



**CITY ADMINISTRATIVE OFFICE**

**PAUL M. ZIEHLER**  
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January 30, 2013

The Honorable Mayor Dan Devine  
and Members of the Common Council  
7525 West Greenfield Avenue  
West Allis WI 53214

**SUBJECT:** Hay Classification System Revaluation Analysis for  
Four (4) Fire Department Positions

Dear Mayor Devine and Common Council Members:

This letter is to formally transmit to you a summary of the facts and data related to the recent revaluation analysis of the four (4) Fire Department positions. As you know, the four (4) positions involved are the following:

1. Assistant Chief of Operations
2. Assistant Chief of Emergency Medical Services
3. Assistant Chief of the Bureau of Fire Prevention & Urban Affairs
4. Assistant Chief of the Bureau of Training & Safety

(See attached 2012 Fire Department Organizational Chart.)

Under the reevaluated structure, there are still the four (4) remaining positions, but revised as follows:

1. Deputy Chief of Operations
2. Assistant Chief of the Bureau of Emergency Medical Services
3. Fire Marshall of the Bureau of Fire Prevention & Urban Affairs
4. Training Officer of the Bureau of Training & Safety

(See attached 2013 Fire Department Organizational Chart.)

The reevaluation of the four (4) positions was conducted under existing Common Council approved policies and programs in which the City's Human Resources (HR) Manager conducts the classification analysis with substantial input from the employee and department head, through

the completion of a detailed questionnaire and the preparation of a revised job description. In this case, these revaluations resulted in an increase in the job analysis content points as follows:

1. Deputy Chief of Operations: 530 points increased to 689
2. Assistant Chief of the Bureau of  
Emergency Medical Services: 530 points increased to 627
3. Fire Marshall of the Bureau of  
Fire Prevention & Urban Affairs: 530 points increased to 568
4. Training Officer of the Bureau of  
Training & Safety: 530 points increased to 568

When the above numbers are used in the Common Council approved calculation formulas, the new, increased salaries are as outlined on the attachment entitled: "2012 Fire Department Salaries and Fringe Benefit Costs."

Also attached for your information are two documents dated December 18, 2012 from Chief Hook that were distributed at the Police & Fire Commission meeting on that date entitled: "Assessment of Command Staff Positions" and "Command Staff Organizational Structure." Both documents were accepted by the Police & Fire Commission and supplements the earlier approval by the Commission of the revaluation of the four (4) positions themselves.

In light of the fact that the Common Council has approved the Hay Classification Analysis Process and Policy currently in place, which has been used in this review and all other recent evaluations, the Common Council should continue to follow (and therefore let stand) these revaluations as conducted. As a separate issue, if the Common Council has issues or problems related to the Fire Department budget (expenditures or revenue), then that should be addressed at budget time within those parameters and within that time framework.

Therefore, with the information provided above and attached herein, I respectfully request that this matter be simply placed on file.

If you have any questions, or need further information or clarification, please contact me. Thank you for your attention to this matter.

