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Department of Employee Relations Workforce Equity Summary and Strategy Recommendations

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The Department of Employee Relations (DER) recognizes the important role it plays in supporting all City of Milwaukee agencies in their efforts to assure equitable delivery of services and programs, balanced and fair distribution of resources and uniform and appropriate access to programs and services. Comprehensive benefit programs play a critical role in supporting diversity efforts and ensuring employees feel welcome at the City and supported throughout their employment. Advancing and achieving racial equity within the City's workforce is paramount to the City's equity, inclusion, and social justice goals.

In terms of employment, racial equity includes ensuring equal access to job opportunities and fair and consistent application of terms and conditions of employment, as well as promotion of an environment where every employee can work to his or her potential and interests, free of harassment or discrimination.

In terms of benefits, a comprehensive benefits program is an essential tool to help the City attract and retain a talented workforce and demonstrates the City's commitment to support a diverse workforce through a wide array of services. Benefit alignment with a diverse and inclusive culture exemplifies the City's commitment to provide the best environment for employees to professionally grow, thrive and develop. While it is difficult to anticipate every need or issue that an employee might have, a multi-faceted benefits program that continually evolves, incorporates employee feedback and includes best practices ensures that employees will be cared for and supported.

Understanding current efforts and initiatives that support the City's goals of advancing and achieving racial equity and equality is key in developing and implementing the workforce equity strategy recommendations identified in this document.

Practices and Processes that support Equity and Inclusion

The DER is responsible for ensuring compliance with Wisconsin State statutes establishing a civil service system for the City of Milwaukee. The DER is also responsible for overseeing complaints, dispute resolution procedures, training and employee development, grievances, and administering various forms of appeals.

The Board of City Service Commissioners is responsible for ensuring that hiring and appointment of candidates is done based on merit principles. Civil service practices and processes that are in place that are pillars of the City's workforce equity goals include:

Job Analysis

- Valid and Defensible Assessments
- Testing Processes that are consistently Fair
- Broad Recruitment Strategies
- Structured Interviews and Oral Boards
- Blind Oral Boards and Structured Interview Processes
- Diverse Interview Panels for Ratings of Supplemental application questions, oral Boards, and Performance Exams
- Certification and Referral Rules
- Ban the Box and Policies on Conviction Record Reviews
- Applicant Flow Data and Adverse Impact Analysis
- Employee Resource Groups
- Management Trainee and Internship Programs
- Social Media Brand and Presence.

Each of these components described below has contributed to a 20% increase in the representation of people of color in the City's workforce to 48% since 2015.

JOB ANALYSIS

While appointing authorities have ultimate decision making authority on who to hire, the DER ensures that processes used to create eligible lists and referrals are based on not only legal requirements but best practice. Ensuring the criteria used to select candidates is directly related to job performance is critical in minimizing adverse impact.

Vacancies are posted after a careful review and analysis of each job. This analysis is performed by observing and interviewing incumbents and supervisors in order to determine the most critical tasks performed and the knowledge, skills and abilities required to perform those tasks.

The job analysis directly informs the content of the selection process, including the minimum requirements used to recruit and hire, which are established in a way that ensures wide access and opportunities for those who are qualified. Our processes ensure that applicants are screened in and rejections are kept at a minimum. The use of equivalencies (i.e. the process that allows for job-related experience to substitute education requirements) also supports screening in strategies because they recognize that the skills and experience for successful job performance can be obtained/achieved following different paths.

VALID AND DEFENSIBLE ASSESSMENTS

Civil service examination processes are designed and structured to minimize adverse impact. This means that if administration of that test or test component disproportionately screens out members of a protected group, the City must ensure that the test or hiring requirement is job related and consistent with business necessity.

The DER takes this responsibility seriously and follows the standards created by the Uniform Guidelines on Employee Selection Procedures adopted by the Department of Labor, the EEOC and



the US Department of Justice in 1978. This requires a careful analysis of data collected via job analysis and the ability to demonstrate that the test or hiring requirement is necessary for the safe and efficient performance of the job and that the applicant's skills are evaluated as related to the particular job in question.

TESTING PROCESSES THAT ARE CONSISTENTLY FAIR

The DER takes pride in maintaining the quality and integrity of civil service examinations. This includes ensuring that group of applicants are not advantaged or disadvantaged during the processes and that the testing experience is the same. This also includes recognizing that the availability of times and locations for test taking may directly impact the number of people who choose to participate in a civil service testing process and working on creating viable options for applicants to be able to participate.

BROAD RECRUITMENT STRATEGIES

Every examination process requires the development of a targeted recruitment plan to ensure that we are reaching out to different audiences and encouraging individuals with different backgrounds to apply.

