

COUNTY OF MILWAUKEE
DEPARTMENT OF HUMAN RESOURCES
Inter-Office Communication

DATE: May 24, 2019

TO: Supervisor Theodore Lipscomb, Sr., Chairman, Milwaukee County Board of Supervisors

CC: Kelly Bablitch, Chief of Staff, Milwaukee County Board of Supervisors
Raisa Koltun, Chief of Staff, Office of the County Executive
Supervisor Eddie Cullen, Chairman, Committee on Personnel
Supervisor James "Luigi" Schmitt, Chairman, Committee on Finance and Audit
Teig Whaley-Smith, Director, Department of Administrative Services (DAS)
Joe Lamers, Director, Office of Performance, Strategy and Budget, DAS
Dan Laurila, Operating Budget Manager, DAS-PSB
Lindsey Shreves, Budget and Management Analyst, DAS-PSB
Mary Dutkiewicz, Business Partner, Department of Human Resources
Valerie Sprewell, Business Partner, Department of Human Resources
Peggy Schneider, Business Partner, Department of Human Resources

FROM: Julie Landry, Chief Human Resources Officer, Department of Human Resources
Assisted by:
Denita Ball, Chief Deputy Sheriff, Office of the Sheriff
Molly Zillig, Chief Legal and Compliance Officer, Office of the Sheriff
Aaron Dobson, Deputy Inspector, Office of the Sheriff
Theodore Chisholm, Chief of Staff, Office of the Sheriff
Patricia Carravetta, Public Safety Fiscal Administrator, Office of the Sheriff

Dean Legler, Director of Compensation and HRIS, Department of Human Resources
Michael Hafemann, Superintendent of the House of Correction
June Jackson, Public Safety Fiscal Administrator, House of Correction
Lathel Taylor, Deputy Superintendent of the Juvenile Detention Center

RE: Recommendation to Reallocate Correctional Officer 1 (Pay Grade 14Z1) and
Correctional Officer-Truck Driver (Pay Grade 17Z) in Response to the Directive in the
2019 Adopted Budget

REQUEST

The 2019 Adopted Budget includes the following language:

"An appropriation of \$250,000 each (\$500,000 total) is included on the Office of the Sheriff and House of Correction for potential wage increases for Correctional Officers based on market conditions. The monies are contained within an allocated contingency account within each department. The Director of Human Resources shall provide a report to the County Board providing the specific details of the proposed increase in pay to help attract and retain staff. Approval by the County Board to release the funds (via an appropriation transfer) will be considered after the report is reviewed."

EXECUTIVE SUMMARY

Staff from the House of Correction (HOC), the Office of the Sheriff (MCSO), and the Department of Human Resources ("Workgroup") collaborated on the most effective allocation distribution of the

\$500,000 recommended by the County Executive and approved by the County Board in the 2019 Adopted Budget to attract and retain correctional officers. The consensus of the group is to recommend reallocating the pay grade for Correctional Officer 1 and Youth Correctional Officers to provide a 4.5 percent hourly wage lift to all existing pay steps. It is the recommendation of the Workgroup to include Youth Correctional Officers working in the Department of Health and Human Services (DHHS) although these positions were not considered in the original budget allocation. If approved, the reallocation would be effective pay period 14, beginning June 16, 2019 and coupled with the general across-the-board wage increase most employees will receive at that time, provide a 6.5 percent lift to correctional officer wages. The Comptroller projects the total cost of the reallocation to be approximately \$586,505 for 2019, or \$86,505 more than the funds appropriated to the departments. It is recommended to revisit the costs in the fourth quarter of 2019 to determine if an appropriation transfer to realign the funds between departments or additional monies are required after assessing actual costs and fiscal projections of each department.

BACKGROUND

Milwaukee County Sheriff's Office (MCSO) - Approximately 262 positions of Correctional Officer are budgeted within MCSO. Approximately 185 positions are currently filled. While severe staffing shortages within the Milwaukee County Jail (MCJ) have existed for more than two years, the present situation is a staffing crisis as an insufficient number of staff are available to operate the facility at full strength. In 2018, MCSO hired 103 new correctional officers to serve in MCJ, but 110 Correctional Officers resigned.

Due in large part to the excessive turnover of employees, approximately 75 percent of MCSO Correctional Officers are compensated at the first pay step, or \$18.53 per hour. This compensation rate provides little financial incentive to remain employed by Milwaukee County when other employment opportunities arise and funds for annual step increases are not available. Furthermore, Correctional Officers who remain shoulder a heavy mandatory overtime burden due to the short-staffing caused by the

