



Administrative Manual of Operating Procedures

Procedure #: 03.07	Procedure Title: Position Change Requests		Revision #: 2.2
Original Issue Date: 03/10/2020	Revised Issue Date: 4/21/2022	Next Review Date: 2/15/2023	Responsible Department: SBP & HR-Compensation/HRIS
Statutory References: Wis. Stat. § 59.17		Ordinance References: MCO 17.055	
Appendices: Appendix A – HR Approval Salary Change Guidelines Appendix B – 03.07 LMS Training PowerPoint Appendix C – 03.07 Flowcharts Appendix D –Personnel Change Request Timeline Appendix E –Budget DOSAA and Salary Info Appendix F – Pay Range Midpoints		Forms: Form 03.07(a) – HR Compensation Change Form Form 03.07(b) – Departmental Position Create Report Template Form 03.07(c) – SBP Position Create Report Template Form 03.07(d) – SBP Position Create Resolution Template Form 03.07(e) – SBP Position Create Fiscal Note Template	

1. OBJECTIVE:

- A. This procedure details the process for departments to request positions changes that require approval by Human Resources and the Office of Strategy, Budget, and Performance including:
 - i. Reclassification of filled positions
 - ii. Reallocation of positions from one pay to another
 - iii. Advancement of an employee through the pay range
 - iv. Lump-sum payments
 - v. Abolishing and/or creating positions outside the annual budget process

2. DEFINITIONS

- A. Abolish. An action by the County Board to unauthorize a position that is included in the Adopted Budget pursuant to Chapter 17 of Milwaukee County General Ordinances.
- B. Advancement. A salary increase within the range of compensation provided for each position title.
- C. Budgetary Corrective Action Plan. A document submitted by a requesting department to SBP when the department is projecting a deficit. The plan details what steps the department plans to take to ensure that the department finishes the year without a deficit.
- D. Compensation Change Form. A form that a requesting department must submit to HR-Compensation to start the process for reclassifications, reallocations, advancements, and lump-sum payments.
- E. Department Fiscal Staff. The employee responsible for budgeting and/or fiscal transactions for a given department. They may be an employee of another department under a service level agreement.
- F. Departmental Other Salary Adjustment Allocation (DOSAA). A set of funds that may be included in the Adopted Budget that are available to change the compensation of positions. DOSAA funding may be included in department budgets, based on availability, within the annual budget process. The DOSAA allocation may only be available at a certain time of the year due to funding constraints and County policy.
- G. HR-Compensation/HRIS (HR). The Division of the Department of Human Resources accountable for administering compensation actions and recording those actions in the system of record.

- H. Lump-Sum Payment. A one-time form of compensation awarded to an employee. Awarded when the employee is at the top of their pay range or fiscal support for an ongoing increase is not available.
- I. Position Create. An action by the County Board to authorize a position that is not included in the Adopted Budget, pursuant to Chapter 17.05(1) of Milwaukee County General Ordinances.
- J. Reallocation. A change in the pay grade of a position due to changing external market forces. Reallocations must be approved by the County Board.
- K. Reclassification. A change in the pay grade and/or title of a filled position due to a change in duties.
- L. Requesting Department. The department submitting a personnel change request. Department is defined by their agency number. Departments that are under the same general management may be considered as though they are a single department for funding purposes.
- M. SBP. The Office of Strategy, Budget, and Performance.

3. OVERVIEW

- A. The intent of DOSAA funding, when provided in the annual budget, is to provide sufficient funding for most equity and merit increases requested by departments.
- B. Centralized approval of position requests is required to aid the County in appropriately planning for personnel costs, ensure that salary changes are equitable across all departments, and ensure appropriate reporting to the County Executive and County Board.
- C. Per State Statutes, the Behavioral Health Division (BHD) of the Department of Health and Human Services operates under the purview of the Milwaukee County Mental Health Board (MHB) and not the Milwaukee County Board. The MHB has delegated its authority on personnel matters to BHD administration. HR and SBP must approve all position change requests by BHD. All steps requiring approval of the County Board or its committees are not required for BHD actions.
- D. Changes to positions covered by public safety bargaining agreements are governed by the terms of the applicable bargaining agreement. The bargaining agreements supersede this procedure.
- E. Changes to positions covered by non-public safety collective bargaining agreements are governed by this procedure.