Sincerely,



Paul M. Ziehler,  
City Administrative Officer  
Clerk/Treasurer

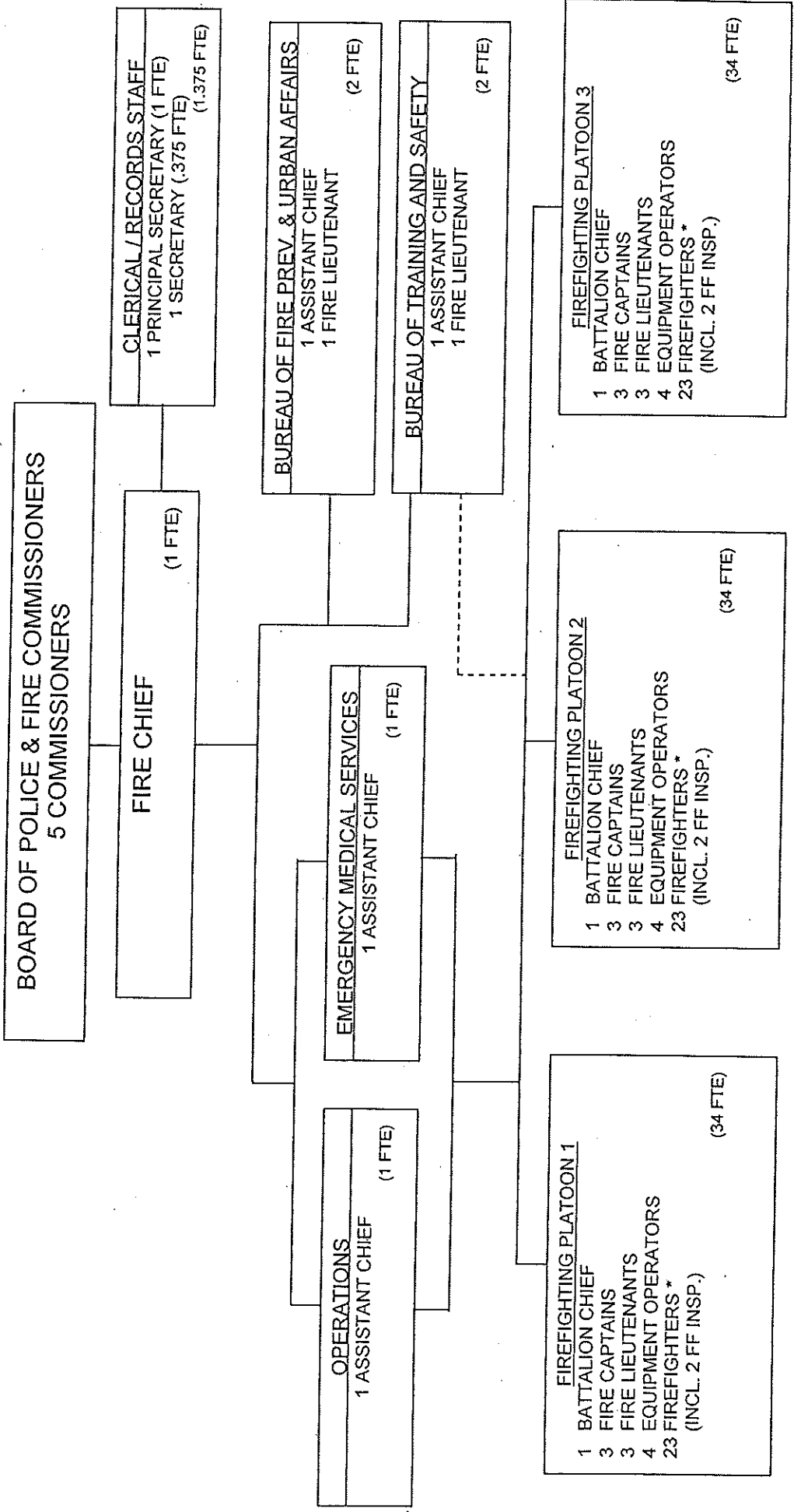
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Attachment

cc: Joe Kempen, Police & Fire Commission President  
Chief Steve Hook  
Audrey Key  
Mark Wyss

