



Department of Employee Relations

Tom Barrett
Mayor

Maria Monteagudo
Director

Michael Brady
Employee Benefits Director

Troy M. Hamblin
Labor Negotiator

January 08, 2010

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

Dear Committee Members:

Re: Common Council File Number 090447

The following classifications and pay levels were approved by the Board of Fire and Police Commissioners on January 7, 2010:

In the Police Department:

Thirty-three positions titled Lieutenant of Police, PR 836 and Thirty-six positions of Lieutenant of Detectives, PR 836 were retitled to Police Lieutenant, PR 836.

In the Fire Department:

Two new positions were classified to Fire Education Specialist, PR 530.

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

Sincerely,

Maria Monteagudo
Employee Relations Director

MM:fcw

Attachment: 2 Job Evaluation Reports
Fiscal Note

c: Mark Nicolini, Jennifer Meyer, Marianne Walsh, Troy Hamblin, Nicole Fleck, Joe Alvarado, Michael Tobin, Chief of Police Edward Flynn, Chief of Staff Judy Pal, Assistant Chief of Police Monica Ray, Assistant Chief of Police James Harpole, Assistant Chief of Police Gregory Habeck, Valarie Williams, Acting Chief Michael L. Jones, Juliet Lee Battle, Thomas Klusman (MPSO), Richard Abelson, John English, Kenneth Wischer, Bill Mollenhauer, James Fields and Calvin Lee (DC48),

Job Evaluation Report

Fire & Police Commission Meeting: January 7, 2010

Department: Police

Present	Request	Recommendation
Lieutenant of Police Pay Range 836 \$62,134.28 - \$75,441.34* 33 Positions	Police Lieutenant Pay Range 836 \$62,134.28 - \$75,441.34* 69 positions	Police Lieutenant Pay Range 836 \$62,134.28 - \$75,441.34* 69 positions
Lieutenant of Detectives Pay Range 836 \$62,134.28 - \$75,441.34* 36 Positions		
<p>Rationale:</p> <p>An analysis of the job responsibilities of Lieutenant of Detectives and Lieutenant of Police shows that there is sufficient comparability in positions to recommend a combined rank of Police Lieutenant in Pay Range 836.</p> <p>To date Chief Flynn has made a number of changes to the department's organizational structure and to assignments with the intent to achieve more efficient departmental operations, delivery of police service to the public, as well as benefits to members of the department. This reclassification is a next step that would allow officers to diversify their career tracks and gain experience in both technical investigation as well as in management and supervision.</p> <p>In addition, the results of a survey of similar jurisdictions showed that most have a one-rank organizational structure. These results support the recommendation to create a combined rank of Police Lieutenant.</p> <p>The Milwaukee Police Supervisors Organization is the exclusive bargaining agent for current and future positions of Lieutenant. While this reclassification is not subject to a duty to bargain as indicated in a February 4, 2000 legal opinion provided by City Attorney Grant Langley, certain impacts of the merger of ranks upon employee wages, hours and working conditions of employment would be subject to such a duty.</p> <p>The success of the adoption of such a reclassification will depend upon the thoughtful planning for and implementation of the transition of current Lieutenants and the promotional path for new Lieutenants.</p>		

*2006 rates of pay

Action Required

The Salary Ordinance and Positions Ordinance changes are located at the end of the report.

Background

In March of 2009, Michael Tobin, Executive Director of the Fire & Police Commission, forwarded a request from Chief of Police Edward Flynn to reclassify all positions of Lieutenant of Detective and Lieutenant of Police into one combined rank of Police Lieutenant.

In conducting this study Employee Relations staff met with Chief Flynn, Assistant Chiefs of Police James Harpole and Monica Ray, Chief of Staff-Police Judy Pal, Police Department, and Personnel Administrator Valarie Williams as well as numerous Police Department members at the rank of Deputy Inspector of Police, Captain of Police, Lieutenant of Police, and Lieutenant of Detective. Staff also met with Executive Director of the Fire & Police Commission Michael Tobin.

Department Rationale

In his request Chief of Police Edward Flynn has proposed combining of the Lieutenant ranks as an opportunity to assign Lieutenants anywhere within the Police Department as the need arises and provide for greater efficiency in the delivery of police service to the public.

