



Department of Employee Relations

December 10, 2002

John O. Norquist
Mayor

Jeffrey Hansen
Director

Florence Dukes
Deputy Director

Frank Forbes
Labor Negotiator

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Employee Benefits Manager

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

Dear Committee Members: Re: Common Council File Number 021173

The following reclassification was approved by the City Service Commission on December 3, 2002:

In the Health Department, one position of Research Analyst-Senior, Salary Grade 004, held by Gloria Ward, was reclassified to Vital Statistics Supervisor, Salary Grade 005.

The Job evaluation report containing the necessary Salary and Positions Ordinance amendments is attached.

Sincerely,

Florence H. Dukes
Employee Relations Director

FHD:pb

Attachments: Job Evaluation Report
 Fiscal Note

c: Dr. Seth Foldy, Maria Monteagudo, Kathleen Blair, Gloria Ward and Laura Engan

JOB EVALUATION REPORT

City Service Commission Meeting Date: December 3, 2002

Incumbent: Gloria Ward

Department: Health

Present	Request
Title: Research Analyst-Senior	Title: Vital Statistics Supervisor
Pay Range: 004 (\$38,634 - \$54,086)	Salary: Study of position
Step: 12 (\$54,086)	Source: Department
Recommendation: Title: Vital Statistics Supervisor Salary: Salary Grade 005: (\$41,182 - \$57,658) New Rate: \$57,658	
Rationale: The title of Vital Statistics Supervisor is descriptive of the incumbent's current job responsibilities whereas Research Analyst-Senior is not. A review of the incumbent's position and scope of responsibility with others in the City Service indicates that the position should be placed in Salary Grade 005.	
History of Position: The Research Analyst-Senior position was created in the Health Department's 1989 budget. The incumbent was promoted into this position in February 1989. The position has not been studied since that time.	

Action Required (effective Pay Period 1, 2003—December 22, 2002):

In the Positions Ordinance, under Health Department, Vital Statistics Division, eliminate one position of Research Analyst-Senior and add one position of Vital Statistics Supervisor.

In the Salary Ordinance, under Salary Grade 005, add the title "Vital Statistics Supervisor."

Background:

The original request to study this position was dated May 23, 2001. The study was placed on hold due to the freeze on reclassifications. In August 2002 the Department of Employee Relations agreed to proceed with the study at the request of the Health Department. In addition to the incumbent, discussions were held with Maria Monteagudo, Health Personnel Officer, and Kathleen Blair, Epidemiologist, who supervises this position.

Duties and Responsibilities:

As supervisor of Milwaukee's Vital Statistics office, the basic purpose of this position is to administer, coordinate and evaluate all activities necessary to register and issue Milwaukee occurrence birth and death certificates in compliance with Wisconsin State Statutes, Chapter 69. This position functions as Deputy Registrar on behalf of the Commissioner of Health who is designated as Registrar. The duties associated with this responsibility are designated by the State Registrar and Chapter 69 of the State Statutes.

According to the job description provided by the Health Department, approximately 60% of the incumbent's time is spent in the managing, supervising and facilitating the activities of the office consistent with the above responsibilities. The position currently supervises one Office Assistant IV and two Office Assistant IIIs.

Another 25% is spent as liaison with other agencies and the public on matters related to vital records. This includes providing information and collaborating with funeral directors, other registrars, the State Division of Health, medical examiners, hospitals, Center for Disease Control, fraud investigation units, and the INS office.

The remaining duties relate to providing data to other Health Department programs; maintaining familiarity with the Vital Statistics data base system; compiling data such as funeral directors billings, death indices, daily cash reports and birth data; serving as Notary Public and reviewing legal documents for validity; and providing information to staff and clients regarding various procedures associated with vital records.

Overall the incumbent's position encompasses customer service, records and data management, staff training and supervision, compliance with state statutes and procedures, and general administrative duties.

Minimum Qualifications:

Based on the current job description provided by the department, the position qualifications include a Bachelor's degree in humanities, sciences or business and a minimum of two years of supervisory experience. It also requires the ability to communicate clearly and concisely, the ability to think logically and to analyze and problem solve, and excellent interpersonal and customer service skills. Finally, it requires strong familiarity with state/local health regulations relating to vital statistics.