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2012

# ORGANIZATIONAL CHART FIRE

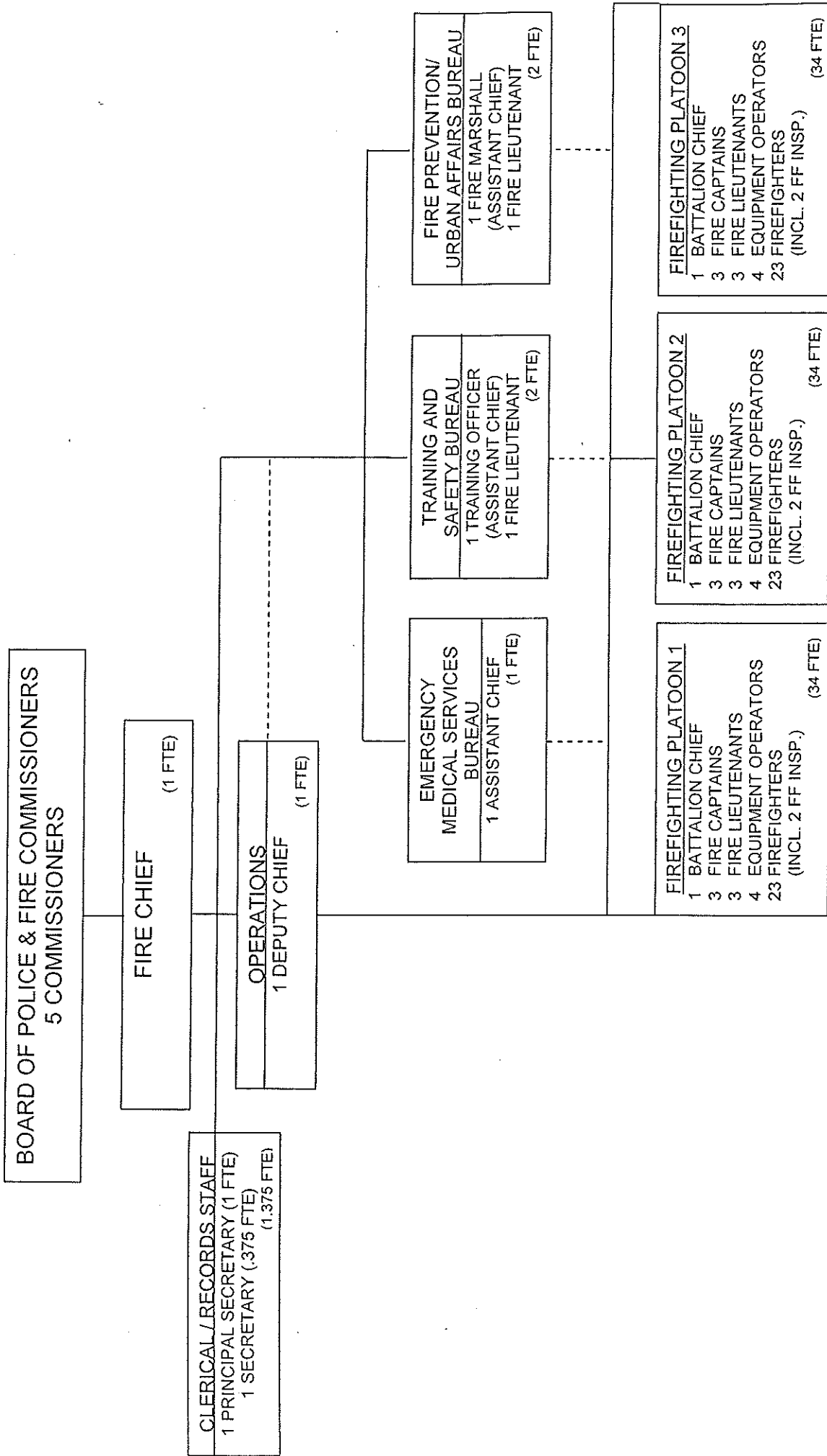


\* Org Chart includes three (3) Firefighter FTE's (one for each platoon - 22 vs 23), which were reduced during 2012. The budget shows a total of 107.375 City FTE.

TOTAL POSITIONS\*: 111 (107.375 City FTE)

2013

# ORGANIZATIONAL CHART FIRE



TOTAL POSITIONS: 111 (110 City FTE)

Fire Department Salaries & Fringe Benefit Costs

2012

West Allis Professional Fire Fighters Association, Local 1004 Positions

<u>Fire Fighter</u>	Annual Pay	43,616.04	-	65,567.06
	Holiday Pay	2,872.91	-	4,318.79
	Total Pay	46,488.95	-	69,885.85
(56%)	Fringe Benefit Cost	26,033.81	-	39,136.08
	Total Cost	72,522.76	-	109,021.93
<u>Equipment Operator</u>	Annual Pay	68,747.90		
	Holiday Pay	4,528.30		
	Total Pay	73,276.20	(None)	
(56%)	Fringe Benefit Cost	41,034.67		
	Total Cost	114,310.87		
<u>Lieutenant</u> (103.68 hrs)	Annual Pay	69,721.08	-	72,273.76
	Holiday Pay	4,592.41	-	4,760.55
	Total Pay	74,313.49	-	77,034.31
(56%)	Fringe Benefit Cost	41,615.55	-	43,139.21
	Total Cost	115,929.04	-	120,173.52
<u>Lieutenant</u> (80 hrs)	Annual Pay	69,713.28	-	72,263.36
	Holiday Pay	4,591.89	-	4,759.86
	Total Pay	74,305.17	-	77,023.22
(56%)	Fringe Benefit Cost	41,610.89	-	43,133.00
	Total Cost	115,916.06	-	120,156.22
<u>Captain</u>	Annual Pay	73,861.58	-	77,042.42
	Holiday Pay	4,865.13	-	5,074.65
	Total Pay	78,726.71	-	82,117.07
(56%)	Fringe Benefit Cost	44,086.96	-	45,985.56
	Total Cost	122,813.67	-	128,102.63