Historically, there have been two separate rank structures—in essence separate career paths—within the Milwaukee Police Department that also restrict member's ability to transfer or be promoted between the Uniformed Patrol function and the Criminal Investigation function.

Present Milwaukee Police Department Rank Structure and Career Path

Chief of Police SG 18	
Assistant Chief of Police SG 16	
Inspector of Police SG 12	
Deputy Inspector of Police PR 842	
Captain of Police PR 839	
Lieutenant of Detectives PR 836	Lieutenant of Police PR 836
Detective PR 808	Police Sergeant PR 831
Police Officer PR 801	

Under the current paradigm, a Police Officer may compete for promotion to either the rank of Detective or Sergeant. These two ranks have in the past been paid equivalently. Detectives may then only compete for promotion to Lieutenant of Detective and Sergeants may then only compete for Lieutenant of Police. (A Lieutenant of Detectives directs field investigations; A Lieutenant of Police commands uniformed police in an assigned district on a shift basis.) Both ranks of Lieutenant may compete for Captain of Police and there has been a historical tendency

to assign Captains to the functional area (criminal investigation or patrol) from which they have been promoted.

Since his tenure with the Milwaukee Police Department, Chief Flynn has made a number of changes to the department's organizational structure and changes to assignments with the intent to achieve more efficient departmental operations, delivery of police service to the public, as well as benefits to members of the department.

In the spring of 2008, a new command structure was approved and implemented that provided for four Assistant Chiefs of Police to report directly to Chief Flynn with oversight of the separate Bureaus of Professional Standards, Administration, Neighborhood Policing, and Criminal Investigation.

In the fall of 2008, Chief Flynn began integrating the staffing of the Criminal Investigation and Neighborhood Policing Bureaus through the naming of two new Assistant Chiefs. Chief Flynn appointed Gregory Habeck, a Captain in the Criminal Investigation Bureau, to head up Neighborhood Policing, and James Harpole, a Captain in the Neighborhood Policing Bureau to head up Criminal Investigation.

Further, in the spring of 2009, Chief Flynn made major transfers of those among the Captain of Police ranks in which Criminal Investigation Bureau supervisors were transferred to head Districts in the Neighborhood Policing Bureau, while District Captains were transferred to the Criminal Investigation Bureau. Benefits of these changes have included:

- Improved cross-communication between Neighborhood Policing and Criminal Investigation,
- Improved information-sharing regarding crime, criminals and investigations, and,
- Increased focus on management accountability and a reduction in overtime costs while maintaining productivity levels.

These appointments for Assistant Chief and for Captain are significant as they deviate from the usual practice of promoting individuals only within a functional area (i.e. Neighborhood Policing or Criminal Investigation).

This report considers the request to reclassify and thus combine the ranks of Lieutenant and is a next step in the Chief's efforts to transform the Milwaukee Police department. With a single rank of Police Lieutenant, the department would cross-train and cross-promote current Lieutenants in Neighborhood Policing and Criminal Investigation. This change would allow officers to diversify their career tracks and would further the cross-communication that has begun with the previous changes to structure and assignments of personnel.

Current and Proposed Job Descriptions

The current job descriptions for Lieutenant of Detectives, Lieutenant of Police as well as the proposed job description for the combined rank of Police Lieutenant are provided in a chart on the following page. A review of the current job descriptions shows similarities and differences in duties and responsibilities.

Both positions have responsibility for supervising subordinate officers under their command on a shift basis. Both assign specific tasks to personnel and ensure that the members under their command adhere to proper standards of efficiency, discipline, conduct and appearance. Both must inspect their subordinates for fitness for duty, give instructions and advice, and report in

writing any instances of misconduct, neglect of duty, or violations of rules and regulations. They also are to review and coordinate internal and criminal investigations performed by their subordinates. These aspects of the positions show strong comparability in responsibility.

Differences between the two positions exist in that the Lieutenant of Police requires greater planning, organizing and decision making due to a much greater span of control. In contrast the Lieutenant of Detectives position is to a great extent a working supervisor who closely supervises investigations. Another difference is apparent in the requirements for the positions. A Lieutenant of Police must have 3 years of supervisory experience as a Sergeant and a Lieutenant of Detective must have 3 years of technical experience as a Detective.

The proposed job description includes the duties and responsibilities of both positions and envisions that the Police Lieutenant will command police and civilian personnel at an assigned district or at a division on a shift basis.