Location	Starting Wage	Maximum Wage
Jefferson County	\$ 26.39	\$ 30.06
Eau Claire County	\$ 23.59	\$ 28.92
Waukesha County	\$ 22.58	\$ 29.82
La Crosse County	\$ 22.49	\$ 25.69
Washington County	\$ 21.84	\$ 27.21
Monroe County	\$ 20.80	\$ 26.04
Kenosha County	\$ 20.74	\$ 26.34
Polk County	\$ 20.30	\$ 26.85
Trempealeau County	\$ 20.24	\$ 27.59
Dodge County	\$ 20.16	\$ 26.33
Waupaca County	\$ 20.09	\$ 25.84
Green Lake County	\$ 20.04	\$ 30.07
Green County	\$ 19.96	\$ 23.93
Marinette County	\$ 19.68	\$ 25.30
Walworth County	\$ 19.52	\$ 26.45
Marathon County	\$ 19.15	\$ 25.86
Waushara County	\$ 18.92	\$ 21.70
Sawyer County	\$ 18.54	\$ 20.64
Milwaukee County	\$ 18.53	\$ 21.29
Langlade County	\$ 18.34	\$ 21.13
Racine County	\$ 17.57	\$ 20.07

Figure 1: Correctional Officer Hourly Wage by County (credit: Mike Bickerstaff of HOC Fiscal)

consistently high turnover rate. This burden, in turn, has led to additional resignations.

The factors contributing to MCJ's staffing crisis are well-known and are driven primarily by the extreme disparities between Milwaukee County's uncompetitive correctional officer pay and the compensation offered to correctional officers and law enforcement personnel by other local agencies and to non-law enforcement employees by Milwaukee-area employers.¹ Figures 1 and 2 depict the disparity between the starting and highest pay offered to Milwaukee County correctional officers and the compensation offered to correctional officers in facilities lacking MCJ's large population and exceptionally dynamic environment.² These disparities indicate that market conditions require not only the immediate reallocation of the pay grade but also

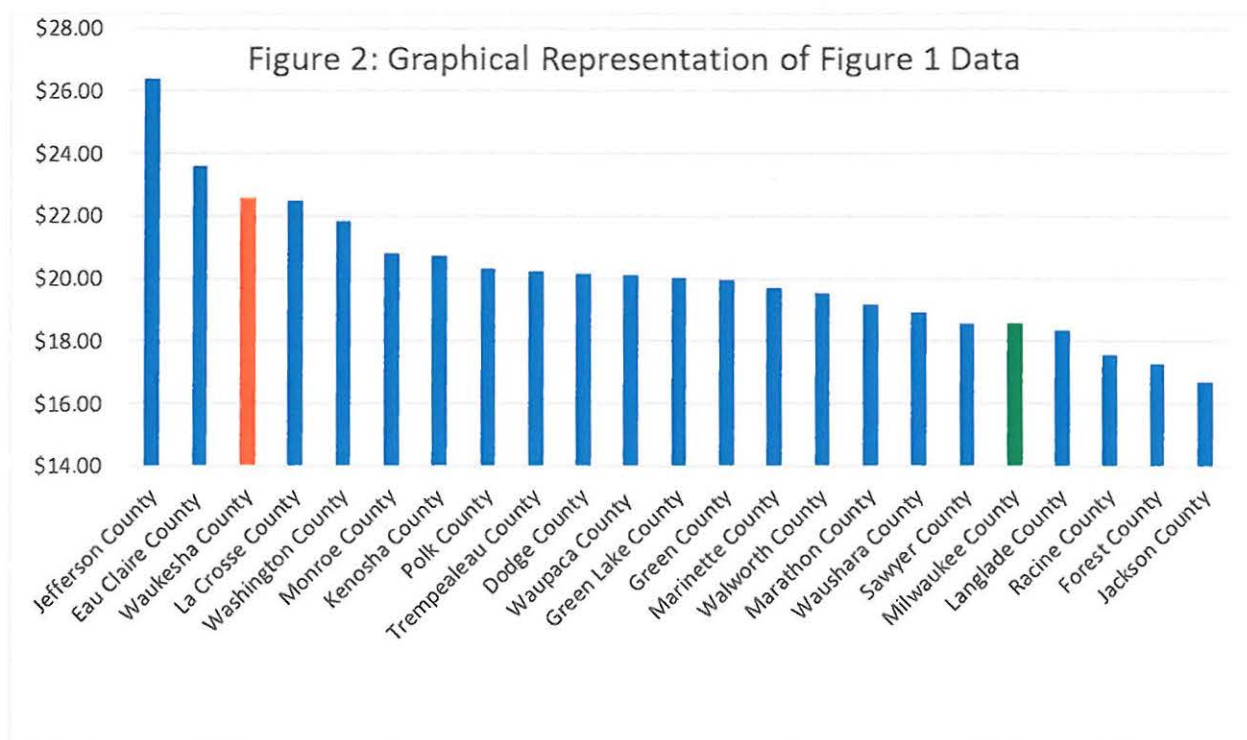
¹ The starting salary for a warehouse worker at an Oconomowoc Roundy's facility operated by Kroger Stores, for example, is \$19.30/hr.

² MCSO thanks HOC Budget Analyst Mike Bickerstaff for compiling the data presented in Figures 1 and 2.

longer-term measures to promote workforce stability within MCJ.

