



Department of Employee Relations

Tom Barrett
Mayor

Maria Monteagudo
Director

Michael Brady
Employee Benefits Director

Deborah Ford
Labor Negotiator

February 22, 2016

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

Dear Committee Members:

Re: Common Council File Number **150043**

The following classification and pay levels were approved by the Board of Fire and Police Commissioners on **February 18, 2016**:

In the Fire Department, one new position was recommended for classification to Athletic Trainer, PR 2EN and one position of Health and Safety Officer, PR 2GX was recommended for reclassification to Fire Health and Safety Manager, PR 2IX.

In the Police Department, three new positions were recommended for classification to Inspector of Police, PR 4QX; one position of Information Systems Manager – Milwaukee Police Department, PR 2LX was recommended for reclassification to Information Services Manager – Milwaukee Police Department, PR 1IX with recruitment footnote allowing recruitment at any rate in the pay range with approval; and the reorganization of the Police Telecommunicator and Police Dispatcher positions.

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, Bryan Rynders, John Ledvina, Deborah Ford, Nicole Fleck, Fire Chief Mark Rohlfing, Assistant Fire Chief Gerard Washington, Battalion Chief Erich Roden, Yvette Rowe, Juliet Battle, Chief of Police Edward Flynn, Chief of Staff Joel Plant, Assistant Chief Carianne Yerkes, Inspector Terrance Gordon, Lieutenant Michele Graham, Captain Andra Williams, Chuck Burki, Pamela Roberts, Katrina Whittley, Bryan Rynders, and Dan Rotar



JOB EVALUATION REPORT

Fire and Police Commission Meeting Date: February 18, 2016

FIRE DEPARTMENT

Current	Request	Recommendation
New Position	Athletic Trainer/Injury Prevention Coach PR 2GX (\$51,469 - \$72,063)	Athletic Trainer PR 2EN (\$45,306 - \$63,426)

Action Required

In the Salary Ordinance, under Pay Range 2EN, add the title "Athletic Trainer."

In the Positions Ordinance, under the Fire Department, EMS/Training/Education Bureau Decision Unit, Health and Safety Division, delete one position of "Athletic Trainer/Injury Prevention Coach" and add one position of "Athletic Trainer."

Background

Chief Mark Rohlfing has requested the classification of this new position in the Fire Department. A new job description was reviewed for this position.

Duties and Responsibilities

The Athletic Trainer, working under the direction of the Fire Department's Health and Safety Coordinator, will coordinate and implement the Fire Department's Fitness/Injury Prevention Program, Injury Rehabilitation Program, and serve as the Department's liaison to the City of Milwaukee Employee Assistance Program (EAP). Specific duties and responsibilities are as follows:

- Collaborates with Health and Safety Officer (HSO) and Peer Fitness Trainers (PFTs) to create and conduct Department-wide injury fitness/injury prevention trainings and activities such as FIT Camps or Health and Fitness Classes. Develops and disseminates injury prevention exercise, movement, and media productions.
- Mentors and coordinates continuing education training for the MFD Peer Fitness Training Team.
- Manages and operates the Injured Firefighter Conditioning Program, developing rehabilitation packages specific to injured firefighters' needs for more efficient and comprehensive returns to health and duty.
- Assists the Health and Safety Officer with coordinating and presenting health and fitness seminars, primarily to groups within the Department.
- Coordinates firefighter fitness assessments and develops and maintains a confidential tracking system to record all fitness and injury prevention activities. Manages the day-to-day operations of the various fitness programs.
- Manages the fitness facilities at the Training Division for the Injured Firefighter Conditioning Program. Maintains exercise equipment inventory for the entire department.
- Assists the Health and Safety Officer with the development of fitness programs, phase progression for sworn personnel, MFD recruit and cadet programs, and civilian staff.
- Manages and operates the Fire Department's Orthopedic Urgent Care Program to assess minor orthopedic injuries with the goal of preventing further injury and losing time on the job; recommending corrective actions within the scope of an athletic trainer or referrals when care exceeds scope of practice.
- Sits on all Fire Department fitness committees, e.g., Fitness and Performance Steering Team.

- Visits firehouses, reviews firefighting operations and policies, and participates in ride-alongs to learn firefighting operations and culture and promote health, wellness, and fitness
- Works with academia and other community-based resources to develop injury prevention strategies. Acquires additional certifications to enhance the health, fitness, and injury rehabilitation programs.

The minimum qualifications for entry into the job, as stated on the description prepared by the Fire Department, are bachelor's degree in athletic training or kinesiology, or a certification in Strength and Conditioning Specialist Certificate (CSCS) and three years' experience coaching / training high school or college athletes, tactical athletes (e.g., military, fire, police), or sports medicine clients. These requirements have not been assessed for purposes of staffing.

This new position is the first and only athletic trainer in the City's employ. The following table provides salary information for athletic trainers in selected metropolitan areas in the Midwest.

Wages of Athletic Trainers in Selected Midwestern Metropolitan Areas
Source: Bureau of Labor Statistics May 2014

Geographic Area	Annual Mean Wage	Relative Standard Error
Lansing Michigan	\$53,150	3.00%
Milwaukee Wisconsin	\$45,790	7.00%
Indianapolis Indiana	\$45,370	3.40%
Omaha Nebraska	\$44,820	5.80%
Chicago Illinois	\$43,330	5.80%
Des Moines Iowa	\$42,770	5.20%
Minneapolis Minnesota	\$42,420	5.20%
Detroit Michigan	\$42,110	5.00%
Average	\$44,970	

The table below provides salary data from ERI, a service to which Employee Relations subscribes. As may be seen, the salaries of athletic trainers are presented from three different data sets: a 50-mile radius of Milwaukee, Southeastern Wisconsin, and states in the upper Midwest defined as Illinois, Iowa, Wisconsin, and Minnesota.