Job Description Comparison

	Lieutenant of Detectives-Current	Lieutenant of Police-Current	Police Lieutenant - Proposed
Basic Function	<ul style="list-style-type: none"> Direct and coordinate field investigations, ensure that all investigative work is completed. 	<ul style="list-style-type: none"> Preserve public peace and order, prevent and detect crime, command uniform police in an assigned district on a shift basis. 	<ul style="list-style-type: none"> Preserve public peace and order; prevent and detect crime; improve the quality of life for the citizens of the City Direct and coordinate field investigations; evaluate and determine follow-up; ensure that all investigative work is completed. Exact the proper performance from personnel of a lesser rank and enforce the rules, regulations, and standard operating procedures of the department and the laws and ordinances for which the City takes cognizance.
Duties & Responsibilities	<ul style="list-style-type: none"> Exact the proper performance from detectives assigned to the Criminal Investigation Bureau, and shall be particularly responsible for the efficiency, discipline, general conduct, and appearance of the members assigned. Maintain a thorough knowledge of the criminal code so as to supervise the enforcement of the laws of the State and ordinance of the City of Milwaukee. Assist and instruct detectives under supervision; report in writing all cases of misconduct, incompetency, neglect of duty, or any other violation of the rules and regulations. Attend all roll calls to prepare detectives for their daily assignments and see to it that such duties are promptly performed. Frequently test and examine the detective under supervision to ascertain their knowledge of the rules and regulations, and all other matters pertaining to their duties In the absence of the Captain of Police (CIB) during regular hours of duty, take command of the shift and exercise the authority and duties of the Captain subject to any limitations imposed by the officer being relieved. 	<ul style="list-style-type: none"> Preserve public peace and order; prevent and detect crime, apprehend offenders; protect persons and property; enforce laws of the State and the ordinances of the City of Milwaukee. Take command of uniform police force in an assigned district on a shift basis. During night shifts this will involve functioning without the presence of a Captain of Police. Assume responsibility for the discipline, conduct and efficiency of all members under command during tour of duty. During hours of duty conduct prescribed roll calls, inspect outgoing squads, communicate all orders and other necessary information; give prepare instructions and advice; correct any negligence in attire, want of cleanliness or neatness, or other improper personal habits, note all absences, and report any irregularities to commanding officer. Inquire into all complaints and charges of laxity or misconduct in the performance of duty by members of force under command. Submit written report of such investigations to commanding officer. During the hours of duty, whenever, the Traffic Division in not operating, assign the investigation of all traffic accidents and all other matters and complaints pertaining to traffic which require immediate attention in district. Responsible for the preservation of public peace and general good order of district during assigned tour of duty. 	<ul style="list-style-type: none"> Command police and civilian personnel at assigned district or division on a shift basis; assume responsibility for the discipline, conduct, and efficiency of all personnel of a lesser rank under his/her command during time of duty. In the absence of the Captain of Police, take command and exercise the authority and duties of the Captain subject to any limitations imposed by that Captain. During hours of duty, conduct prescribed roll calls, inspect out-going personnel and equipment, communicate all orders and other necessary information, give proper instruction and advice, correct any negligence in attire, want of cleanliness and neatness or other improper personal habits, note all absences and report any irregularities to the Commanding Office. Investigate citizen complaints. Inquire into all complaints and charges of laxity or misconduct in the performance of duty by a member under his/her/command. Submit written reports of such investigations and inquiries to the Commanding Officer. Review and examine the interrogation of arrested suspects to determine their association to other criminal offenses occurring in our city. Review and examine information and allegations from informants to determine reliability and veracity relative to criminal activity. In addition, review current and past offenses under investigation to insure that all methods of solvability are employed.
Qualifications	<ul style="list-style-type: none"> 3 years of service as a Detective in the City of Milwaukee Police department Ability to maintain efficiency and morale while keeping the proper level of discipline Ability to administer, plan and direct investigations of crime. 	<ul style="list-style-type: none"> 3 years of service as a Police Sergeant Ability to command a semi-military force and to effectively enforce discipline while maintaining good morale among the members. Ability to exercise discretion and judgment in maintain effective control of police ranks assigned to command and in maintaining law and order in district during tour of duty. 	<ul style="list-style-type: none"> Three years of service as a Police Sergeant or Detective in the department. Ability to command and direct a force of personnel of lesser rank and to efficiently enforce discipline while maintaining good morale among personnel. Ability to exercise discretion and judgment while maintaining effective control of assigned police personnel Ability to effectively maintain law and order during tour of duty