4. PROCEDURE

- A. Reclassifications
 - i. A reclassification is a change in title and/or pay range based on a change in the duties of the position.
 - ii. Reclassifications may be requested for filled positions when there is a change in duties.
 - a. Requests to change the pay range of vacant positions are considered requests to abolish the existing position and create a new position.
 - iii. If a manager wants to reclass a position, they must first review the request with their department head, HR Business Partner, and Departmental Fiscal Staff.
 - iv. After review, the requesting manager submits the [Compensation Change Form](#) to the HR Business Partner.
 - v. The requesting department staff are required to inform SBP of their desire to reclass a position and their funding source to do so if the request exceeds the thresholds outlined in [iv.b.iii](#). SBP will start working with the department to achieve alignment on the funding source.
 - vi. The Compensation Analyst will review the request for the following:
 - a. Department internal equity

- b. Countywide internal equity
- c. External market competitiveness
- d. Consistency with personnel laws and collective bargaining agreements
- e. Consistency with [Appendix A - HR Approval Salary Change Guidelines](#)
- vii. If approved by the Compensation Analyst, the Compensation Analyst will forward the request to SBP for their approval with an effective date.
- viii. If not approved by the Compensation Analyst, the Compensation Analyst will discuss the outstanding issues with the HR Business Partner and Department Management to resolve the issues.
 - a. If consensus is not reached to resolve the issues, the Compensation Analyst will involve the Compensation/HRIS Director in further discussions.
 - b. If consensus is not reached above, the Compensation/HRIS Director will involve the Chief Human Resources Officer who will engage County Elected Officials, senior staff and Corporation Counsel as required.
- ix. SBP is required to determine that enough funds are available for all position changes. The calculation for funding needed to approve a request for a reclassification:
 - a. The funding required is the difference in salary and social security costs between the current position and proposed position.
- x. SBP will either approve or deny the request:
 - a. If SBP approves the request, they will provide a fiscal note to HR on personnel changes to be reported to the Personnel Committee.
 - b. If SBP denies the request, the Budget Analyst or Budget Director will work with the department to determine an alternate source of funding, if available.
- xi. HR will submit an informational report to the Personnel Committee and inform the requesting department that the action has been approved and the effective date of the reclassification.
- xii. The requesting department informs the employee of the planned change.
- xiii. HR will implement the reclassification as of the effective date.

B. Reallocations

- i. A reallocation is a change in the pay range of a position due to external market conditions and not due to a change in duties.
- ii. To ensure internal equity, a reallocation changes all positions countywide with a specific title code.
- iii. If a manager would like to reallocate a position, they must first review the request with their department head, HR Business Partner, and Departmental Fiscal Staff.
- iv. After review, the requesting manager submits the [Compensation Change Form](#) to the HR Business Partner.
- v. The requesting department staff are required to inform SBP of their desire to reallocate a position and their funding source to do so if the request exceeds the thresholds outlined in [iv.b.iii](#). SBP will start working with the department to achieve alignment on the funding source.
- vi. The Compensation Analyst will review the request for the following:
 - a. Department internal equity
 - b. Countywide internal equity
 - c. External market competitiveness
 - d. Consistency with personnel laws and collective bargaining agreements
 - e. Consistency with [Appendix A - HR Approval Salary Change Guidelines](#)

- vii. If approved by the Compensation Analyst, the Compensation Analyst will forward the request to SBP for their approval with an effective date.
 - viii. If not approved by the Compensation Analyst, the Compensation Analyst will discuss the outstanding issues with the HR Business Partner and Department Management to resolve the issues.
 - a. If consensus is not reached to resolve the issues, the Compensation Analyst will involve the Compensation/HRIS Director in further discussions.
 - b. If consensus is not reached above, the Compensation/HRIS Director will involve the Chief Human Resources Officer who will engage County Elected Officials, senior staff and Corporation Counsel as required.
 - ix. SBP is required to determine that enough funds are available for all position changes. The calculation for funding needed to approve a request for a reallocation:
 - a. For filled positions, the funding required is the difference in salary and social security costs between the current position and the proposed position.
 - b. For vacant positions, the funding required is the difference in salary and social security costs between the budgeted position and the midpoint of the pay range of the new position.
 - x. SBP will either approve or deny the request:
 - a. If SBP approves the request, they provide a fiscal note to HR on personnel changes to be reported to the Personnel Committee.
 - i. For reallocations, County Board approval is required, so the effective date must be after the County Board meets.
 - b. If SBP denies the request, the Budget Analyst or Budget Director will work with the department to determine the most appropriate source of funding.
 - xi. SBP provides a fiscal note to HR on reallocations to be reported to the Personnel Committee.
 - xii. HR submits an action item, containing a report, resolution, fiscal note to the Personnel Committee. SBP and the requesting department should review and provide input.
 - xiii. The requesting department informs the employee of the planned change.
 - xiv. The Personnel Committee and the County Board approves the reallocation based on policy considerations. The requesting department should be present at the Personnel Committee meeting to answer questions from the committee.
 - xv. HR informs the requesting department that the action has been approved.
 - xvi. HR implements the salary change as of the effective date.
- C. Advancements
- i. An advancement is a movement of an employee through the pay range to a higher salary inside the pay range.
 - ii. Advancements may be requested for equity, merit, performance, or retention reasons.
 - iii. If a manager would like to advance an employee's pay, they must first review the request with their department head, HR Business Partner, and Departmental Fiscal Staff.
 - iv. After review, the requesting manager submits the [Compensation Change Form](#) to the HR Business Partner.
 - v. The requesting department staff are required to inform SBP of their desire to advance a position within the pay range and their funding source to do so if the request exceeds the thresholds outlined in [iv.b.iii](#). SBP will start working with the department to achieve alignment on the funding source.
 - vi. The Compensation Analyst will review the request for the following:

- a. Department internal equity
 - b. Countywide internal equity
 - c. External market competitiveness
 - d. Consistency with personnel laws and collective bargaining agreements
 - e. Consistency with [Appendix A - HR Approval Salary Change Guidelines](#)
- vii. If approved, the Compensation Analyst will forward the request to SBP for their approval with an effective date.
 - viii. If not approved by the Compensation Analyst, the Compensation Analyst will discuss the outstanding issues with the HR Business Partner and Department Management to resolve the issues.
 - a. If consensus is not reached to resolve the issues, the Compensation Analyst will involve the Compensation/HRIS Director in further discussions.
 - b. If consensus is not reached above, the Compensation/HRIS Director will involve the Chief Human Resources Officer who will engage County Elected Officials, senior staff and Corporation Counsel as required.
 - ix. SBP is required to determine that enough funds are available for all position changes. The calculation for funding needed to approve a request for a pay range advancement:
 - a. The funding required is the difference in salary and social security costs between the current level of the position and proposed level of the position.
 - x. SBP will either approve or deny the request:
 - a. If SBP approves the request, they will provide a fiscal note to HR on personnel changes to be reported to the Personnel Committee.
 - b. If SBP denies the request, the Budget Analyst or Budget Director will work with the department to determine the most appropriate source of funding.
 - xi. HR will submit an informational report to the Personnel Committee and inform the requesting department that the action has been approved and the effective date of the reclassification.
 - xii. The requesting department informs the employee of the planned change.
 - xiii. HR will implement the pay range advancement as of the effective date.
- D. Lump-Sum Payments
- i. Lump-Sum Payments may be awarded to an employee if the department is unable to award a base salary increase due to fiscal concerns or the employee being at the maximum of the pay range.
 - ii. A lump-sum payment does not increase the base salary of the employee and does not guarantee the employee any future salary increases.
 - iii. If a manager would like to offer a lump-sum payment to an employee, they must first review the request with their department head, HR Business Partner, and Departmental Fiscal Staff.
 - iv. After review, the requesting manager submits the [Compensation Change Form](#) to the Compensation Analyst.
 - v. The requesting department staff are required to inform SBP of their desire to offer a lump-sum payment and their funding source to do so if the request exceeds the thresholds outlined in [iv.b.iii](#). SBP will start working with the department to achieve alignment on the funding source.
 - vi. The Compensation Analyst will review the request for the following:
 - a. Department internal equity
 - b. Countywide internal equity
 - c. External market competitiveness

- d. Consistency with personnel laws and collective bargaining agreements
- e. Consistency with [Appendix A - HR Approval Salary Change Guidelines](#)
- vii. If approved, the Compensation Analyst will forward the request to SBP for their approval.
- viii. If not approved by the Compensation Analyst, the Compensation Analyst will discuss the outstanding issues with the HR Business Partner and Department Management to resolve the issues.
 - a. If consensus is not reached to resolve the issues, the Compensation Analyst will involve the Compensation/HRIS Director in further discussions.
 - b. If consensus is not reached above, the Compensation/HRIS Director will involve the Chief Human Resources Officer who will engage County Elected Officials, senior staff and Corporation Counsel as required.
- ix. SBP is required to determine that enough funds are available for all position changes. The funding required is lump-sum payment and social security costs.
- x. SBP will either approve or deny the request:
 - a. If SBP approves the request, they will provide a fiscal note to HR on personnel changes to be reported to the Personnel Committee.
 - i. For lump-sum payments, one-time revenue sources are allowable funding sources since there is no subsequent year impact.
 - b. If SBP denies the request, the Budget Analyst or Budget Director will work with the department to determine the most appropriate source of funding.
- xi. SBP provides a fiscal note to HR on personnel changes to be reported to the Personnel Committee.
- xii. HR will submit an informational report to the Personnel Committee and informs the requesting department that the action has been approved and the expected date of the payment.
- xiii. The requesting department informs the employee of the planned change.
- xiv. HR will implement the payment.