ERI's Salary Assessor ®					
Athletic Trainer					
Area Name	10th Percentile	25th Percentile	ERI Survey Mean Annual	75th Percentile	90th Percentile
50-Mile Radius of Milwaukee	39,327	42,296	46,305	49,985	53,889
SE Wisconsin	38,904	41,800	45,744	49,334	53,113
Central Upper Midwest	39,158	42,072	45,988	49,576	53,382
Annualized Salary Trend: 2.5% (Adjustment: 0.21%)					
Data as of: 1/1/2016					
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There are also two major differences between the job of athletic trainer envisioned by the Fire Department and the job represented in these surveys. The requirements for the job, as stated by the Fire Department's description, include a bachelor's degree. Secondly, the position will be responsible for coordinating the work of 19 peer athletic trainers. These requirements do not exist for the athletic trainer represented in the survey data. In fact, two-thirds of

the jobs in the ERI survey do not require a bachelor's degree. Although it remains to be seen what the actual minimum requirements of the job will be, this survey data provides a benchmark from which a pay level may be established.


The Fire Department has requested that this job be established in pay range 2GX (\$51,469- \$72,063). When identifying related positions in City government, those in public health occupations are the most closely related to the position in terms of nature of work performed and minimum requirements. All professional public health positions in the Health Department require a minimum of a bachelor's degree to enter the job and many of these professionals are responsible for coordinating educational programs. The following job classifications indicate pay levels for these positions.

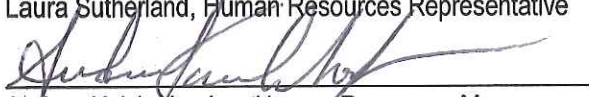
Public Health Job Classifications in City Government


Title	Pay Range	Minimum	Maximum
Nurse Practitioner	2HN	\$58,157	\$76,806
Lead Microbiologist	2HN	\$61,356	\$76,806
Public Health Nurse Coordinator	2GN	\$56,234	\$72,063
Public Health Nurse 3	2FN	\$62,060	\$67,616
Athletic Trainer Requested Pay Range	2FX	\$48,294	\$67,616
Microbiologist III Virologist III	2FN	\$54,942	\$67,616
Public Health Nurse 2	2EN	\$55,696	\$63,427
Employee Assistance Coordinator	2EX	\$45,306	\$63,426
Health Project Coordinator-Childhood Wellness Health Project Coordinator-Violence Prevention	2EX	\$45,306	\$63,426
Public Health Nurse 1	2DN	\$53,044	\$59,498
Public Health Educator II	2CN	\$45,473	\$55,825
Public Health Educator I	2BN	\$41,025	\$52,391

The salary survey indicates that the going rate for an athletic trainer in Milwaukee is approximately \$46,000 annually. Considering the additional requirement of a bachelor's degree and responsibility for coordinating 19 peer fitness trainers, it is reasonable that the recommended rate of pay would be higher. Placement of the job in the Pay Range 2EN, at the same as Public Health Nurse 2 represents a comparable level of responsibility, education and experience.

It is therefore recommended that this position that this new position be classified as an Athletic Trainer and allocated to Pay Range 2EN (\$45,306 - \$63,426).

Prepared by: 
Laura Sutherland, Human Resources Representative

Reviewed by: 
Andrea Knickerbocker, Human Resources Manager

Reviewed by: 
Maria Monteagudo, Employee Relations Director

JOB EVALUATION REPORT

Fire and Police Commission Meeting: February 18, 2016

FIRE DEPARTMENT

Current	Request	Recommendation
Health and Safety Officer PR 2GX (\$51,469 - \$72,063)	Study of Position	Fire Health and Safety Manager PR 2IX (\$58,462 - \$81,844)
<p>Rationale: The scope of programmatic responsibilities associated with this position has increased since the time of its creation 10 years ago. Considering the fiscal and human impact of these health, safety, and risk reduction programs, it is recommended that the position be placed at a pay level commensurate with other high-level program managers.</p>		

Action Required

In the Salary Ordinance, under Pay Range 2GX, delete the title "Health and Safety Officer" and under Pay Range 2IX, add the title "Fire Health and Safety Manager".

In the Positions Ordinance, under Fire Department, EMS/Training/Education Bureau Decision Unit, Health and Safety Division, delete one position of "Health and Safety Officer" and add one position of "Fire Health and Safety Manager".

Background

In November of 2015, in a letter to your Commission, the Fire Chief Mark Rohlfing requested that the Health and Safety Officer be studied for an appropriate title and pay level based the expansion of the job in a number of areas. In studying this request, the following documents were reviewed: the Chief's correspondence to your Commission; the current description for the job; previous description of the job; and a job analysis questionnaire completed by the employee performing the job and reviewed by his immediate supervisor. The information presented in these documents was thorough and very detailed.

Duties and Responsibilities

The Health and Safety Officer manages all of the Fire Department's health, safety, and wellness programs. This is accomplished by managing and coordinating the work of two health and wellness teams, a 19-member Peer Support Team, 20 Peer Fitness Trainers, and an orthopedic services contractor. As of 2016, this Officer will supervise a new Athletic Trainer who will coordinate and perform the day-to-day work required of the Injured Firefighter Conditioning Program and Peer Fitness Training Program.

The major responsibilities of the job fall into the following areas:

- Occupational safety
- Health and wellness
- Program administration
- Liaison and outreach work

Occupational health and safety duties and responsibilities include conducting safety audits, investigating injuries, analyzing and reporting the results of investigations, ensuring local and national compliance with equipment, and maintaining data regarding injuries and safety efforts, and involvement with rehabilitation cases. The employee

performing the job plays a key role in working with the Worker's Compensation Section to ensure ongoing collaboration between all parties concerning Firefighters' injuries.

