

July 13, 2009
 Revised September 25, 2009

To the Honorable Committee on
 Public Safety
 Milwaukee Common Council

Dear Committee Members;

Chapter 340-23 of the Milwaukee Code of Ordinances requires the Department of Employee Relations (DER) to prepare a report analyzing employee injuries and severity rates and make recommendations to reduce such rates and keep expenditures from the worker's compensation fund to the minimum.

This report summarizes 2008 city-wide occupational injuries and analyzes trends and patterns within the three operating departments that account for the majority of injuries: the Department of Public Works, the Fire Department and the Police Department. The report also provides an update as to the status of the Safety Plans developed by those three departments in response to DER's accident prevention and risk management efforts.

2008 Workplace Safety Risk Management Indicators

The following indicators reflect volume, frequency, and severity of occupational injuries within the City of Milwaukee during 2008 as compared to 2007 and the previous five years.

	2002	2003	2004	2005	2006	2007	2008	3 Yr Avg
City Wide Data								
Claims	2,935	3,087	2,926	3,042	3,095	2,802	2,702	2,866
Recordable Cases	1,071	1,143	1,137	1,171	1,140	1,221	1,073	1,145
Incidence Rate	15.13	16.52	16.8	16.87	17.75	18.31	16.01	17.36
Lost Workdays	16,650	20,756	20,499	24,456	21,279	19,488	24,817	21,861
Injury Hours	N/A	N/A	N/A	230,441.6	196,331.8	203,133.3	208,162.3	202,542
Injury Pay	\$2,904,406	\$3,551,983	\$3,450,535	\$4,045,601	\$3,544,786	\$3,662,886	\$3,836,840	\$3,681,504
WC Expenditures	\$7,148,013	\$8,869,567	\$9,071,254	\$9,693,500	\$11,755,087	\$12,259,304	\$13,737,635	\$12,584,009

Claims (receipts): decreased by 3.5% from 2007 and are significantly lower than the 2002 numbers. The claim volume is also 5.7% lower than the average volume during 2006-2008.

Recordable cases: decreased by 12% and are comparable to the number of recordable cases in 2002. Recordable cases in 2008 were also 6.2% lower than the average during 2006-2008.

Incidence Rate: decreased by 12.5% and it is down to 2002-2003 levels. The 2008 incidence rate is 7.8% lower than the average incidence rate during 2006-2008.

Lost Workdays: increased by 27% and are 13.5% higher than the average number of lost workdays during 2006-2008.

Injury Hours: increased by 2.5% and are 2.8% higher than the average number of injury hours during 2006-2008.

Injury Pay: increased by 4.7% and it is 4.2% higher than the average Injury Pay during 2006-2008.

WC Expenditures: increased by 12% and are 9.1% higher than the average expenditures during 2006-2008.

Given that DPW, Fire and Police account for 95% of claims and recordable cases, it is important to further review and highlight the risk management indicators for those agencies as summarized below.

MILWAUKEE FIRE DEPARTMENT

MFD	2002	2003	2004	2005	2006	2007	2008	3 Yr Avg
Claims	713	713	734	850	973	725	623	774
Recordable Cases	340	341	332	360	346	364	294	335
Incidence Rate	25.09	26.47	26.3	28.36	29.36	29.83	24.55	27.91
Lost Workdays	5,524	7,630	5,476	9,178	8,821	4,684	10,136	7,880
Injury Hours	N/A	N/A	N/A	98,590.1	98,590.1	92,937.0	107,094.4	99,540.5
Injury Pay	\$1,183,516	\$1,545,072	\$1,208,867	\$1,628,876	\$1,703,703	\$1,636,241	\$1,918,960	\$1,752,968

- The number of claims decreased by 14% and is 19.5% lower than the average during the last three years.
- The number of recordable cases decreased by 19.2% and is 12.2% lower than the average during the last three years.
- The incidence rate decreased by 17.7% and it is 12% lower than the average during the last three years.
- Injury hours increased by 15% and injury pay increased by 17%.

The analysis of injury data by type of duty is presented below.