Standards Used in Determining Reclassification for Management Positions

The City uses a qualitative factor comparison system to evaluate management positions. This system requires that each position be compared to all other positions in the Management Pay Plan separately on each of four job evaluation factors:

· Impact and Accountability	Weighted	45%
· Knowledge and Skill	Weighted	35%
· Relationships Responsibility	Weighted	15%
· Working Conditions	Weighted	5%

Once an appropriate comparison has been made, the Job Evaluation staff assigns a level and corresponding number of points according to a chart. In analyzing any position for proper classification, it is critical to assess any changes that have taken place in the level of work performed in terms of responsibility, knowledge and skill required. Changes in working conditions are also assessed, although this factor is considerably less important for management positions.

In other words, the standard for reclassifying jobs to a higher level is not merely the fact that some changes have occurred. The significance of the change(s) and its impact on a position's level of responsibility, overall impact, and required knowledge and skill are what determine the basis for reclassification.

Changes in Duties and Responsibilities

In their letter requesting this study, the Health Department cites the following changes in the position:

- "Significant reduction (approximately 50%) in staffing level since 1982."
- "Computerization of vital statistics operations in 1996-1997."
- "A significant shift in responsibility in 1995 when the position's duties were changed from conducting research work for Medical Director and Epidemiologist to managing the Vital Statistics section."

These changes are discussed in the following section along with discussion of additional information and data regarding this position, including a salary survey of other jurisdictions. The salary survey was conducted for purposes of comparison because of the unique nature of this position in city government.

Analysis:

Significant reduction (approximately 50%) in staffing level since 1982.

A position of Vital Statistics Supervisor was eliminated as part of the 1989 budget. Following that, a clerical supervisor position was eliminated in 1992 and three office support positions were eliminated between 1994 and 1996. Since that time the Vital Statistics office staff has consisted of the Research Analyst-Senior as supervisor and three office support staff.

These staff reductions have essentially occurred without a corresponding reduction in the volume of work to be performed. The number of Milwaukee occurrence births (approximately 16,000) and deaths (approximately 6,500) that are recorded annually have remained relatively constant over the years. In addition, the office issues approximately 60,000 certified copies of birth and death certificates each year and must index and file a large number of corrections due to adoptions, legal name changes, paternity adjudications, death certificate amendments, etc. There is currently a four-year backlog in processing these changes and the staff is working overtime to catch up. During the normal workday, the office is constantly busy handling customer requests in person and via phone, fax and mail.

The question to be addressed for purposes of this study is what effect this staffing reduction has had on the incumbent's position. In other words, has the staffing reduction resulted in the incumbent taking on higher level duties and responsibilities? Clearly, the smaller staff size presents a daily challenge to the operation of the office in getting the work completed. One effect is that when one of the support staff is absent due to vacation or illness, the incumbent must fill in and perform the essential duties of that employee. Also, the incumbent performs a variety of administrative tasks such as ordering

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all supplies and equipment for the office including the security paper on which birth and death certificates are printed and arranging for the disposal of confidential materials. Attempts are being made to delegate some of these duties to the Office Assistant IV position, though this has proven difficult with the existing workload.

Another effect is that alternative work strategies must be developed by this position in order to handle the volume of work and maintain compliance with State Statutes and the State Vital Records Office. These sources detail specific procedures and timeframes that must be met in the performance of the Vital Records function. Many of these procedures are in place to protect the integrity of birth and death records and prevent them from being used for fraudulent purposes. With a smaller staff size and high volume of work, there is a greater responsibility on this position to ensure that all necessary procedures and protections are followed in every case. In addition, there must be a careful accounting of all of the funds received in the office. The incumbent has implemented procedures to address these concerns as well as improve workflow and the staff has been cross-trained to increase efficiency and productivity.

Computerization of vital statistics operations in 1996-1997.

This is also presented as a reason for reclassifying this position. Examples of computer use by the incumbent include the utilization of database, spreadsheet and word processing software packages to increase efficiency and better track the various types of transactions and revenues generated by the office. The staff also regularly accesses the State Mainframe Birth Certificate database through a terminal in the Vital Statistics office.

While computerization is encouraged when it increases efficiency and productivity, the fact is that most, if not all, departments and offices in the City have similarly utilized computers to update and enhance their operations. In relation to the current study, the City Service Commission Rules state that "technological changes which alter the way the work is done rather than the work itself" are not to be considered for classification purposes. Also, while new computer skills must be learned, the work is often performed more easily with the computerization of operations than before.