The health and wellness component of the job includes designing, implementing, and managing all programs regarding health, wellness, Firefighter fitness, and injury prevention. The Health and Safety Officer manages and coordinates the Wellness Fitness Initiative, a widely recognized national health and wellness program for the Fire service that includes Firefighter fitness, annual medical evaluations, a Peer Support/Critical Incident Stress Management Program, firefighter injury rehabilitation and case management, health education, and data management.

Liaison and outreach work requires communicating and coordinating information and activities with Local 215 of the International Association of Firefighters and other City agencies. The employee performing the job also assists other governmental agencies in developing and operating occupational safety programs, makes presentations at conferences related to Firefighter health, wellness, and safety, and represents the Milwaukee Fire Department on community-based boards and task forces.

The Wellness Program includes all activities related to physical and mental health, fitness, injury rehabilitation and case management, and health education for all members of the Fire Department

The job description created by the Fire Department states that the position requires a bachelor's degree in health administration, public health, business administration or closely related area, a minimum of minimum of four years of experience in employee safety, accident prevention, health and wellness administration and/or injury rehabilitation. It also states that four additional years of work experience are desirable. These requirements represent the Fire Department's assessment of the minimum requirements of the job but they have not been assessed for purposes of staffing.

This job was created and filled in 2006. Since that time, its duties and responsibilities have expanded significantly and now include the following responsibilities:

- Managing and coordinating two health and wellness teams comprised of 39 employees
- Training and supervising 19 Peer Fitness Trainers
- Developing policies, processes, and protocols for health and wellness programs
- Developing and managing an annual budget of approximately \$425,000
- Monitoring the work of contractors
- Coordinating annual physical examinations of Firefighters
- Managing the injury rehabilitation program for Firefighters

Analysis and Comparisons

The job analysis indicates that the scope of health, wellness and safety initiatives managed by this position has increased significantly during the last 10 years. The level of responsibility for program development and administration, outreach, and fiscal administration has therefore increased significantly. In addition, the knowledge and skill required to perform the work, particularly in these same areas as well as contacts with others inside and outside of City government. In essence, the job has changed from that of a health and safety officer to a health and wellness program manager with responsibility for occupational safety, including an injury rehabilitation program in a department with a firefighting force of approximately 850.

We were not able to locate comparative salary survey data for this position, but from an internal perspective, the nature of work performed by this job is related to positions in City government with responsibility for the

management/coordination of public health programs, occupational safety, and risk management. Positions with similar levels of programmatic responsibility include:

Department	Title	PR	Minimum	Maximum
DER	Workers Compensation and Safety Manager	1IX	\$75,478	\$105,669
DER	Fiscal and Risk Manager	2KX	\$66,435	\$93,010
Health	Home Environmental Health Manager	1FX	\$62,338	\$87,270
Health	Violence Prevention Research Coordinator	1FX	\$62,338	\$87,270
Health	Public Health Laboratory Operations Manager	1EX	\$58,462	\$81,844
Health	Men's Health Manager	1DX	\$54,865	\$76,806
Health	Consumer Environmental Health Supervisor	1DX	\$54,865	\$76,806
Health	Family and Community Wellness Manager	1DX	\$54,865	\$76,806
DPW	Safety Supervisor	1CX	\$51,469	\$72,063
DPW	Safety Specialist-Senior	2CN	\$45,306	\$63,426

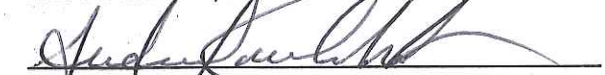
For the most part, public health program managers are grouped in PR 1DX (\$54,865-\$76,806) and public health division managers in PR 1FX (\$62,338-\$87,270). The Safety Supervisor for the Department of Public Works, is in PR 1CX (\$51,469-\$72,063), and a Fiscal and Risk Manager in Employee Relations is allocated to PR 2KX (\$66,435-\$93,010).


The position under study is currently allocated to PR 2GX (\$51,469-72,063). The programs managed by this Officer impact a workforce of some 850 sworn firefighting personnel who provide emergency medical services, firefighting, and community education and outreach. Firefighters must maintain a level of physical fitness to perform their jobs safely and effectively and prevent injuries. When one considers worker's compensation, medical costs, sick leave pay, and short and long-term disability pay, the financial impact of time lost from the job due to workplace injuries and chronic health conditions can be significant. When injuries occur, it is in the best interest of the employer and employees to work together to rehabilitate those injured so they can return to work as soon as possible once their rehabilitation has been completed. Likewise, it is in the best interest of the employer to promote health and wellness programs for employees.

Considering the potential fiscal impact and human impact of the programs managed by the position under study and the significant growth in the scope of these programs during the past 10 years, reclassification of the position to a higher level is appropriate. Considering other related positions in City government, as illustrated in the above tables, this report recommends placement in Pay Range 1EX (\$58,462) which places the position higher than the public health program managers but lower than the public health division managers.

In terms of the position's job title, it appears that the Health and Safety Officer is a recognized title in the firefighting profession. It is therefore recommended that words "Health and Safety" be retained and the position be reclassified to Fire Health and Safety Manager in Pay Range 2IX (\$58,462-\$81,844).

Prepared by: 
Laura Sutherland, Human Resources Representative

Prepared by: 
Andrea Knickerbocker, Human Resources Manager

Reviewed by: 
Maria Monteagudo, Employee Relations Director

JOB EVALUATION REPORT

Fire and Police Commission Meeting Date: February 18, 2016Department: Police

Current	Request	Recommendation
Three New Positions	Inspector of Police Pay Range 4QX (\$85,757 - \$120,064)	Inspector of Police Pay Range 4QX (\$85,757 - \$120,064)

The Police Chief, Edward Flynn, has requested classification of three new positions being proposed for creation at the February 24, 2016 Finance and Personnel Committee meeting. The Police Chief wishes to have these three positions created as part of the new reorganization of the Police Department that was submitted and approved by the Fire and Police Commission at the February 4, 2016 meeting. A new job description was provided for these positions and discussions were held with Pamela Roberts, Human Resources Specialist.