Survey of Rank Structures within Comparable Jurisdictions

In conducting this study, staff, with the assistance of staff of the Fire & Police Commission, also surveyed similar police departments for information on their rank structure and promotional paths. Twenty police agencies were queried and seven responded. Summary information is provided in the following chart that provides external context to the proposal of reclassifying the two current ranks of Lieutenant into one rank of Police Lieutenant.

Rank Structure within a Sample of Comparable Jurisdictions

Jurisdiction	Rank Structure		Promotional Advancement	Comments
Austin	One Rank Structure		Competitive exam	Austin recently combined the ranks of Detective and Corporal and now has one exam for both ranks.
	Captain	Lieutenant		
Boston	Two Rank Structures		Competitive exam	
	Captain Lieutenant Sergeant Police Officer	Captain Detective Lieutenant Detective Sergeant Detective Police Officer		
Columbus	One Rank Structure		Professional exam with experience requirements in related area	A Detective is a rank given to a Police Officer working in the investigative subdivision.
	Captain	Lieutenant		
Cleveland	One Rank Structure		Competitive exam	
	Captain	Lieutenant		
Louisville	One Rank Structure		Competitive exam	
	Captain	Lieutenant		
Kansas City	One Rank Structure		Competitive exam	Detective is a rank given to a Police Officer
	Major	Captain		
St. Louis	One Rank Structure		Competitive exam	Detective is a Police Officer rank
	Captain	Lieutenant		
	Sergeant	Police Officer		

With one exception, the jurisdictions that responded to this survey have a single rank structure with comparable ranks. The exception is Boston which reported two rank structures. Of particular note is the requirement by all jurisdictions that a member have supervisory responsibility as a Sergeant prior to being promoted to a higher rank.

Clearly this survey shows that while variation exists, that a single rank structure is a functional operational structure employed by a majority of these jurisdictions.

Transition Matters

Transition issues to be considered for implementing a combined rank of Police Lieutenant will include:

- Policy considerations related to transferring of current Lieutenants between the Criminal Investigation and Neighborhood Policing Bureaus,
- Development of a cross-training plan and implementation of classroom curriculum and on-the-job training specific to the assignment to ensure effective transition,
- Revision of the promotional route into Police Lieutenant with decisions to be made on use of current eligible lists, appropriate requirements for the combined rank, and development of new core competencies for a new promotional test. The current Lieutenant of Detectives eligible list expires January 22, 2011; and the current Lieutenant of Police eligible list expires May 15, 2010.
- Reconsideration of the optimal ratio of Lieutenants to direct reports throughout the department.

The Milwaukee Police Supervisors Organization is the exclusive bargaining agent for current and future positions of Lieutenant. While Chief Flynn's request to reclassify the two Lieutenant positions is not subject to a duty to bargain as indicated in a February 4, 2000 legal opinion provided by City Attorney Grant Langley, certain impacts of the merger of ranks upon employee wages, hours and working conditions of employment would be subject to such a duty.

A common theme voiced by current Lieutenants and Captains in the field on the creation of a combined rank of Police Lieutenant included the assertion that those Lieutenants with more developed knowledge and skill in both managing/supervising and in follow-up investigation will be better able to make the transition between the Neighborhood Policing Bureau and the Criminal Investigation Bureau. There is also a strong belief that the success of the transition will be greatly affected by how it is implemented in terms of rigorous cross-training and the decisions on who will be transferred across divisions or newly promoted into the positions.

Analysis

This study is to respond to Chief Flynn's proposal to combine the current ranks of Lieutenant into a combined rank of Police Lieutenant and thereby provide greater efficiency in delivery of police service to the public. This change represents a significant change in the rank structure and would allow members to transfer or be promoted between the Uniformed Patrol function and the Criminal Investigation function. Such a change in organization structure would be a next step in Chief Flynn's intent to achieve more efficient departmental operations within the Milwaukee Police Department.