	2000	2001	2002	2003	2004	2005	2006	2007	2008
Responding to or Returning from Incidents	32	27	22	20	21	30	43	9	19
% from total	4%	4%	3%	3%	3%	4%	5%	1%	3%
At the Fire Ground	311	286	288	272	284	303	409	272	224
% from total	40%	39%	40%	38%	39%	37%	43%	40%	39%
At Non-Fire Emergencies (EMS, rescue, hazmat)	154	174	146	178	165	217	210	192	128
% from total	20%	24%	20%	25%	22%	26%	22%	28%	22%
Training	72	47	74	52	79	63	64	75	25
% from total	9%	6%	10%	7%	11%	8%	7%	11%	4%
Other On-Duty (Inspection & Mtce duties)	207	206	183	191	185	213	229	139	181
% from total	27%	28%	26%	27%	25%	26%	24%	20%	31%

The total number of injuries in 2008 as reported by the MFD to the NFPA declined by 110 or 16% from 2007 and they are the lowest total reported injuries since 2000. The type of duty when the injury occurred is presented below:

Injuries at the fire-ground:

- A total of 224 or 39% of the injuries occurred at the Fire-Ground in 2008. This represents a 17.6% decrease from 2007 and it is the lowest number of fire-ground injuries in the last 9 years. Injuries at the fire-ground accounted for 39% of the total injuries during 2008.
- As a percentage of total injuries, injuries at the fire-ground in Milwaukee are lower than the national average as reported by the National Fire Protection Agency for 2007: Milwaukee: 40% National: 48%

Injuries at non-fire emergencies:

- A total of 128 or 22% of the injuries occurred at Non-fire emergencies. This represents a significant reduction of approximately 33% from 2007 when these injuries totaled 192. Injuries at non-fire emergencies accounted for 22% of the total injuries during 2008.
- As a percentage of total injuries, injuries at non-fire emergencies are comparable to the national average: Milwaukee: 22% National: 19.3%

Injuries responding to and returning from incidents:

- A total of 19 injuries occurred responding to or returning from incidents. This represents a significant increase from 2007 when MFD reported only 9 injuries within this category. This type of injuries accounted for approximately 3% of the total injuries in 2008.
- As a percentage of total injuries, injuries responding to or returning from incidents are lower than the national average: Milwaukee: 1.3% National: 6.1%

Training injuries:

- Only 25 injuries occurred during training activities. This represents a 66% reduction in training injuries occurring in 2007. This type of injuries accounted for 4% of the total injuries in 2008.
- As a percentage of total injuries, training injuries in Milwaukee are lower than the national average: Milwaukee: 4% National: 9.6%

Other on duty injuries (inspection and maintenance duties)

- Increased from 139 in 2007 to 181 or by 30%. Other on duty injuries accounted for 31% of the total injuries in 2008.
- As a percentage of total injuries, other on duty injuries in Milwaukee are significantly higher than the national average: Milwaukee: 31% National: 17%

MILWAUKEE POLICE DEPARTMENT

MPD	2002	2003	2004	2005	2006	2007	2008	3 Yr Avg
Claims	862	917	768	876	921	890	864	892
Recordable Cases	250	332	258	316	300	280	251	277
Incidence Rate	10.96	14.3	11.43	13.51	13.55	12	10.69	12.08
Lost Workdays	3,296	4,474	3,931	5,106	4,017	2,316	3,441	3,258
Injury Hours	N/A	N/A	N/A	50,190.2	34,252.3	26,238.2	33,723.9	31,404.8
Injury Pay	\$696,798	\$826,406	\$897,847	\$1,064,451	\$754,151	\$586,863	\$770,166	\$703,727

- In 2008, the number of claims decreased by 2.9% and is 3% lower than the average for the last three years.
- The number of recordable cases decreased by 10.3% and is 9.3% lower than the average for the last three years.
- The incidence rate decreased by 10.9% and is 11.5% below the average for the last three years.
- Lost workdays increased by 48%, injury hours increased by 28%, and injury pay increased by 31%.

In 2008 foot pursuits and controlling/arresting subjects accounted for 37% of all injuries in the Police Department. This represents a decrease from 2007 when they represented 42% of the total injuries. When compared to the number of arrests per year, these injuries occur in less than 1% of the cases.

Injury data classified and analyzed by the department in 2008 reveals an overall decrease in volume and as a percentage of total injuries for the following injury categories:

	2007 #	2008 #	2007 %	2008 %
Controlling/Arresting Suspects	267	239	30%	27.6%
Apprehending Suspects-Foot Pursuits	103	78	11.5%	9%
Vehicle Related	69	56	7.7%	6.4%
Training	54	43	6%	4.9%

Overall increases in volume and as a percentage of total injuries were found in the following injury categories:

	2007 #	2008 #	2007 %	2008 %
Directing traffic	2	13	.2%	1.5%
Processing/Transporting Prisoners	12	47	1.3%	5.4%
Shooting Incidents	4	15	.4%	1.7%
Traffic Stops	2	16	.2%	1.8%