The basic function of these three positions is to be responsible for the oversight of all operations of the Department and have complete charge of the Department during those hours when the command staff is not on duty; ensure the efficient and effective operation of the Department in the delivery of services by exacting compliance with all rules, regulations, and standard operating procedures; ensure adherence to all orders and directives of the Chief of Police; and ensure the maintenance of the general good order of the Department through constant oversight of all its operations. The specific duties and responsibilities include the following:

- Ensure that the basic police functions of protecting lives and property; suppressing criminal activity; enforcing all laws, ordinance, and traffic regulations; and maintaining public peace are efficiently and effectively carried out.
- Exact compliance with all rules, regulations, standard operating procedures, and directives and orders of the Chief of Police.
- Maintain proper discipline throughout the Department; conduct line inspections and take corrective action where deficiencies are noted.
- Supervise all major occurrences and ensure that prescribed procedures are adhered to and that all personnel perform their duties in a proper manner.
- Inform the Assistant Chief of Police of all major occurrences and other incidents of significance.
- Inspect staffing levels of all operating units and take corrective action where deficiencies are noted.
- Monitor the response to calls for police service to ensure a timely response and proper disposition.
- As assigned by the Assistant Chief attend meetings with other agencies and citizen groups, oversee the management of Captains of Police and their subordinates, act as a project manager for various projects; and perform all other duties as assigned.
- Perform other duties as may be assigned by the Chief of Police.
- Act as the deputy bureau commander to the Assistant Chief of the Neighborhood Patrol Bureau, Assistant Chief of the Investigations and Intelligence Bureau, or the Assistant Chief of the Risk Management Bureau when needed
- Perform the duties of the Assistant Chief in their absence in an acting capacity.
- Perform staff inspections and audits; and work with the Inspection Division to conduct auditing functions.

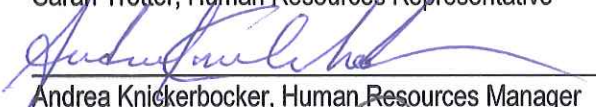
The new reorganization includes the establishment of a Staff and Line inspection function under Risk Management. These three new positions will assist with this function and provide nighttime and daytime inspections and have general oversight responsibilities for the full Department during those hours when the command staff is not on duty. They will all be located in the Risk Management Bureau and will report to the Assistant Chief of Police of the Risk Management Bureau.

With the new reorganization the three current positions of Inspector of Police will each serve as a Deputy Bureau Commander for the Bureaus of Neighborhood Patrol, Investigations and Intelligence, and Risk Management. They will continue to have substantial supervisory and oversight responsibilities within their assigned Bureau.


Although the focus is different for the current and new positions of Inspector of Police they all have substantial supervisory and oversight responsibilities and are comparable in level. We therefore recommend these three new positions be classified as "Inspector of Police (1)" in Pay Range 4QX (\$85,757 - 120,064). Please note that footnote "(1)" provides that "Recruitment may be at any rate in the pay range with the approval of the Employee Relations Director and the Chair of the Committee on Finance and Personnel."

Prepared by: 

Sarah Trotter, Human Resources Representative

Reviewed by: 

Andrea Knickerbocker, Human Resources Manager

Reviewed by: 

Maria Monteagudo, Employee Relations Director

JOB EVALUATION REPORT

Fire and Police Commission Meeting: February 18, 2016

POLICE DEPARTMENT

Current	Request	Recommendation
Information Systems Manager- Milwaukee Police Department PR 2LX (\$70,827 - \$99,154)	Study of Position	Information Services Manager- Milwaukee Police Department PR 1IX (\$75,478 - \$105,669) FN: Recruitment may be at any rate in the pay range with the approval of DER and the Chair of the Committee on Finance and Personnel.

Action Required

In the Salary Ordinance, under Pay Range 2LX, delete the title "Information Systems Manager – Milwaukee Police Department" and under Pay Range 1IX, add the title "Information Services Manager – Milwaukee Police Department (2)" with footnote designation "2" attached.

In the Positions Ordinance, under the Police Department, Administration Decision Unit, Information Technology Division, delete one position of "Information Systems Manager – MPD" and add one position of "Information Services Manager – Milwaukee Police Department".

Background

The Department of Employee Relations has received a request from Chief of Police Edward A. Flynn to study for proper classification the position of Information Systems Manager-Milwaukee Police Department. The department has submitted a revised job description for this position and discussions were held with Police Information Systems Director Chuck Burki and Human Resources Specialist Pamela Roberts.

Duties Responsibilities and Requirements

Reporting to the Police information Systems Director, this manager will ensure the effective and efficient day-to-day operation of the Police Department's network, client servers, databases, and equipment, which includes managing the IT staff, and work with the Director to research, develop, implement, and support cost-effective technology solutions for all aspects of the department. Duties, responsibilities and requirements include:

Operational Management

- Manage operations staffing, including recruitment, supervision, scheduling, development, evaluation, and disciplinary actions.
- Ensure the efficient utilization of IT resources – including personnel and equipment – across the organization
- Approve purchase of equipment and supplies in order to meet operational requirements of the business.
- Oversee all reports and documentation related to network and systems operations.
- Develop maintenance schedules for network and systems equipment.
- Manage the deployment, monitoring, maintenance, development, upgrade, and support of IT systems, including networks, data centers, servers, PCs, operating systems, and associated hardware.

- Develop and implement all functional policies and procedures, including those for network architecture, standards, purchasing, and service provision.
- Manage operations staffing, including recruitment, supervision, scheduling, development, evaluation, and disciplinary actions.
- Practice asset management for IT hardware, software, and equipment.

Strategy and Planning

- Lead Police IT operational planning and projects, and organize and negotiate the allocation of IT resources.
- Work with stakeholders to define business and systems requirements for new technology implementations.
- Conduct system feasibility studies and testing.
- Develop business case justifications and cost/benefit analyses for IT spending and initiatives.
- Analyze existing operations and make recommendations for the improvement and growth of the network infrastructure and IT systems.