In summary, this change cited by the department does not have a bearing on the reclassification request.

A significant shift in responsibility in 1995 when the position's duties were changed from conducting research work for Medical Director and Epidemiologist to managing the Vital Statistics section.

The incumbent assumed the title of Research Analyst in 1989 and was subsequently promoted to Research Analyst-Senior, the title she currently holds. The Research Analyst job description at that time listed the following duties and responsibilities:

- 75% -Coordinate and facilitate research;
 -Provide technical assistance to other administrators within the Health Department
 -Collect and compile epidemiological data
 -Work closely with operating divisions of the department to identify research information needs and work with systems analyst in designing systems to meet those needs
- 5% -Assist with training programs and seminars
- 10% -Prepare research reports
- 10% -Collaborate with state and local agencies involved in similar research projects
 -Perform other duties as assigned by Epidemiologist or his/her designee

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While performing these Research Analyst duties, the incumbent continued to oversee the operations of the Vital Statistics office, though she was no longer physically assigned to that location. (Prior to being promoted to Research Analyst the incumbent was the clerical supervisor in Vital Statistics and served as the Deputy Registrar).

The incumbent reports that approximately 75% of her time was spent conducting research for the Medical Director and the Epidemiologist prior to 1995. As Research Analyst-Senior, she reports working on projects which included "research on the Measles outbreak, a retro study of MPS Immunizations, birth and infant mortality, an analysis of Youth Violence Prevention survey results, and special projects on such issues as youth homicides/suicides, nutrition, and chronic disease surveillance."

In 1995 the incumbent was physically transferred back to Vital Statistics to function as manager of that office and has continued in that role up to the present. She has not performed research analyst duties since 1995. It is therefore apparent that her current job title of Research Analyst-Senior is no longer pertinent and should be changed to reflect her current responsibilities. The Health Department's request that the title be changed to Vital Statistics Supervisor is appropriate given her current duties and responsibilities as described in a previously in this report.

The more important question concerns the proper classification level of the incumbent's position based on this change. The current level of Salary Grade 4 resulted from the incumbent being promoted into a Research Analyst-Senior position that she no longer performs. Therefore it is necessary to objectively look at data from various sources relating to this position in order to determine the proper classification level for the duties and responsibilities she is currently performing. This includes historical information concerning this position, salary survey data from other jurisdictions, and how this position compares to other positions in the Health Department and the City.

Historical Information

It was mentioned earlier that prior to her promotion to Research Analyst in 1989, the incumbent was in the position of Clerk IV in the Vital Statistics office from 1982 - 1988. The incumbent's Clerk IV job description dated March 15, 1982 shows that this position was "responsible for the day to day workings of the Vital Statistics office" and included a number of responsibilities that are part of the incumbent's current position such as train and supervise staff, notarize affidavits for correction of records, send original records to the Vital Records office in Madison, order supplies and equipment, and be knowledgeable and adaptable to State Statutes and their changes and revisions in regard to the processing of Vital Records. During this time the incumbent reported to the Vital Statistics Supervisor who functioned primarily as the department's computer programmer / systems analyst.

Salary Survey Data

Because the specific function of Vital Statistics is unique to City government and because many other counties and municipalities perform this function, information concerning the pay of similar positions elsewhere is pertinent to the current study. It should be noted that in Wisconsin the City of Milwaukee and the City of West Allis are the only two municipalities with a Vital Statistics office. This function is performed through county Register of Deeds offices elsewhere in Wisconsin. A sample of jurisdictions in Wisconsin and comparable Midwest cities were selected for the survey.

JURISDICTION	TITLE	MIN SAL	MAX SAL	POS. SUPERVISED
City of Milwaukee	Research Analyst-Sr. (Deputy Registrar)	\$38,634	\$54,086	3 clerical
City of West Allis	Deputy Registrar	\$27,622 (2001 rates)	\$31,470 (2001 rates)	none – 1 person office
Milwaukee County	Admin. Assistant (Vital Records)	\$29,925	\$38,375	7 clerical
Dane County	Clerk IV	\$33,507	\$36,614	1 F/T, 3 P/T clerical
City of Detroit	Head Clerk (Registrar)	\$35,900	\$38,800	15 clerical
City of Columbus*	Medical Records Mgr** (Registrar)	\$35,277	\$52,915	12 (1 office mgr & clerk II's & mail hdlrs)
City of Kansas City	Administrative Officer** (Registrar)	\$41,328	\$67,644	6 clerical in Vital Statistics + additional staff in records/billing

*City of Columbus processes birth and death records for entire Franklin County

**Position also supervises Medical Records system and Medicaid billing

Comparisons with other job classifications

A variety of classifications within the Health Department and other City departments were reviewed for comparison purposes. While this position in Vital Statistics is unique in terms of specific function, the main objective was to perform a general assessment of how the scope and level of duties and responsibilities of the incumbent's position compare to other classifications.

