAPTAIN

INTELLIGENCE
FUSION CENTER
CAPTAIN

PROJECT SAFE
NEIGHBORHOOD
CAPTAIN

RISK MANAGEMENT
BUREAU
ASSISTANT CHIEF

RISK MANAGEMENT
BUREAU
INSPECTOR

INTERNAL AFFAIRS
DIVISION
CAPTAIN

INSPECTIONS
CAPTAIN

POLICE ACADEMY
CAPTAIN

HUMAN RESOURCES
DIVISION
ADMINISTRATOR

TECHNICAL COMMUNICATIONS
DIVISION
CAPTAIN

COURT ADMINISTRATION /
CENTRAL BOOKING SECTION
LIEUTENANT

OFFICE OF COMMUNITY
OUTREACH & EDUCATION
CAPTAIN

PROPERTY CONTROL
SECTION
MANAGER

FACILITIES SERVICES
DIVISION
MANAGER

OFFICE OF POLICE INFORMATION
SYSTEM SERVICES
DIRECTOR

RECORDS MANAGEMENT
DIVISION
POLICE RECORDS MANAGER

EARLY INTERVENTION
PROGRAM

OPEN RECORDS
SECTION

STAFF & LINE INSPECTIONS
INSPECTOR (3)



MILWAUKEE POLICE DEPARTMENT ORGANIZATIONAL CHART APRIL 10, 2016