Acquisition and Deployment

- Manage the deployment, monitoring, maintenance, development, upgrade, and support of IT systems, including networks, servers, PCs, operating systems, and associated hardware.
- Analyze existing operations and make recommendations for the improvement and growth of the network infrastructure and IT systems.
- Conduct research and remain current with the latest technologies and solutions in support of procurement efforts.
- Develop requests for proposal.

The minimum requirements recommended by department include a Bachelor's degree in information or computer science and five years of progressively responsible work experience.

Due to the fact that this position will now manage a staff of information technology employees and also have responsibility for strategy and long-term planning, it is recommended that the pay level of the position be placed in the appropriate section of the Salary Ordinance, with other supervisors and managers, and its pay level established in Pay Range 11X (\$75,478 - \$105,669). This is the same pay level as that of the Enterprise Resource Planning Manager in the Information Technology Management Division. This high-level manager has responsibility for the planning (including upgrades), development, implementation and extensions of all City-wide financial and human resources systems and related modules with a staff of information technology professionals. In order to enhance recruitment for the position, it is also recommended that the Police Department have the authority to recruit (hire) a new employee at any rate in the range, contingent upon the prior approval of the Employee Relations Director and Chairperson of the Finance and Personnel Committee.

Prepared by: 
Laura Sutherland, Human Resources Representative

Prepared by: 
Andrea Knickerbocker, Human Resources Manager

Reviewed by: 
Maria Monteagudo, Employee Relations Director

Job Evaluation Report

Fire and Police Commission Meeting: February 18, 2016

Summary

This report recommends the creation of two new civilian job classifications of Emergency Communications Operator I and Emergency Communications Operator II in the Technical Communications Division of the Milwaukee Police Department (MPD) in lieu of the current classifications of Police Telecommunicator and Police Dispatcher. The report also recommends changing the designation of these positions from Section 6 "Clerical" to Section 5 "Paraprofessional" and placing them in the corresponding pay ranges of the Salary Ordinance as described below.

The consolidation of the Telecommunicator and Dispatcher classifications and the implementation of rates of pay that are closer to the relevant labor market will help the MPD address recruitment and retention problems experienced over the last several years. The creation of the Emergency Communications Operator family will establish the foundation for a more flexible and cross-trained workforce that can be assigned to broader roles and responsibilities based on the actual needs of this critical public safety function performed by civilian employees. This staffing model will allow the MPD to better manage fluctuating workload and staffing levels throughout the year.

It is anticipated that changes to the minimum experience and skills requirements at time of hire and examination processes that measure dimensions such as ability to learn and apply information, situational judgment, and ability to reason will help the Fire and Police Commission and the MPD hire highly qualified individuals who can successfully complete all pre-employment requirements, including the background check and transition into the new Emergency Communications Operator roles with minimum difficulty.

The report also recommends assessing the appropriateness of the current chain of command structure and the opportunity to fund and create entry level civilian supervisory positions to provide direct oversight to these positions as well as potential career paths for individuals with leadership potential.

Current						Proposed					
#	Title	PR	Min	Prob. Incr.	Max	#	Title	PR	Min	Prob. Incr.	Max
55	Police Dispatcher	6NN	41,688	43,147	49,249	133	Emergency Communications Operator II (ECO II)	5IN	46,347	47,969	55,825
6	Lead Police Telecommunicator	6IN	41,141		43,335	10 Aux	Footnote: Additional 5% for leadworker, curriculum development, classroom, or peer training duties Footnote: Appointment at any rate in the range based upon related emergency communications experience and credentials with the approval of Employee Relations.				
72	Police Telecommunicator	6GN	36,252	37,521	39,943		Emergency Communications Operator I (ECO I)	5EN	40,501	41,918	46,724
							Footnote: Additional 5% for curriculum development, classroom, or peer training duties Footnote: Appointment at any rate in the range based upon related emergency communications experience and credentials with the approval of Employee Relations				

Background

Based upon a request from the Milwaukee Police Department, the Department of Employee Relations (DER) has reviewed and studied a number of issues related to the civilian jobs of Police Telecommunicator, Lead Telecommunicator, and Police Dispatcher in the Technical Communications Division of the MPD. Over the last several years, the Fire and Police Commission and the Police Department have experienced significant difficulty attracting and retaining candidates for these critical positions. Since 2010 a total of 42 resignations and 5 voluntary demotions have impacted workload demands for current employees, creating challenging working conditions for positions that by design deal with high levels of intensity and stressful conditions.

While the initial review of these positions encompassed pay as the central issue impacting recruitment and retention challenges, other issues related to the staffing model, organization structure, chain of command, minimum job requirements, pay progression and career advancement were also reviewed as they clearly have a direct impact on the department's ability to staff these emergency communication positions as well as the ability to provide effective emergency communication services to the community.

Current Environment

The current staffing model employed in the Technical Communications Division includes the following job classifications, authorized number of positions, and pay ranges.

Authorized Positions	Title	Pay Range	Minimum	Probationary Increment	Maximum
1	Emergency Communications Manager	1IX	\$75,478		\$105,669
2	Police Lieutenant	4L-836	\$84,442		\$91,123
9	Police Sergeant	4G-831	\$75,127		\$80,941
1	Telecommunications Supervisor	1CX	\$51,469		\$72,063
4	Police Alarm Operator*	4C-804	\$64,744		\$68,885
2	Telecommunications Specialist	2FX	\$48,294		\$67,616
55	Police Dispatcher	6NN	\$41,688	\$43,147**	\$49,249
6	Lead Police Telecommunicator	6IN	\$41,141		\$43,335
72	Police Telecommunicator	6GN	\$36,252	\$37,521**	\$39,943

* To be administratively reclassified to Police Dispatcher when vacant.