The benefits of these changes impact departmental operations, delivery of police service to the public, as well as benefits to members of the department. Such a change will allow the Chief to assign resources across the department. Department members will have a greater ability to gain experience in both technical investigation as well as in management and supervision. The broader responsibilities of the proposed rank of Police Lieutenant will benefit those interested in being promoted to the rank of Captain.

An analysis of the job responsibilities of two current ranks of Lieutenants shows that there is sufficient comparability, and overlaid with the survey results from similar jurisdictions which demonstrated primarily one-rank organizational structures, indicate that the combined rank of Police Lieutenant is a viable and workable rank for the Milwaukee Police department.

The success of the adoption of such a reclassification will depend upon the thoughtful planning for and implementation of the transition of current Lieutenants and the promotional path for new Lieutenants.

Recommendation

We therefore recommend that the current ranks of Lieutenant of Detectives and Lieutenant of Police be reclassified to the new rank of Police Lieutenant in Pay Range 836.

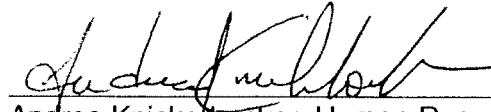
In the Salary Ordinance, under Pay Range 836, delete the titles "Lieutenant of Police", "Lieutenant of Detectives" and add the title "Police Lieutenant."

In the Positions Ordinance,

Under the Police Department, Administration Services Decision Unit, Office of Management and Planning, delete one position of "Lieutenant of Police", add one position of "Police Lieutenant"; under Professional Standards Bureau, Professional Performance Division, delete one position of "Lieutenant of Detectives", delete two positions of "Lieutenant of Police", add three positions of "Police Lieutenant"; Training Division, delete one position of "Lieutenant of Police", add one position of "Police Lieutenant"; under Administration Bureau, Technical Communications Division, delete two positions of "Lieutenant of Police"; Integrated Justice Services Division, Property Control Section, delete one position of "Lieutenant of Police", add one position of "Police Lieutenant"; Prisoner Processing Section, delete one position of "Lieutenant of Police", add one position of "Lieutenant of Police"; under Operations Decision Unit, Tactical Planning & Logistics, delete one position of "Lieutenant of Police", District 1, delete three positions of "Lieutenant of Police", add three positions of "Police Lieutenant", District 2 & Weed & Seed Initiative, delete three positions of "Lieutenant of Police", add three positions of "Lieutenant of Police"; District 3, delete three positions of "Lieutenant of Police", delete one position of "Lieutenant of Detectives", add four positions of "Police Lieutenant"; District 4, delete three positions of "Lieutenant of Police", add three positions of "Police Lieutenant", District 5, delete three positions of "Lieutenant of Police", add three positions of "Police Lieutenant"; District 6, delete three positions of "Lieutenant of Police", add three positions of "Police Lieutenant", District 7, delete three positions of "Lieutenant of Police", add three positions of "Police Lieutenant", Neighborhood Task Force, delete three positions of "Lieutenant of Police", add three positions of "Lieutenant of Police", under Criminal Investigation Bureau, Intelligence Fusion Center, delete two positions of "Lieutenant of Detectives", add two positions of "Police Detectives"; Investigative Management Division, delete four positions of "Lieutenant of Detectives", add four positions of "Lieutenant of Detectives", add four positions of "Police Lieutenant", Neighborhood Investigations Division, delete six positions of "Lieutenant of

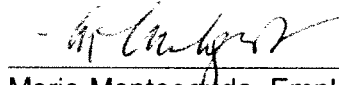
Detectives", add six positions of "Police Lieutenant"; Organized Crime Division, delete four positions of "Lieutenant of Detectives", one position of "Lieutenant of Detectives (N)", add five positions of "Police Lieutenant", Sensitive Crimes Division, delete four positions of "Lieutenant of Detectives", Violent Crimes Division, delete 11 positions of "Lieutenant of Detectives", add 11 positions of "Police Lieutenant", Assigned As Needed Within Decision Unit, delete one position of "Lieutenant of Detectives (K)" and add one position of "Police Lieutenant."

Prepared by:



Andrea Knickerbocker, Human Resources Manager

Reviewed by:



Maria Monteagudo, Employee Relations Director

JOB EVALUATION REPORT

Fire and Police Commission Meeting Date: January 7, 2010

This report recommends the appropriate classification and compensation level for two new positions in the Milwaukee Fire Department (MFD). In reviewing these positions staff analyzed a new job description and held discussions with management representatives from MFD.