The incumbent's position is currently in Salary Grade 004. Positions in this salary grade are generally characterized as the senior or "journey" level of the particular management position. The classification of Research Analyst-Senior no longer applies to the incumbent's current responsibilities. Instead, a more appropriate comparison in this salary grade would be Administrative Specialist-Senior, Salary Grade 004. There are currently 21 positions in City government with this title. Some of these positions are "generalists" with a broad scope of duties, while others are focused in one or more specialized functional areas. Specific examples of the work performed by this classification include:

Office Manager Duties

- Coordinating and preparing departmental and divisional budgets
- Supervising a department or division's business and/or accounting functions
- Serving as a bona fide supervisor for a professional and/or support staff
- Managing departmental or divisional records
- Facilitating and managing a department or division's procurement activities

Technical Duties

- Overseeing the business and/or accounting aspects of a special program or project
- Performing and supervising difficult research and related special projects
- Overseeing and implementing policies, projects, and programs developed for and by a special program, project or task force

Most positions in this classification require a bachelor's degree in business, public administration or related field and 2-5 years of progressively responsible work experience.

Another useful comparison in Salary Grade 004 is License Coordinator. This classification, found in the License Division of the City Clerk's Office, trains and supervises office support staff in customer service, license application processing and other related duties. This position reviews business documents, insurance forms and legal forms. It also requires the analysis and interpretation of statutes, ordinances and regulations governing the issuance of a wide variety of licenses. This classification requires a Bachelor's degree in Business, Management or related field, two years of experience involving extensive public contact, one year of direct supervisory experience and specific job-related skills such as the ability to work independently and handle multiple tasks and priorities simultaneously.

Within the Health Department at this level are positions of Health Project Coordinator. These positions provide professional public health related duties in support of specific programs such as fetal infant mortality review, lead hazard reduction and injury and violence prevention. These positions typically involve community collaboration activities, preparing and making public presentations, conducting training programs for community groups and agencies, strategic planning, implementation of action plans and program evaluation to achieve specific objectives, grant writing, budget preparation and report writing. These positions require a Bachelor's degree in a related field and two years of professional public health experience.

Positions in City government at Salary Grade 005 are typically at a specialist level in occupational areas such as accounting, human resources, contract compliance, budget and management analysis, nutrition, occupational health nursing and claims adjusting. Individuals in these positions are expected to be experts in their particular discipline, function with a great deal of independence, exercise significant independent judgment and represent their department before Common Council committees and other boards and commissions as necessary.

For example, the Nutritionist Coordinator position in the Health Department is responsible for overall coordination of community nutrition efforts for the City of Milwaukee. The position supports Health Department programs relating to nutritional services and provides direction for assessment, planning, implementation and evaluation. It also serves as a nutritional consultant and liaison to community and professional groups. This position requires a degree in Nutrition, two years of professional nutritionist experience, registration as a dietitian and certification with the State of Wisconsin.

The position of Budget and Management Analyst-Senior in the Department of Administration, also in Salary Grade 005, is responsible for independently reviewing, investigating and making recommendations on budgets, programs and policy proposals by City departments. The position also evaluates City operations, programs and policies, and prepares and presents oral and written communications on these analyses to the Mayor, Common Council, and other public officials. This position requires a Master's degree in public policy, public administration, economics, business administration or related field or a Bachelor's degree and at least one year of experience as a Budget and Management Analyst or similar position.