The DER utilizes a broad recruitment strategy that combines community events, college fairs (including historically black colleges and universities) and professional organizations to ensure inclusion and outreach, with an emphasis on non-traditional groups. For example, our recruitment strategy for public health nurses includes the Latino Health Council, the National Association of Hispanic Nurses (NAHN) and the National Black Nurses Association Inc. Recruitment for civil engineers includes connecting with the National Society of Black Engineers, the Society of Hispanic Professional Engineers and the Society of Women Engineers. In 2019 alone, staff from the DER attended 43 job fairs and community informational sessions; this includes multi-day events.

STRUCTURED INTERVIEWS AND ORAL BOARDS

The use of structured interviews and situational or competency-based questions ensure that raters utilized by DER rely on objective and job-related information to rank and rate applicants. The use of rating tools that compare test results to a standard instead of to each candidate also helps minimize implicit and unconscious bias. Each testing process includes a list of the ratable dimensions, the rating guidelines that raters are required to use and a description of what the dimension is intended to measure. This ensures consistency in the process.

These practices have been key to ensuring candidates don't face artificial barriers as they participate in civil service testing processes in the City.

BLIND ORAL BOARDS AND STRUCTURED INTERVIEW PROCESSES

In conducting structured interviews, DER ensures that personal information, application information, or academic performance is not disclosed to the subject matter experts that are participating as rates. This is done to ensure the interview focuses on how the candidate answers the situational or competency based questions instead of non-job related factors that could create bias in the process. The DER also ensures that the process is not controlled or dominated by



representatives from the hiring department consistent with the rules of the Board of City Service Commissioners.

<u>DIVERSE INTERVIEW PANELS FOR RATINGS OF SUPPLEMENTAL APPLICATION QUESTIONS, ORAL</u> BOARDS AND PERFORMANCE EXAMS

The DER utilizes diverse panels that include women and people of color for all selection processes. Individuals who participate often bring diverse backgrounds and viewpoints in addition to being subject matter experts. Panel members bring their experience, thoughts, and beliefs to the interview process. They are expected and encouraged to respectfully challenge each other's judgments and assertions about each candidate and his or her potential.

CERTIFICATION AND REFERRAL RULES

Changes to the Civil Service Rules in 2009 resulted in increased flexibility in the number of eligibles referred to departments for interview. The change requiring the certification of the top five scores of an eligible list and the expansion of the certification of individuals with veteran's preference points have resulted in greater minority and women referrals since enactment of the rule.

The chart below indicates the aggregated data for applicants, eligible candidates and those candidates referred to the hiring department for interviews from 2015-2020 to date. As is noted, the DER has made steady progress during the past five years in equity in each of these stages of the selection process.

Year	# Applicants	% Women	% People of Color	# Eligibles	% Women	% People of Color	# Referred for Interview	% Women	% People of Color
2015	6210	51	57	2345	45	44	1508	45	37
2016	6709	51	58	2467	51	49	2335	50	50
2017	6772	44	59	2575	44	51	2446	50	51
2018	7723	47	60	2817	50	51	3262	49	52
2019	8911	42	64	3080	44	56	2942	54	57
2020 YTD	2595	50	56	668	59	53	929	50	56

BAN THE BOX AND POLICIES ON CONVICTION RECORDS REVIEWS

The DER eliminated questions about conviction records from all City of Milwaukee applications in 2012. Furthermore, our conviction review processes are carefully vetted to ensure compliance with the Wisconsin Fair Employment Act which prohibits discrimination in employment based on an applicant's arrest or conviction record unless a pending arrest charge or a conviction is substantially related to the job for which the applicant is being considered. Even when a candidate is rejected for what may be considered a job-related conviction, that candidate has the ability to file an appeal with the City Service Commission. The DER's legally compliant review process for convictions has resulted in fewer than .1% of candidates being rejected for a job-related conviction during the past five years.



APPLICANT FLOW DATA AND ADVERSE IMPACT

DER's Staffing Division collects and analyzes applicant flow data for every recruitment and selection process. An analysis of applicant flow data focuses on the differences in selection rates among different groups for a particular vacancy. The DER analyzes selection rate variances at every step of the process. This is necessary to identify and remove discriminatory barriers that may produce adverse impact relative to women and people of color.

EMPLOYEE RESOURCE GROUPS

In 2018 the City adopted an Employee Resource Group Policy designed to assist with a number of goals that directly impact the City's efforts to advance racial equity:

- strengthen the City's ability to recruit a diverse workforce;
- retain a workforce that reflects the demographics of our City;
- help new employees succeed during the onboarding process;
- provide safe and supportive employee networks organized around shared characteristics or interest to help improve working relationships and create a more inclusive and attractive work environment;
- help identify gaps and opportunities in the talent acquisition and development process;
- provide opportunities for employee development, education, and training; and,
- create an open forum for exchange of ideas and provide a collective voice around shared issues and concerns.
- provide input and feedback on key benefit programs and services for employees

There are three ERG's that have formed since the adoption of the policy.