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Non-Union Fire Department Positions (Existing)

<u>Battalion Chief</u> (3)  (56%)	Annual Pay	66,144.00	-	82,680.00
	Holiday Pay	4,356.79	-	5,445.99
	Total Pay	70,500.79	-	88,125.99
	Fringe Benefit Cost	39,480.44	-	49,350.55
	Total Cost	109,981.23	-	137,476.54
<u>Assistant Fire Chief</u> (4)  (56%)	Annual Pay	66,144.00	-	82,680.00
	Holiday Pay	4,140.61	-	5,175.77
	Total Pay	70,284.61	-	87,855.77
	Fringe Benefit Cost	39,359.38	-	49,199.23
	Total Cost	109,643.99	-	137,055.00
<u>Fire Chief</u> (1)  (56%)	Annual Pay	84,489.60	-	105,622.40
	Holiday Pay	5,289.01	-	6,611.96
	Total Pay	89,778.61	-	112,234.36
	Fringe Benefit Cost	50,276.02	-	62,851.24
	Total Cost	140,054.63	-	175,085.60

D3d.-2

Four New Fire Department Management Positions

<u>Deputy Chief – Operations</u>  (56%)	Annual Pay	76,169.60	-	95,222.40
	Holiday Pay	4,768.22	-	5,960.92
	Total Pay	80,938.78	-	101,183.32
	Fringe Benefit Cost	45,325.72	-	56,662.66
	Total Cost	126,264.50	-	157,845.98
<u>Assistant Chief – EMS</u>  (56%)	Annual Pay	72,550.40	-	90,688.00
	Holiday Pay	4,541.66	-	5,677.07
	Total Pay	77,092.06	-	96,365.07
	Fringe Benefit Cost	43,171.55	-	53,964.44
	Total Cost	120,263.61	-	150,329.51
<u>Fire Marshal</u> (Asst. Chief – Fire Prev.)  (56%)	Annual Pay	69,014.40	-	86,257.60
	Holiday Pay	4,320.30	-	5,399.73
	Total Pay	73,334.70	-	91,657.33
	Fringe Benefit Cost	41,067.43	-	51,328.10
	Total Cost	114,402.13	-	142,985.43
<u>Training Officer</u> (Asst. Chief-Training)  (56%)	Annual Pay	69,014.40	-	86,257.60
	Holiday Pay	4,320.30	-	5,399.73
	Total Pay	73,334.70	-	91,657.33
	Fringe Benefit Cost	41,067.43	-	51,328.10
	Total Cost	114,402.13	-	142,985.43

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Difference Between Existing Four Assistant Chief Positions and the  
Four New Positions (Deputy Chief, Assistant Chief, Fire Marshall, Training Officer)

<u>Deputy Chief-Operations</u>  (56%)	Annual Pay	10,025.60	-	12,542.40
	Holiday Pay	627.60	-	785.15
	Total Pay	10,653.20	-	13,327.55
	Fringe Benefit Cost	5,965.79	-	7,463.43
	Total Cost	16,618.99	-	20,790.98
<u>Assistant Chief-EMS</u>  (56%)	Annual Pay	6,406.40	-	8,008.00
	Holiday Pay	401.04	-	501.30
	Total Pay	6,807.44	-	8,509.30
	Fringe Benefit Cost	3,812.17	-	4,765.21
	Total Cost	10,619.61	-	13,274.51
<u>Fire Marshall</u> (Asst. Chief-Fire Prev.)  (56%)	Annual Pay	2,870.40	-	3,577.60
	Holiday Pay	179.69	-	223.96
	Total Pay	3,050.09	-	3,801.56
	Fringe Benefit Cost	1,708.05	-	2,128.87
	Total Cost	4,758.14	-	5,930.43
<u>Training Officer</u> (Asst. Chief-Training)  (56%)	Annual Pay	2,870.40	-	3,577.60
	Holiday Pay	179.69	-	223.96
	Total Pay	3,050.09	-	3,801.56
	Fringe Benefit Cost	1,708.05	-	2,128.87
	Total Cost	4,758.14	-	5,930.43