To ensure the ongoing safety and well-being of all detained and working in MCJ amid this retention crisis, MCSO temporarily assigned ten deputy sheriffs to correctional duties beginning April 29. The assignment of these ten deputy sheriffs temporarily alleviates the mandatory overtime burden on those correctional officers who remain employed by MCSO, but the outflux of correctional officers continues at a high rate.

Due to the to the unique staffing, recruitment and retention challenges germane to those departments employing Correctional Officers, the Adopted Budget allocates \$250,000 to MCSO and \$250,000 to the HOC. It is recommendation of the Workgroup, with the support of the Administration, that the total pool of funding be allocated across the County's Correctional Officer population inclusive of the Youth Correctional Officers within DHHS.



House of Correction (HOC) and Department of Health and Human Services (DHHS) – The HOC and DHHS face similar challenges in recruiting and retaining correctional officers. 245 Correctional Officer positions are budgeted within HOC and approximately 175 are currently filled. 74 youth Correctional Officer positions are budgeted within DHHS and 74 are currently filled. It should be noted that one of the Corrections Officers within HOC is in a higher pay grade. The Correctional Officer - Truck Driver exists as a sole position and is assigned to pay grade 17Z. It is recommended that this single incumbent position within pay grade 17Z be included in the mid-year Correctional Officer wage increase through a similar reallocation to provide a 4.5 percent wage lift to all steps.

The reallocation of pay grades 14Z1 (correctional officers within MCSO, HOC, and DHHS) and 17Z (one Correctional Officer – Truck Driver assigned to the HOC) will result in a 4.5 percent pay increase to all Correctional Officers. Figure 3 below depicts the effect of a 4.5 percent pay increase for the Correctional Officer pay steps. When added to the 2019 scheduled 2% across-the-board increase, a combined increase of 6.5%.

The Office of the Comptroller calculated the fiscal impact for the reallocation of pay grades 14Z1 and 17Z effective pay period 14, beginning June 16, 2019. The 2019 fiscal impact is estimated to be \$586,505 and \$1,089,223 next year. Since \$500,000 (\$250,000 each in the HOC and MCSO) was already included in an allocated contingency account with departmental budgets, the proposed allocation to increase wages by 4.5 percent may exceed existing appropriations by \$86,505 this year. It is the recommendation of the Workgroup, and supported by the Office of the Comptroller, that the Department of Administrative Services – Office of Performance, Strategy and Budget (DAS-PSB), working in conjunction with the Comptroller, revisit the costs in the fourth quarter of 2019 to determine if an appropriation transfer to realign the funds between departments or additional monies are required after assessing actual costs and fiscal projections of each department.

Current		Special 4.5% CO Allocation		Across The Board 2% Increase		Total 2019 Increase		Resulting 2019 Rates
GRADE 14Z								
Step	Hourly Rate	Step	Hourly Increase	Step	Hourly Increase	Step	Hourly Increase	Hourly Rate
1	\$18.5300	1	\$0.8339	1	\$0.3706	1	\$1.2045	\$19.7345
2	\$19.0329	2	\$0.8565	2	\$0.3807	2	\$1.2371	\$20.2700
3	\$19.5385	3	\$0.8792	3	\$0.3908	3	\$1.2700	\$20.8085
4	\$20.1363	4	\$0.9061	4	\$0.4027	4	\$1.3089	\$21.4452
5	\$20.7054	5	\$0.9317	5	\$0.4141	5	\$1.3459	\$22.0513
6	\$21.2854	6	\$0.9578	6	\$0.4257	6	\$1.3836	\$22.6690
GRADE 17Z								
Step	Hourly Rate	Step	Hourly Increase	Step	Hourly Increase	Step	Hourly Increase	Hourly Rate
1	\$19.5385	1	\$0.8792	1	\$0.3908	1	\$1.2700	\$20.8085
2	\$20.1363	2	\$0.9061	2	\$0.4027	2	\$1.3089	\$21.4452
3	\$20.7055	3	\$0.9317	3	\$0.4141	3	\$1.3459	\$22.0514
4	\$21.3050	4	\$0.9587	4	\$0.4261	4	\$1.3848	\$22.6898
5	\$22.1299	5	\$0.9958	5	\$0.4426	5	\$1.4384	\$23.5683
6	\$22.5646	6	\$1.0154	6	\$0.4513	6	\$1.4667	\$24.0313

Figure 3: 2019 Resulting Step Increases

RECOMMENDATION

It is the recommendation of the Director of Human Resources, in collaboration with the Correctional Officer Wage Increase Workgroup, to reallocate pay grades 14Z1 and 17Z effective pay period 14, beginning June 16, 2019, that will provide a 4.5 percent wage lift to correctional officer pay. In conjunction with the 2 percent wage increase for most employees approved by policymakers in the 2019 Adopted Budget, the pay grades will reflect a 6.5 percent increase from the current hourly rates. Adoption of the attached resolution to effectuate this recommendation is requested.