FIRE DEPARTMENT

Current	Request	Recommendation
Two New Positions	Community Education Specialist Salary Grade 04 (\$44,194 - \$61,871)	Fire Education Specialist Pay Range 530 (\$41,495 - \$46,975)

Action Required

In the Salary Ordinance, under Pay Range 530, add the title "Fire Education Specialist."

In the Positions Ordinance, under Fire Department, Supporting Services Decision Unit, Instruction and Training Bureau, delete two positions of "Community Education Specialist" and add two positions of "Fire Education Specialist."

Background

In a letter dated December 9, 2009, Michael L. Jones, Acting Chief, requested two new positions in the Bureau of Instruction and Training be studied and classified as Community Education Specialists in Salary Grade 04.

Duties and Responsibilities

The basic function of this positions is to provide fire safety information in the form of fire safety programs, fire extinguisher training programs, and research and development; and assist with department in-service training and any other duties deemed necessary by the Deputy Chief, Bureau of Instruction and Training. The duties and responsibilities are as follows:

- 50% Administer fire education safety programs
- 15% Screen and handle customer service type phone calls
- 10% Conduct safety seminars
- 5% Perform fire extinguisher training
- 5% Staff Milwaukee Fire Department booths at various events
- 5% Assist with evacuation planning of businesses and residences
- 5% Assist the F.O.C.U.S. Coordinator
- 5% Perform blood pressure screening for the general public

Requirements for this position include some experience in customer service; first responder training; an ability to speak publicly, teach, and effectively communicate with the general public including children through senior citizens, and effectively work with school administrators, private sector businesses, and non-profit agencies; and

knowledge of various computer software programs including MSWord, Excel, PowerPoint, and some form of database software.

Analysis

The Department has indicated that these two positions will serve as public relations representatives for MFD and will disseminate MFD information with a special emphasis on information related to fire safety and fire behavior. In order to classify this position, comparisons were made to other positions in the City including the following:

Communicable Disease Specialist in Pay Range 530 (\$41,495-\$46,975)

These positions in the Health Department contact clients who may have been exposed to HIV or sexually transmitted diseases with the intent to interview and provide education, prevention information, risk reduction counseling and referral services. They also educate and train local health care providers on case detection, intervention techniques, quality assurance standards and data collection tools. These positions facilitate presentations and workshops to multidisciplinary community groups. They are responsible for assisting with the development and evaluation of educational materials, resources and programs. The positions require a Public Health, Health Education or related Bachelor's Degree.

Public Health Educator II, PR 593 (\$44,357-\$53,967)


These positions in the Health Department develop and implement health education prevention programs. They serve as a health education resource to other Health department staff, Milwaukee Public schools, and for the Milwaukee community. They determine community health promotion strategies, conduct needs assessments, and determine the effectiveness of programs. The positions require a Public Health, Health Education or related Bachelor's Degree and one year of experience providing professional health education. These positions work in a number of programmatic areas in the Health department including Injury and Violence Prevention and Lead Poisoning Prevention.


In comparing these new Fire department positions to the Health department positions listed above, it appears that the duties and responsibilities are more closely related to those of the Communicable Disease Specialist. The Communicable Disease Specialist provides education and counseling as well as facilitates presentations and workshops. In contrast the Public Health Educator II is responsible for developing, designing, and implementing health education prevention programs for the Milwaukee Health department and serving as a public health education resource for the Milwaukee Public Schools and community organizations.

Fire department managers have indicated that these two new positions will be responsible for conducting fire safety programs, fire extinguisher training for the public and will assist with department in-service training. The department has further indicated that these positions will be responsible for delivering training that has been developed by the Lieutenant in the Bureau of Instruction and Training. As these new positions will be responsible for implementing public fire safety programs that have been designed by higher level staff within the Bureau of Instruction and Training, it would appear appropriate to classify these positions at a level consistent with the Communicable Disease Specialist in Pay Range 530.

Recommendation

Based on the above analysis we recommend this position be classified as Fire Education Specialist in Pay Range 530.

Prepared by: 
Sarah Trotter, Human Resources Representative

Reviewed by: 
Maria Monteaudo, Employee Relations Director