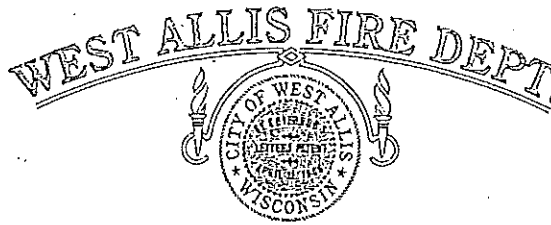
Total Differences Between Existing and New

(56%)	Annual Pay	22,172.80	-	27,705.60
	Holiday Pay	1,388.02	-	1,734.37
	Total Pay	23,560.82	-	29,439.97
	Fringe Benefit Cost	13,194.06	-	16,486.38
	Total Cost	36,754.88	-	45,926.35





STEVEN J. HOOK  
CHIEF



CITY OF WEST ALLIS  
FIRE DEPARTMENT

To: West Allis Board of Police and Fire Commissioners  
From: Steven J. Hook, Fire Chief  
Re: Assessment of Command Staff Positions  
Date: December 18, 2012

This communication is intended to apprise your Board of recent discussions with the Common Council regarding command staff positions within the fire department. These discussions have taken place in formal Council meetings and committee settings, telephone conversations and informal meetings with alderpersons and in the media (news articles and blogs).

As you recall, your Board acted on my request for approval of a recent HayGroup evaluation of four assistant fire chief positions at your September 25, 2012 meeting. This evaluation was the result of employees in those positions participating in the HayGroup job assessment process.

Prior to these job evaluations, the four employees had been performing their jobs for a period of over ten years after a staff restructure that was requested by, and approved by the Board of Police and Fire Commissioners. The four positions were never assessed, but instead were assigned HayGroup scores and salaries consistent with our battalion chiefs, their closest comparable. This was not the normal process, but employees agreed to submit accurate evaluation materials after gaining experience and helping develop the responsibilities of the four positions.

In September, your Board approved HayGroup scores that were the result of a process that has been consistent, long-standing, and approved by the Common Council as their only assessment process. All non-represented City positions are subject to HayGroup evaluation, and numerous jobs have been re-evaluated and approved at the committee's recommendation. The HayGroup process has been used as the City's sole assessment tool for nearly 30 years. The system is used worldwide. HayGroup is headquartered in Philadelphia and has over 85 offices in 47 countries.

Although our human resources committee has occasionally reviewed jobs and suggested no adjustments to their scores, city leaders cannot recall any evaluations that have been rejected by the Common Council after receiving staff recommendation.

Following your Board's approval, I forwarded your action to Mr. Paul Ziehler, City Administrative Officer, for inclusion in the 2013 salary ordinance with appropriate compensation for employees working in the four assessed jobs. This, again is the typical process, and has been consistent for many years. The governing board (in this case the PFC) approves the HayGroup formula, and Council approves salary ordinance modifications.

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However, before Mr. Ziehler had an opportunity to prepare the ordinance and submit it to Council, an alderman took advantage of a city budget discussion to announce his displeasure with the assessment and with hearsay about potential salary adjustments. Specifically, the alderman used the Council's public forum to say that the pay increase for these employees would be "idiotic". His comments appeared in a recent edition of "West Allis NOW", an affiliate of the Milwaukee Journal Sentinel. Many of you have probably read his comments, as well as the information I provided to the reporter shortly after the comments were made.

As yet, the Common Council has not received a salary ordinance from Mr. Ziehler, and no agenda for the discussion of job assessments, classifications or salary changes has been developed or published. While Mr. Ziehler and I have discussed proposals in small staff meetings and with alderpersons who have contacted us, we have not participated in any formal discussions. To do so would be premature.

My position, as it has been since receiving the HayGroup job evaluation committee results, is that the work performed by these four employees has been properly assessed, and they are entitled to fair compensation for their work. Their problem-solving, know-how and accountability scores are accurate. The integrity and credibility of the process was maintained, and the Council should approve a salary ordinance that reflects the fair application of their process.

I've prepared this communication to help you understand the formal process that should, and will eventually be followed. But I want you to be aware of informal events that may bias the process. My staff and I would sincerely appreciate the support of the Commission going forward, as we continue to seek a fair and equitable result.

Thank you for your consideration in this important matter. As always, if you have questions or concerns after you've had a chance to review the report, please don't hesitate to contact me.