DEPARTMENT OF PUBLIC WORKS

DPW All Depts	2002	2003	2004	2005	2006	2007	2008	3 Yr Avg
Claims				1166	1069	1043	1074	1,062
Recordable Cases	420	399	481	444	443	509	474	475
Incidence Rate	21.59	21.64	26.31	23.84	25.74	28.74	26.01	26.83
Lost Workdays	7,441	7,899	0	9,393	8,032	11,852	10,341	10,075
Injury Hours	N/A	N/A	N/A	78,055.8	61,191.3	76,551.3	65,894.8	67,879.1
Injury Pay	\$964,364	\$1,076,876	\$1,285,323	\$1,273,565	\$1,054,770	\$1,318,601	\$1,052,888	\$1,142,086

- The number of claims increased by 2.9% and is 1.1% higher than the average for the last three years.
- The number of recordable cases decreased by 6.8% and is slightly below the average for the last three years.
- The incidence rate decreased by 9.4% and it is slightly below the average for the last three years.
- Lost workdays decreased by 12.7%, injury hours decreased by 13.9%, and injury pay decreased by 20%

A more detailed review of DPW data reveals that in 2008 DPW's Operations Division experienced a significant reduction in all areas. Claims decreased by 3.6% and are 1.5% lower than the average during 2006-2008. Recordable cases decreased by 12% and are 5.5% lower than the average during 2006-2008. The incidence rate decreased by 15% and is 9.3% lower than the average during 2006-2008. Lost workdays decreased by 12.8%, injury hours decreased by 6.4%, and injury pay decreased by 2.8%.

Within the Infrastructure Services Division claims increased by 28%, the incidence rate increased by 26%, and lost workdays decreased by 27%. Both injury hours and injury pay decreased by 6% and 7% respectively.

DPW OPS	2002	2003	2004	2005	2006	2007	2008	3 Yr Avg
Claims				771	688	708	682	693
Recordable Cases	303	264	342	352	353	388	341	361
Incidence Rate	33.41	31.03	41.42	43.45	46.54	48.48	41.14	45.39
Lost Workdays	4,850	4,598	6,801	6,985	5,967	8,688	7,572	7,409
Injury Hours	N/A	N/A	N/A	51,744.1	42,190.7	47,263.7	44,218.7	44,557.7
Injury Pay	\$630,136	\$696,808	\$844,367	\$875,064	\$712,368	\$802,582	\$779,710	\$764,887

DPW INFRA	2002	2003	2004	2005	2006	2007	2008	3 Yr Avg
Claims				229	186	172	221	193
Recordable Cases	88	99	105	63	55	77	81	71
Incidence Rate	15.34	18.77	19.15	11.22	10.37	14.44	18.25	14.35
Lost Workdays	1,717	2,827	2,813	2,096	1,480	2,285	1,666	1,810
Injury Hours	N/A	N/A	N/A	15,562.3	12,912.9	13,534.9	12,705.0	13,050.9
Injury Pay	\$232,369	\$291,215	\$332,768	\$233,830	\$217,010	\$240,135	\$222,466	\$226,537

Injury data classified and analyzed by DPW reveals that the classifications with the most injuries are:

Operations Driver Worker:	202 or 18.8% of all claims. This represents a reduction of 10.6% from 2007 when DPW reported 226 claims for this classification. It is important to note however, that the number of ODW injuries involving garbage carts decreased significantly from 122 in 2007 to 60 in 2008.
Urban Forestry Specialist:	25 or 2.3% of all claims. This represents an increase of 25% from 2007 when DPW reported 20 claims for this classification.
Sewer Laborer:	22 or 2% of all claims. This represents a dramatic increase when compared to 2007 when DPW reported 3 claims for this classification.
Parking Checker:	the number of claims reported by Parking Checkers totaled 13, representing a small increase from 2007 when DPW reported a total of 11 claims for this classification.

DEPARTMENTAL SAFETY PLANS

In 2008, the Budget and Management Division and the Department of Employee Relations directed DPW and the Fire and Police Departments to develop department-specific Safety Plans in conjunction with the implementation of a Risk Management Model for Injury Prevention. The purpose of this model is to build an accountability structure for safety and injury prevention at the operating department level, better assess risk factors before injuries occur, and minimize lost workdays following injuries.

In conjunction with the development and implementation of the Safety Plans, departments needed to assess past injury data to determine patterns and trends, identify and document safety goals and objectives, establish clear accountability protocols for employees and their supervisors, and create tracking mechanisms to assess success or further opportunities for improvement.

Safety Plans have been prepared by the departments and reviewed by Budget and DER representatives. They include key findings resulting from the data analysis and critical initiatives and programs identified by the departments in order to increase safety and better control associated expenditures.