E. Creating a New Position

- i. The procedure for creating a new position (not included in the Adopted Budget) is governed by Milwaukee County General Ordinances 17.05(1) and the [Legislative Procedure Manual](#).
- ii. The requesting department creates a memo addressed to the County Board Chair requesting the new position. Refer to [Form 03.07\(b\) – Departmental Position Create Report Template](#).
- iii. The memo should include duties of the position, need for the position, why it was not included in the most recent budget, anticipated date of hire, cost, and the funding source.
- iv. The requesting department sends the memo to SBP and HR before the SBP deadline. The memo is not submitted to the County Board or County Clerk's office until approved by SBP and HR.
- v. If a manager would like to create a new position, they must first review the request with their department head, HR Business Partner, and Departmental Fiscal Staff.
- vi. After review, the requesting manager submits the [Compensation Change Form](#) to the Compensation Analyst.
- vii. The requesting department staff are required to inform SBP of their desire to create a new position and their funding source to do so if the request exceeds the thresholds outlined in [iv.b.iii](#). SBP will start working with the department to achieve alignment on the funding source.
- viii. Compensation Analyst will review the request for the following:

- a. Department internal equity
 - b. Countywide internal equity
 - c. External market competitiveness
 - d. Consistency with personnel laws and collective bargaining agreements
 - e. Consistency with [Appendix A - HR Approval Salary Change Guidelines](#)
 - ix. If approved, the Compensation Analyst will communicate the title and pay range of the new position to SBP and the requesting department.
 - x. If not approved by the Compensation Analyst, the Compensation Analyst will discuss the outstanding issues with the HR Business Partner and Department Management to resolve the issues.
 - a. If consensus is not reached to resolve the issues, the Compensation Analyst will involve the Compensation/HRIS Director in further discussions.
 - b. If consensus is not reached above, the Compensation/HRIS Director will involve the Chief Human Resources Officer who will engage County Elected Officials, senior staff and Corporation Counsel as required.
 - xi. SBP is required to determine that enough funds are available for all position changes.
 - a. For filled positions, the funding required is the difference in salary and social security costs between the current position and the proposed position.
 - b. For vacant positions, the funding required is the difference in salary and social security costs between the budgeted position and the midpoint of the pay range of the new position.
 - xii. SBP with either approve or deny the request:
 - a. If SBP approves the request, SBP informs the requesting department and HR. SBP will create the following:
 - i. A report – refer to [Form 03.07\(c\) – SBP Position Create Report Template](#)
 - ii. Resolution – refer to [Form 03.07\(d\) – SBP Position Create Resolution Template](#)
 - iii. Fiscal Note – refer to [Form 03.07\(e\) – SBP Position Create Fiscal Note Template](#)
 - b. If SBP denies the request, the Budget Analyst or Budget Director will work with the department to determine the most appropriate source of funding.
 - xiii. The requesting department submits their departmental request report and the SBP report, resolution, and fiscal note to the County Board via Legistar.
 - xiv. The requesting department is responsible for coordinating with SBP and HR-Compensation/HRIS to ensure that all documents are submitted for the same County Board Committee cycle.
 - xv. HR submits a report, resolution, and fiscal note to the Personnel Committee requesting approval of the classification of the position. This report is a separate Legistar file from the departmental request.
 - xvi. The County Board and its committees review the requests and approve/deny based on policy considerations.
- F. SBP Criteria for Position Changes
- i. SBP is required to determine that enough funds are available for all position changes.
 - a. SBP may also refer position change requests to the Office of the County Executive to ensure that the request is consistent with the County Strategic Plan. The Office of the County Executive may deny the request if they deem the request to be inconsistent with the County Strategic Plan.
 - ii. SBP approval is only required for full-time and benefit-eligible part-time positions. Changes to seasonal, hourly, pool and intern positions do not require SBP approval.