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STEVEN J. HOOK  
CHIEF



CITY OF WEST ALLIS  
FIRE DEPARTMENT

To: West Allis Board of Police and Fire Commissioners  
From: Steven J. Hook, Fire Chief  
Re: Command Staff Organizational Structure  
Date: December 18, 2012

At recent meetings with the Common Council, I've been asked to review the fire department's command staff organizational structure. The most recent of these requests has come from the Administration and Finance committee during a review of our operational budget.

Requests like this are not new. In the past, I've examined specific firefighting positions like paramedics, fleet maintenance, station locations and staffing levels among others. As an accredited organization, I expect to re-evaluate staffing, services, goals and objectives frequently, and I usually report to your Board after each evaluation to suggest changes or to suggest retaining current practices and procedures.

While many reviews have yielded results confirming that we use best practices, some have resulted in changes. In my tenure as fire chief we've transferred fleet maintenance to Public Works; we've increased the number of licensed paramedics to improve response times and patient outcomes; we've reduced the number of equipment operators to assure that highly trained engineers are assigned to fire apparatus; we've reduced the number of Lieutenants to help develop younger employees; we've reduced staffing on EMS units to keep more units in service; and we've re-organized our management structure to assure that all divisions are supervised and to assure that we improve accountability, to name just a few. Your Board has helped promote a vibrant and dynamic working environment that supports our mission's goals and objectives.

#### Reviewing the Command Staff Organizational Structure

The latest request to study our command staff is particularly important since it focuses on "chief officer" positions, under the assumption that we have "too many chiefs". Although this seems to be a repetitive theme, I've never received any evidence to support reducing these valuable positions other than cost of the employees. But keep in mind that the fire department has never exceeded a salary budget in my 15 years as manager. While cost reduction may be a consequence of reducing the number of "chiefs", evidence seems to contradict that it is the driving motivation.

D36-1

Regardless of the reasons for the request, I've collected some information that should be useful to a discussion. As with most requests, I've taken advantage of the opportunity to review all aspects of the department. However, I am only reporting on immediately relevant issues here.

### Evaluation references

A benefit of being an accredited agency is the ability to evaluate an abundance of references in a relatively short time. I've relied upon email inquiries, prior statewide surveys and study information, local and state fire chiefs' association materials to pull this report together.

The single most important reference is the recent ICMA (International City/County Management Association) study entitled "Operations and Data Analysis Report Fire/EMS, Wauwatosa, WI". This study, conducted in 2009, analyzes the Wauwatosa Fire Department.

This piece is especially relevant, not only because ICMA was hired to examine all aspects of the department including command staff, but because the Wauwatosa Fire Department is very comparable to West Allis in most aspects other than call volume, which is nearly 40% lower in Wauwatosa.

ICMA's publication provides value for our City because we aren't required to invest significant funds to hire a consultant to find efficiencies and evaluate our services. ICMA is one of the most popular groups and has very high credibility among city managers.

### This evaluation

I've examined four issues related to our "chief" positions: supervision; distribution of work; command presence and cost. This report is intended to be brief, so I have not included a complete list of my references, or charts. I would be happy to share that information at a later date if so requested.

### Supervision

Since the fire department is semi-military, we use a combination of terms to describe functions and ranks. While it appears that we have a large number of supervisors, we actually have a relatively small ratio of supervisors to line employees. According to Wis. Stats., ch. 111.70(1)(o)(2) "...as to firefighters employed by municipalities with more than one fire station, the term "supervisor" shall include all officers above the rank of the highest ranking officer at each single station." That means we are limited to the shift commander (a "battalion chief") as the sole supervisor (over at least 22 employees) on duty for 16 hours of every shift. Also, it creates a situation where we have a ratio of 1:16 supervisors to line employees overall.

Since the national emergency services acceptable span of control practices requires a minimum 1:4 ratio of team leaders to members, we employ Captains to lead our fire stations and Lieutenants to lead smaller groups. These officers are not "supervisors" because, aside from their membership in the bargaining unit, they cannot legally hire, transfer, suspend, lay off,

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recall, promote, discharge, assign, reward or discipline other employees. They also cannot respond to grievances (Wis. stats. ch. 111.70(1)(o)(1)).