Positions in the Health Department at Salary Grade 006 include Health Communications Officer, Environmental Health Supervisor, and Environmental Health Field Supervisor. As supervisory positions, the latter two classifications represent the best comparisons. Environmental Health Supervisors plan, coordinate and supervise the work of the Environmental Health Specialists with respect to inspection and enforcement of federal, state and city codes and ordinances. The inspection and enforcement relate to food handling and food processing facilities, weighing and measuring devices, state and city fire inspection codes, and the city's convenience store safety ordinance. The Environmental Health Field Supervisor performs similar duties with respect to lead poisoning investigation and prevention. The latter position supervises 13 Lead Risk Assessors and an Environmental Hygienist. It also has significant planning, coordination and evaluation responsibilities in implementing various strategies designed to achieve lead hazard reduction. Both of these Environmental Health supervisory positions, as well as the technical staff they supervise, must be state certified. They also represent the Health Department at various committee/board meetings and at Common Council committee meetings.

Positions in the Health Department at Salary Grade 007 include Public Health Nurse Supervisor and WIC Program Manager. The Public Health Nurse Supervisor requires a Bachelor of Science degree in nursing and typically provides supervision and program development direction and guidance to Public Health Nurses, Clinic Assistants, Public Health Aides, and office support positions assigned to a health center. The WIC Program Manager manages a staff of over 20 professional, paraprofessional, technical and office support staff personnel located in three WIC clinics, prepares and manages a budget of over \$960,000, and develops, implements and evaluates program policies and procedures.

Conclusion and Recommendation:

As Deputy Registrar on behalf of the Health Commissioner, the position under study is accountable to the State of Wisconsin in enforcing state laws and State Vital Records Office policies regarding the filing, issuance and preservation of birth and death certificates in the city's jurisdiction. Authorization to file vital records may be withdrawn if criteria such as insuring the integrity and safety of the vital records documents and abiding by appropriate confidentiality agreements are not met. These duties are performed with a significant degree of independence under the general supervision of the Epidemiologist.

While the incumbent's position has latitude in developing internal policies and procedures, making work assignments, and establishing priorities, the processes relating to the basic functions of the office such as recording and issuing birth and death certificates are defined by State Statute or by the State Vital Records Office. Questions that arise regarding these processes or unusual situations are usually directed to the State Vital Records Office for guidance.

The previous section reviewed positions in the City that are in Salary Grades 004 – 007. The incumbent's specific job duties as described in the job description, job analysis questionnaire, and in interviews with the incumbent and her supervisor, have been compared with the various positions reviewed. Based on that analysis, the position as it is currently functioning best fits in Salary Grade 005. While the classifications of License Coordinator and Administrative Specialist-Senior are similar to the incumbent's position in terms of level and nature of work, they do not function with the same level of independence nor have the same level of impact and accountability as the position under study. In contrast, positions in Salary Grades 006 and 007 are at a higher level in terms of scope of work, knowledge and skill required, supervision exercised, and level of independent judgment and decision making needed.

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Historical information revealed that the basic function of the incumbent's position was at one time performed at the Clerk IV level. This is not to infer that the position is functioning at that level currently. Conditions now are quite different in terms of levels of supervision, staff availability, complexity and number of procedures that must be followed, and probably in a number of other respects as well. However, it does help illustrate the administrative function of the position.

The salary survey data presented points out that at least in West Allis, Milwaukee County and Dane County, the position handling the vital records function is an administrative position represented by a bargaining unit. The positions in the three other municipalities (Detroit, Columbus, Kansas City) are not represented by a bargaining unit which is consistent with Milwaukee. The salary data itself shows that Salary Grade 005, while near the high end compared to the other agencies surveyed, is still appropriate given the analysis and internal comparisons in this report.

This position's current and recommended profile on the job evaluation factors is as follows:

<u>Factor</u>	<u>Current Level</u>	<u>Recommended Level</u>	<u>Points</u>
Impact & Accountability (IA)	4	6	91
Knowledge & Skills (KS)	4	4	57
Relationships Responsibility (RR)	4	5	32
Working Conditions (WC)	1	1	5

Total Points: 185

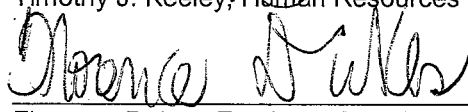
Salary Grade: 005 = 175 - 200 points

In conclusion, based on all of the information presented in this report, it is recommended that the position's title be changed to Vital Statistics Supervisor and that it be placed in Salary Grade 005.

Prepared by:


Timothy J. Keeley, Human Resources Representative

Reviewed by:


Florence Dukes, Employee Relations Director