** Rate achieved after newly hired employees successfully complete probation.

The duties and responsibilities of the emergency communications civilian positions are summarized below. It is important to recognize that the Technical Communication Division currently employs two groups of civilian employees performing separate and distinct jobs that are highly interrelated.

Police Telecommunicators answer and process all categories of incoming emergency and non-emergency telephone calls for police service. They prioritize calls, transfer calls to the Fire Department, Sheriff's Department, or other agencies, provide suggested resources in the case of non-emergency calls, and maintain communication with callers, if necessary, during emergencies, and forward emergency calls and requests for service to Police Dispatchers. They use a computer-aided dispatch system, telephone, and computer in triaging a volume of approximately 1,000,000 emergency and nonemergency calls per year. The current minimum requirements for the job of Police Telecommunicator include two years of high-intensity customer contact or telephone work, basic computer proficiency, the ability to type 30 WPM, and the ability to clearly speak and understand English.

Lead Police Telecommunicators serve as lead workers by assisting in the management of operations during a shift including training, troubleshooting, and directing the work of other telecommunicators. The current minimum requirement for the job of Lead Police Telecommunicator includes two years of experience successfully performing the work of a Police Telecommunicator.

Police Dispatchers assign/dispatch police units to emergencies using a computer-aided dispatching system, radio, and telephone. This requires judgment regarding the significance of requests and the assignment of an appropriate

level of police resources. When Police Officers respond to a call, Dispatchers assist the Officers by providing as much detailed information as possible about the incident and record all the movements and activities of the unit in real time. The current requirements for the job of Police Dispatcher are six months of experience as a fire, police or ambulance dispatcher or protective service telecommunicator or two years of experience of high-intensity telephone work; basic computer skills and the ability to type 30 WPM.

(Note: The City's desire to civilianize dispatch functions performed by Police Officers filling Police Alarm Operator positions in 1999 resulted in years of litigation. A final agreement approved by the Common Council (File#040478) in 2004 preserved the City's ability to hire civilian dispatchers for these positions instead of Police Alarm Operators represented by the MPA and the ability to change the remaining Police Alarm Operators to civilian positions through attrition. There are 4 remaining Police Alarm Operators left in the Division who continue to be represented by the MPA.

In order to understand the complexity of the jobs and the knowledge, skills and abilities required to perform the work, staff from DER met with 24 employees from all three civilian classifications at their worksite. The purpose of these interviews was to obtain first-hand information regarding the duties and responsibilities of the jobs, how the jobs had changed, and employees' perspective on job requirements, training, pay, and the work environment. During these discussions, detailed descriptions of the jobs and the section's extensive procedures and policies manual (standard operating procedures) were reviewed. Discussions were also held with command staff in the area, including Sergeants, Lieutenants, and the Captain.

The Captain of Police is the commanding officer of all operations associated with emergency communications and related work, subject to orders of the Assistant Chief of central command and Chief of Police. This includes all staff, operating procedures, technology, equipment, and materials. The Captain is responsible for the proper design, installation, maintenance and operation of all equipment assigned to the area, observance of all applicable rules and regulations of the Department and Federal Communications Commission; preparation of budget estimates and requisition of services, supplies and materials; preparation of specifications for equipment, and the preparation of all communications required by the Department of the Federal Communications Commission. It should also be noted that the Police Department is currently recruiting for a new civilian Emergency Communications Manager to take on this role in the division.

Police Sergeants assist perform administrative work, such as scheduling personnel, and also assist Dispatchers and Telecommunicators by providing answers to procedural and policy questions and obtaining resources needed. Lieutenants function as shift commanders, assisting the staff as required, especially in obtaining police resources for Dispatchers.

The following themes and issues emerged as critical in defining the current environment from discussions with employees and command staff. They have been categorized by area to help present the challenge and identify potential solutions:

Staffing Model and Minimum Requirements

- The current staffing model does not support a flexible and cross-trained workforce able or willing to handle both functions- the intake and processing of emergency calls and the dispatch of officers and resources to respond to emergencies. During periods of high call volume, employees and to some extent sworn personnel are unable to function as back up, either because they have not been trained or because they don't have the experience. This staffing model compromises management's ability to adequately staff the emergency communications function.
- The minimum requirements for these positions fail to recognize the complexity associated with the stresses of processing and responding to high volume, high intensity, emergency calls while recording, analyzing information and adhering to standard protocols that may vary by district per instructions from the respective commanders. New hires need to have relevant experience and skills to be able to handle emergency communications. Customer service, while an important and relevant experience requirement, should be considered along with other requirements including: the ability to multi-task, ability to prioritize tasks based on level of urgency, conflict resolution and communications skills during periods of stress. The high turnover rate of individuals within their first couple of

years of employment seems to be an indication that the screening and the testing used to hire individuals for these positions may not be adequate in producing the caliber of employee needed.

Scope of Work

- The duties and responsibilities of Police Telecommunicators have increased in complexity and difficulty since first established due to the volume of calls and severity of issues associated with calls. Training in the areas of critical incidents, stress management, mental illness, domestic violence awareness, and criminal law has become essential in preparing these individuals to tackle the demands of their jobs. The ability of employees to receive the needed training is reduced with high vacancy rates as they are required to staff multiple shifts leaving limited time for training and development.
- The duties and responsibilities of Police Dispatcher are more demanding and complex due to changes in technology, autonomy of individual police districts in setting different dispatch protocols, limited police resources, and staff vacancies. At one time, two Police Dispatchers could be dedicated to a particular emergency call if needed. At present, one Police Dispatcher deals with one call. The City of Chicago assigns two dispatchers to one call. There is a benefit to having the flexibility for two Dispatchers to work on one call as a dispatcher must simultaneously receive, process, and respond both verbally and in writing. This is particularly the case when a police response to a situation becomes more complicated, involving multiple parties and actions.