It is important to note that in conjunction with this effort, a number of programs and protocols have already been implemented by the departments that seem to be having a direct impact upon safety indicators in 2009.

Milwaukee Fire Department

- 1) The implementation of a Return to Work Program within MFD in February of 2009 has yielded a 10% to 11% reduction in injury hours and a 6% to 7% reduction in injury pay. A total of 38 employees have participated in the return to work program from February through May of 2009. The Fire Department estimates that over 230 24hr shifts have been restored as a result of the program and the employee participation.
- 2) In May of 2008, the MFD implemented an "Incident Scene Management Model". This protocol applies to all emergency operations and training exercises. Through the rotation of personnel using designated rehabilitation and staging areas, the MFD ensures that the physical and mental condition of members does not deteriorate. The MFD

believes that the reduction in the number of injuries at the fire-ground and during training relates to the implementation of this model.

- 3) All MFD injuries are now reviewed and classified according to the “type of duty” and “activity” when the injury occurs. Engine company information, including the apparatus the member was on when injury occurred) is also being documented in an attempt to assess the impact of staff reductions on firefighter’s safety. MFD’s supervisory command staff is now required to conduct safety assessments/investigations when an injury occurs and are required to:
 - examine and document the general factors contributing to the injury;
 - identify and document the actions taken to immediately eliminate or reduce the hazard that caused the injury, and;
 - identify and document the long term control measures needed to eliminate or reduce the hazards.

MFD’s Health and Safety Officer is responsible for monitoring the implementation and effectiveness of the documented actions and for identifying additional safety opportunities.

Milwaukee Police Department

- 1) In July of 2008 MPD implemented a “Differential Police Response Program” in an effort to eliminate squad responses to situations which do not require the immediate presence of an officer. Under the Program, selected non-emergency calls are serviced by telephone intervention generally by limited duty police officers. It is anticipated that the implementation of this program will continue to have a positive impact in the reduction of lost workdays and injury hours within the MPD.
- 2) MPD’s Safety Plan requires the inclusion of safety performance measures as components of job descriptions for the level of Sergeant and above as well as the modification of performance evaluation standards to incorporate safety goals.
- 3) All MPD injuries are now reviewed and classified according to “type of duty” when the injury occurs. This will assist the Department identify areas of intervention and or training to continue to control injuries and associated expenditures.

Department of Public Works

- 1) Early in 2009, DPW implemented a department-wide Transitional Duty Program. As of the end of June, a total of 64 employees have participated in the program. This represents an increase of 39% over the number of employees participating during the same time period in 2008. Participants have worked a total of 757 days on transitional duty. This represents an increase of 74% from 2008. Transitional duty programs expedite employee’s return to work after injuries and can significantly reduce worker compensation expenditures and increase productivity. Through June of this year, overall injury hours and injury pay in DPW have decreased by over 30% when compared to the same time period in 2008.
- 2) In May, DPW held an Injury Review meeting with 35 employees. The injury review process identifies employees with two or more lost time injuries in a two year window or employees with an injury with 14 or more lost work days. The purpose of the meeting is to assess the reason for the injuries and identify ways to avoid or minimize risks in the field. It

is anticipated that the implementation of the Injury review process will have a positive impact upon the number of employees who have repeated injuries over the course of their employment.

- 3) Through the months of July and August, DPW managers and supervisors attended mandatory injury investigation training. The Department has committed to increasing supervisory and managerial accountability for safety by requiring post-injury investigations by supervisors to help assess cause of injuries and the identification of preventative measures to reduce potential risk hazards. The new accident investigation protocol will require employees to inform management about faulty equipment or unsafe working conditions. Managers will be required to complete a report recommending actions to prevent further injuries.

Conclusion and Future Considerations

Throughout the rest of 2009 and in 2010 departments will be expected to work on implementing and monitoring the goals and initiatives documented in conjunction with their Safety Plans including the implementation of the following accountability benchmarks:

- safety performance measures included in job descriptions and performance appraisal processes;
- accident investigation protocols and policies at the supervisory level;
- analyzing industry specific injury data from other jurisdictions and comparing to internal data; and
- injury review programs that address employees with repeating and reoccurring injuries.

DER will also work with the Budget and Management Division to identify and track other performance measures to analyze injury rate prevention measures, avoidance of lost time measures, duration of lost time measures, and recurrence measures. We will work with the Public Entity Risk Institute (PERI) to access a national database of public sector liability and worker's compensation claims and compare loss data against similar public organizations as well as identify best practices from entities with a track record of minimizing injuries and controlling costs.

Respectfully submitted,

Maria Monteagudo

Employee Relations Director

