



Department of Employee Relations

Tom Barrett
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January 4, 2010

Fire and Police Commission
City Hall, Room 706A

Attention: Michael G. Tobin, Executive Director

Dear Commissioners:

Enclosed is a report concerning the reclassification of the positions titled Lieutenant of Police and Lieutenant of Detectives for distribution to each Commissioner, the Executive Director, and for other distribution as necessary.

Sincerely,

Maria Monteagudo
Director of Employee Relations

MM:fcw

Enclosures: Job Evaluation Report

c: 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
Troy Hamblin
Joe Alvarado
Grant Langley
Thomas Klusman, (MPSO)

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 proper 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 is 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 Officer. 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 Sergeant Detective/Corporal Police Officer		
Boston	Two Rank Structures	Competitive exam	
	Captain Lieutenant Sergeant 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 Sergeant Police Officer		
Cleveland	One Rank Structure	Competitive exam	
	Captain Lieutenant Sergeant Police Officer		
Louisville	One Rank Structure	Competitive exam	
	Captain Lieutenant Sergeant Police Officer		
Kansas City	One Rank Structure	Competitive exam	Detective is a rank given to a Police Officer
	Major Captain Sergeant Master Patrol Officer/Master Detective Police Officer		
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 of Police 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