Oversight Structure

- Sworn supervisors overseeing the work of civilian emergency communications staff has resulted in a management structure that lacks the experience and ability to perform the ground work in cases of emergencies during unexpected and unanticipated absences or during periods of high volume. While sworn guidance and direction is an essential component of a successful emergency communication program, the ability to step in and do the actual work as needed is limited under the current environment.
- Lead Telecommunicators are currently providing guidance, direction, and oversight to Telecommunicators in addition to training. These functions, especially the ones that deal with performance or behavior management issues, should be handled by supervisory personnel.
- The frequent rotation of sworn personnel and command staff in and out of the Technical Communications Division has resulted in limited institutional knowledge of emergency communications and the demands and challenges of these critical civilian positions. A comprehensive analysis of the challenges and opportunities associated with improving work processes and staffing models becomes difficult when a significant amount of time has to be devoted to learning the job and understanding the nature and complexity of the operations.

Vacancy Rates and Working Conditions

- There are 26 Police Telecommunicator vacancies, 3 Lead Police Telecommunicator vacancies, and 6 Dispatcher vacancies. Employees are extremely concerned about the working conditions that require them to work double shifts with limited advance notice and the mandatory work schedules imposed during planned absences of other staff members. While employees understand that the ability to work unpredictable hours may be a requirement of the job, this occurrence is happening more regularly given vacancy rates. These extra hours may or may not result in overtime hours given current overtime provisions of the Milwaukee Code.
- The large number of vacancies has also impacted the ability of the employees to take breaks during shifts, take earned vacation or attend training.

Rates of Pay

- The erosion of wages during the last ten years has been a central factor in the City' ability to recruit and retain qualified employees, resulting in more vacancies, longer work hours, and low morale. These positions were formerly represented by ALEASP. Wages from 2007 through 2012 were frozen because of the lack of a voluntary settlement

for the 2007-2009 period and the enactment of Wisconsin Act 10. The employees' frustration is further exacerbated by the continued salary increases received by sworn personnel within the Technical Communications Division.

- Dispatchers expressed frustration with the rates of pay of 4 Police Alarm Operator positions (scheduled to be converted to civilian positions based on attrition) in contrast to their compensation level. Some Dispatchers indicated feel that the salary of Dispatchers should be closer to the salary of those employees currently holding Police Alarm Operator positions.
- There is currently limited to no incentive for employees to agree to develop training curriculum or perform classroom or peer to peer training. The current footnote provides for Communications Training Pay (CTP) of \$.65 per hour for on-the-job training. However this amount is not added to the employee's base salary and it is not pensionable.

Analysis and Recommendations

An understanding of the workflow and the infrastructure necessary to effectively process emergency communications requires a workforce that is highly skilled, cross-trained, and flexible. The nature of the operations and the exposure to sensitive situations under high levels of stress require employees who feel valued, appreciated, and motivated.

In order to create the foundation that will allow the FPC and the MPD to move to this organizational structure and staffing model, this report recommends creating a new Emergency Communications Operator (ECO) job series consisting of Emergency Communications Operator I (ECO I) and Emergency Communications Operator II (ECO II) and reclassifying current Police Telecommunicator and Dispatcher positions as illustrated in the following table.

Current	Recommended
Police Dispatcher Lead Police Telecommunicator	Emergency Communications Operator II (ECO II) With an additional task rate available for employees with lead worker, curriculum development, classroom, or peer training duties and responsibilities.
Police Telecommunicator	Emergency Communications Operator I (ECO I) With an additional task rate available for employees with curriculum development, classroom, or peer training duties and responsibilities.

This report further recommends that all positions be established at the Emergency Communications Operator II level to allow for significant flexibility for MPD to assign staff to perform all emergency communication functions based on demonstrated competency and skill. Consequently, as business needs dictate, employees will only achieve the recommended ECO II level, when they demonstrate competency in the performance of all emergency communications functions and are available to perform them as determined by the MPD. Placement of current Telecommunicators into the Emergency Communicator Operator series will be determined by the MPD in consultation with DER and the FPC based on actual work performed and level of proficiency. It is important to recognize that although all positions will be authorized at the Emergency Communications Operator II level, placement into that level will not be automatic.

In determining the rates of pay for the Emergency Communications Operator I and II levels, DER reviewed internal equity and external competitiveness factors. The recommended rates of pay for these positions are consequently based upon an evaluation of the relative worth of these jobs based upon the factors of knowledge/skill, responsibility exercised, and working conditions in comparison to other City of Milwaukee classifications and the rates of pay for emergency communications personnel in the relevant labor market.

The recommended rates for the new Emergency Communications Operator positions are presented below.

Current						Proposed					
#	Title	PR	Min	Prob. Incr.	Max	#	Title	PR	Min	Prob. Incr.	Max
55	Police Dispatcher	6NN	41,688	43,147	49,249	133	Emergency Communications Operator II (ECO II)	5IN	46,347	47,969	55,825
6	Lead Police Telecommunicator	6IN	41,141		43,335	10 Aux	Footnote: Additional 5% for leadworker, curriculum development, classroom, or peer training duties Footnote: Appointment at any rate in the range based upon related emergency communications experience and credentials with the approval of Employee Relations.				
72	Police Telecommunicator	6GN	36,252	37,521	39,943		Emergency Communications Operator I (ECO I) Footnote: Additional 5% for curriculum development, classroom, or peer training duties Footnote: Appointment at any rate in the range based upon related emergency communications experience and credentials with the approval of Employee Relations	5EN	40,501	41,918	46,724

Within the City of Milwaukee classification and pay structure, the recommended ECO I level is consistent with the highest level of the Personnel Payroll Assistant series, the Tow Lot Assistant IV classification in the Department of Public Works, and the Police Records Specialist III and Police Services Specialist-Investigator classifications within the MPD. The recommended level for ECO II is comparable to the highest level of the Program Assistant series. Furthermore a new pay range maximum of \$55,825 is equivalent to that of professional level positions (requiring formal degrees) including Accountants, Chemists, and Librarians in the City of Milwaukee. The labor market data used in arriving at the recommended rates is presented below:

Proposed Emergency Communications Operator I and II Rates of Pay
Compared to Similar Positions in Southeastern Wisconsin

Municipality	Effective Date	Range Minimum	Range Maximum
City of Waukesha*	January, 2016	\$51,334	\$58,760
City of Wauwatosa	January, 2016	\$43,326	\$58,056
City of Milwaukee-Emergency Communications Operator II	Proposed	\$46,347	\$55,825
Dane County	November, 2014	\$46,613	\$51,210
City of Milwaukee-Emergency Communications Operator I	Proposed	\$40,501	\$46,724
City of Muskego	November, 2014	\$37,232	\$46,592
Kenosha-Joint Services	November, 2014	\$36,816	\$46,120
City of West Allis**	January, 2016	\$39,978	\$42,744
Milwaukee County	January, 2016	\$37,357	\$41,995

*A new pay plan has been proposed for the City of Waukesha for 2017 creating a single rate of pay of \$51,334 for communicators/dispatcher.

**Rates shown are for West Allis residents. Non-resident rate is 2% less. Trainees earn about \$11/hour with no benefits.

There does not appear to be a predominant one model or best practice in terms of the number of different job classifications in an emergency communications operation. In some jurisdictions, particularly smaller operations, the job of telecommunicator and dispatcher are combined into one job. In cities, a notable one being the City of Chicago, the two jobs are separate.

The recommended rates will significantly increase the City's ability to compete for qualified personnel at time of hire. DER is also recommending adding a footnote to the Salary Ordinance that allows appointment anywhere in the range with DER approval based on prior emergency communication experience. This will serve as an incentive for experienced personnel to apply for Milwaukee positions as they will not have to start at the minimum of the pay range and may be eligible to receive a salary increase as a result of the appointment. The addition of a footnote increasing base pay by 5% when directed to perform lead worker related duties, including curriculum development, classroom or peer training duties will provide a significant incentive for employees to engage in these lead worker activities until a different oversight and supervisory structure is available.

In addition, DER has discussed the need for stronger civilian oversight and the development of formal career paths for the Technical Communications Division within MPD with the Budget and Management Division. Although outside the scope of the classification review, we believe that the City should explore the creation of a first line civilian supervisory level with positions that are primarily responsible for overseeing and directing the day to day activities of all Emergency Communications Operators including performance management and training instead of relying on lead workers or inexperienced sworn personnel to provide this oversight. This first line supervisory level would also represent a viable career path for Emergency Communications Operators who wish to advance to positions of leadership within this field either within MPD or create advancement opportunities for experienced emergency communications personnel from other jurisdictions. The MPD should task the recently created Emergency Communications Manager with the development and implementation of a plan to integrate a continuing sworn presence with a new civilian command structure for this Division. Such model could increase the stability in the command structure, increase the knowledge base of the command staff, and enhance the career opportunities for emergency communications operators.

DER is also recommending the development of a career ladder for the new Emergency Communications Operator classifications given the significant amount of resources and credentials readily available through the Association of Public Safety Communication Officials (APCO) and the National Emergency Number Association (NENA). Recommendations for a career ladder for this group could be developed for inclusion with the 2017 City Budget.

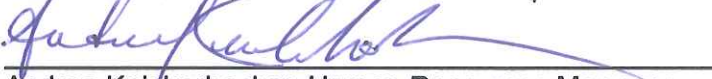
A separate Common Council file has been introduced that will include recommendations relative to hours of work and overtime provisions for civilian employees covered by the Fair Labor Standards Act. In order to implement the changes recommended in this report, the following Salary and Positions Ordinance amendments will be needed.

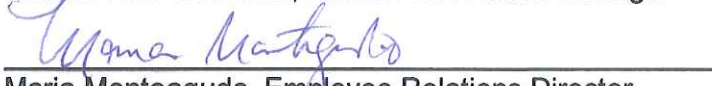
Action Required

In the Salary Ordinance, under Pay Range 5EN, add the title "Emergency Communications Operator I (11)(12)(13)" with footnotes to read as follows: "(11) Additional 5% for curriculum development, classroom, or peer training duties."; "(12) Appointment at any rate in the range based upon related emergency communications experience and credentials with the approval of Employee Relations."; "(13) Employees to be paid a 3.5% probationary increment of \$1,612.24 (\$41,918.24)."; under Pay Range 5IN, add the title "Emergency Communications Operator II (3)(4)(5)" with the footnotes to read as follows: "(3) Additional 5% for leadworker, curriculum, development, classroom, or peer training duties."; "(4) Appointment at any rate in the range based upon related emergency communications experience and credentials with the approval of Employee Relations."; "(5) Employees to be paid in the following range \$1,782.59 to \$2,147.11 (\$46,347.34 to \$55,824.86) with a 3.5% probationary increment of \$1,844.98 (\$47,969.48)."; under Pay Range 6GN, delete the title "Police Telecommunicator (8)(9)" and delete footnotes "8" and "9" in their entirety; under Pay Range 6IN, delete the title "Lead Police Telecommunicator (3)" and delete footnote "3" in its entirety; under Pay Range 6NN, delete the title "Police Dispatcher (2)(3)" and delete footnotes "2" and "3" in their entirety.

In the Positions Ordinance, under the Police Department, Administration Services Decision Unit, Technical Communications Division, delete 72 positions of "Police Telecommunicator", delete 6 positions of "Lead Police Telecommunicator"; delete 55 positions of "Police Dispatcher (G)", delete 10 positions of "Police Telecommunicator – Auxiliary"; add 133 positions of "Emergency Communications Operator II (G)" and add 10 positions of "Emergency Communications II – Auxiliary".

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