### Distribution of Work

One of the primary contributing factors to preparing an effective organizational system in a service organization is proper distribution of work. In order to keep costs low, and provide effective services, we've divided our primary responsibilities into four major areas. Each area has responsibility for a wide variety and large quantity of responsibilities and tasks. The four that we've identified are operations, emergency medical services, training and fire prevention. Any service provided by the fire department fits into one of these four categories, and therefore I've assigned a commander to each area. The commanders of these areas are called "assistant chiefs". Nearly all of the line personnel working everyday (primarily on 24-hour shifts) are assigned to the operations area. "Operations" is further broken down into three platoons, each led by a "battalion chief" who is the sole supervisor for that shift.

This structure provides four "assistant chiefs" and three "battalion chiefs" for a 110-member workforce, providing 24-hour service to 60,000 people. Our call volume routinely exceeds 8,000 alarms annually. Our command structure is very common, and for a city our size our call volume is very high.

When ICMA examined the Wauwatosa command staff, they found six chief officers and two non-sworn command staff overseeing the same management functions as our department. In an attempt to reduce chiefs, and consolidate responsibilities, five chiefs rotated 24-shift responsibility and juggled administrative duties. ICMA reported that, "... This staffing arrangement deviates from the norm.", and suggested that eight chiefs be arranged virtually identical to our current structure. The eighth chief in Wauwatosa is a maintenance supervisor; a task we've outsourced to our Public Works division.

Comparable communities have a similar number of command staff employees, though not all are referred to as "chief". Comparables include Wauwatosa (7), North Shore (8), Waukesha (8), Appleton (9), Oshkosh (12). With respect to distribution of work, our current management structure works well with seven managers and provides recommended efficiencies.

### Command Presence

Many fire departments throughout the state have tried to organize their staff positions to limit the number of "chiefs". Typically this practice results in the substitution of non-sworn-civilians who manage the functions formerly assigned to chief officers. They commonly retain the authority of the chiefs they replaced, and compensation packages are often comparable. However, they tend to lose the ability to provide fireground command authority.

These departments, when participating in mutual aid programs (like our statewide MABAS program) have difficulty sending command help when requested. That's why fire departments like North Shore are considering replacing their non-sworn supervisors with chiefs. NSFD plans

D36-3

to replace their Fire Marshall with a sworn battalion chief. Wauwatosa replaced their civilian mechanic with a battalion chief last year.

Our command staff is sufficient to provide services as requested, and handle routine situations in our city. It's size not excessive, and in fact is comparable to the lower number of command staff on other departments.

### Cost

Some fire departments have replaced chiefs with non-sworn civilians to save money. In practice however, this is not always the case. The cost of the command staff supervisory wages in West Allis is approximately \$587,412. This is the lowest cost among comparable local departments. Comparable department staff wages include Wauwatosa (\$620,011), North Shore (\$647,459), Appleton (\$689,871), and Waukesha (\$883,559).

Each of these departments combine "chiefs" and civilians who perform similar functions as our command staff.

### Summary

The purpose of this communication is to provide you with a brief summary of issues that members of the Common Council occasionally ask me to evaluate. The information I've provided is not by any means all-inclusive, but it is relevant. While an apples-to-apples comparison of fire departments is difficult, it's not impossible. In fact, most fire departments provide similar services, and meet similar benchmarks and licensing requirements to perform the tasks.

As demonstrated by the evidence provided at each step of this report, I believe the workload of my staff is appropriately distributed; we have sufficient members to provide an adequate command presence for sharing resources with our mutual aid partners; that our costs of providing supervisory services is economical; and that the number of "chiefs" is appropriate. Therefore, at this time, I strongly recommend continuing to provide service in the current manner.

As I continue to collect and evaluate relevant information, I will continue to re-assess our effectiveness to evaluate the need for changes.

### Conclusion

As a responsible leader of our department, I expect that we'll provide our services in the most cost-effective, efficient manner. My staff and I work hard to assure that we're accountable and responsible for meeting our goals and objectives, while maximizing our preparedness and safety of our employees and the citizens of West Allis.

I'll continue to review the performance of our department, and assure that we work within budgetary limitations. But this assurance needs the support of our governing body. By providing your Board with monthly updates, addressing immediate needs, and maintaining our

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compliance with accreditation, I hope that you've gained confidence in the way my staff and I perform our jobs. Going forward, I'm asking for your support with maintaining our command structure and therefore our commitment to excellence.

Thank you for your consideration in this important matter. As always, if you have questions or concerns after you've had a chance to review the report, please don't hesitate to contact me.

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