- iii. Multi-year Funding
 - a. If the request is submitted before July 15, the requesting department must identify a funding source for the current year if the request exceeds the thresholds outlined in [iv.b.iii](#). The requesting department must include funding for the personnel change in the subsequent year requested budget.
 - b. If the request is submitted after July 15, the requesting department must identify funding sources for the current year if the request exceeds the thresholds outlined in [iv.b.iii](#). The requesting agency must identify funding for the personnel change in the subsequent year's recommended budget.
- iv. SBP Approval by Funding Source
 - a. DOSAA
 - i. If the request is received by July 15, SBP will approve if there is enough DOSAA available in the department and the funding is included in the subsequent year requested budget (also due on July 15).
 - ii. If the request is received after July 15, SBP will approve if an allowable funding source is available in the subsequent year budget.
 - b. Non-DOSAA
 - i. The following funding sources are allowable for personnel change requests:
 - a. Abolishing a funded position.
 - b. Other personnel actions that decrease salary.
 - c. Dedicated funding in the Adopted Budget earmarked for personnel changes.
 - d. Filling a position at a lower salary level than budgeted.
 - e. Direct budgetary expenditure reductions or revenue increases after a fund transfer has been processed. The transfer must be approved by the County Board prior to SBP approving the personnel change. The transfer only requires funding for the current year, assuming there is a funding source for the subsequent year.
 - ii. The following funding sources are not allowable for personnel change requests:
 - a. Adjusting Vacancy and Turnover during the year
 - b. Contract savings without a fund transfer
 - c. Indirect savings
 - d. Overtime savings
 - e. Any other non-permanent expenditure reduction or revenue increase
 - iii. **A funding source will not be required for requested position changes if the following criteria are met as determined by SBP:**
 - a. The cost of the individual position change does not exceed 10% of the beginning salary and social security of the position being changed and
 - b. No more than 5% of the total FTEs in your agency have had position change actions in the current year.
 - c. SBP, may at its discretion, determine a funding source is needed even if the above criteria are met.
- v. Effective Dates
 - a. The standard effective date for all personnel changes is set by HR-Compensation and SBP based on the schedule in [Appendix D - 2021 Personnel Change Request Timeline](#) document.
 - i. If the action requires County Board approval, the action is effective as indicated in the resolution approved by the County Board, usually the first pay period after County Board approval.

- ii. If the action does not require County Board approval, the standard effective date is the first pay period after SBP approval.
- iii. Retroactive pay may be issued upon joint concurrence of the Director of Compensation/HRIS for appropriateness and SBP for available funds. Retroactive pay should be avoided to the extent possible, as payroll complications may result. Retroactive pay to a previous calendar year should not be considered unless extraordinary circumstances exist, and in that case, the Office of Comptroller’s Payroll Division’s concurrence will be required in advance.
- vi. Collective Bargaining Positions
 - a. Requests for position actions that are covered by collective bargaining must be consistent with state statutes and applicable bargaining agreements.

G. Timeline

- i. Regular DOSAA
 - a. Requests to use DOSAA funding must be submitted by July 15 along with the requested budget for the subsequent year. All request personnel changes should also be included in the requested budget.
 - b. Requesting departments should reach out to their HR Business Partner and HR Compensation prior to June 15 to allow all parties enough time to review the requests prior to the July 15 submission deadline.
- ii. Non-DOSAA
 - a. Requests for personnel changes funded by Non-DOSAA sources are reviewed by HR and SBP based on the schedule set in [Appendix D - 2021 Personnel Change Request Timeline](#) document. Items not submitted after the HR deadline for a certain date will be considered during the next monthly cycle.
- iii. Early Use DOSAA
 - a. DOSAA funding is approved in the Adopted Budget for use in the 4th quarter of the year. Under exceptional circumstances, departments may use DOSAA funding early to meet an urgent need.
 - b. Using DOSAA early will reduce the total amount of DOSAA available to that department.
 - c. A multiplier based on the schedule in [Appendix E - 2021 Budget DOSAA and Salary Info](#) is applied to the annual cost of early use DOSAA requests.

H. Communication

- i. After each monthly cycle of approval is complete, SBP will share a list of all approved personnel changes and their funding source if applicable on the County intranet, SharePoint, or another place available to all County employees and policymakers.
- ii. Departments should not make any commitments to employees of their personnel changes until final approval is secured.

5. REVISION HISTORY:

Rev. #	Summary of Changes	Date of Change	Author
2.2	Added criteria for when funding source may not be required (iv.b.iii)	4/16/2022	Amy McKinney
2.1	PSB name changed to SBP and annual updates	1/10/2022	Dan Laurila
2.0	Annual review Added section 4.F.i.a.	1/5/2021	Dan Laurila

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	Updated Appendix D, E, F		
1.0	New procedure.	03/10/2020	Dan Laurila Dean Legler