Community Service and Volunteerism

The mission of the Community Service and Volunteerism ERG is "Helping our community, the City of Milwaukee and our commitment to serve by volunteering our time to local organizations."

Avanzando MKE

Avanzando MKE promotes the understanding of Hispanic/LatinX employees' heritage by sharing their culture through educational opportunities, networking, cultural events, and social gatherings. This group hopes to give the Hispanic/LatinX familia working at the City of Milwaukee a community by which to attract, develop, retain and promote the advancement of all.

Military Service

Military Service Employee Resource Group is a group that voluntarily joins together based on their experience(s) in or connection(s) with members of the United States Military (MSM). This is an ERG to foster a culture of inclusion in our COM workplaces to build a MSM friendly community, to create awareness of issues relating to MSM, and to represent MSM as a diversity group in the COM workforce.



The ERG Leadership Strategic Plan for 2020-2023 includes a mission, goals, strategies to achieve those goals, and action items. The Mission Statement is: To create and cultivate a mechanism to build community, foster awareness, respect, and inclusion in the workplace that influences employee development and engagement, recruitment, and retention.

Goals:

BUILD COMMUNITY: Foster a safe space for members to share experiences, build relationships, and learn from others.

BE A RESOURCE: Support the employee experience throughout recruitment, retention, and development within the workplace.

HAVE AN IMPACT: Establish ERGs as agents of positive change to influence and enhance quality outcomes in the City of Milwaukee.

MANAGEMENT TRAINEE AND INTERNSHIP PROGRAMS

Inequities in education for people of color or women may have a direct impact on employment opportunities and wage growth potential over time. Over the last several years the City has created a significant number of programs designed to focus on limited experience individuals for entry level positions, internships, or trainee assignments. These opportunities provide greater exposure to skills that will be needed to create a career path.

For example, the Management Trainee program, created in 2013 and targeted to recent college graduates, has provided 25 individuals with the opportunity to work for a year within a department, with the intention of having those individuals promoted to a regular position prior to expiration of their term.

Of the original 25 Management Trainees, 16 have been placed permanently within City departments. The City offers a myriad of apprenticeship and internship opportunities to afford valuable experience to individuals and to establish a pipeline for talent.

The chart below lists these opportunities, the number of individuals hired in 2015-present and the percentage of those individuals who are women or people of color.

Title	Number of hires 2015-present	% women	% people of color
Code Enforcement Intern	20	40	60
College Intern	20	70	25
Engineering Inspection Assistant/Engineering Intern	30	7	10



Graduate Intern	11	55	27	
Management Trainee	18	67	45	
Municipal Services				
Electrician	14	0	64	
Apprentice				
Traffic Operations	17	41	12	
Assistant	17	41	12	
Urban Forestry				
Arborist Apprentice	38	18	32	
(also Urban Forestry		10		
Specialist Trainee				

SOCIAL MEDIA BRAND AND PRESENCE

In 2019 DER launched its social media campaign, which has augmented our recruitment and retention efforts. The Staffing Division utilizes Facebook, Instagram and Twitter to advertise our vacancies and feature individual City employees and work units. The DER has 312 followers on Instagram and nearly 2,000 followers on Facebook. The DER's "Where are We Wednesday?," "Feature Friday" and "Superhero Saturday" weekly posts have gained a widespread, diverse following and have afforded the DER an opportunity to recognize our employees and the critical work they perform on a daily basis. In 2020, DER started utilizing a new text messaging system to assist with recruitment efforts for new applicants. DER also utilizes the text messaging tool to communicate important information about employee benefit programs as well as new and updated policy information for employees.

BENEFITS AND WELLNESS PROGRAMMING

Equally important in DER's Workforce Equity initiatives and creating an inclusive workplace is ensuring that employee benefit programs and services are aligned with the department's strategy for a diverse and inclusive culture. The DER, through its benefits and wellness programs, is responsible for taking care of employees who in turn serve and take care of the Milwaukee community. A strong benefits program is an essential tool to help the City attract and retain a talented workforce. Diverse and inclusive benefit offerings are a way for the City to show it supports employees and their families through a wide array of programs and services. The City of Milwaukee currently provides a comprehensive and competitive benefits package to employees with a wide variety of choices and the City continues to evolve and find innovative ways to expand programs and services.

The DER has diligently worked over the last several years to break down silos of information and decision making regarding benefits. In addition to employee surveys and best practice research, the DER uses two employee committees to inform decision making and provide critical feedback and input on current and new programs. The Wellness and Prevention Labor Management Committee was originally formed to create and develop the Wellness Program. Over the last four years, the committee's duties have significantly expanded to include reviewing and providing feedback on all benefit and wellness related programming including trends and issues impacting programs and employees. The DER also works with 50 employee wellness champions through the



Wellness Promotion Committee which provides crucial feedback and input on benefit decisions and wellness services. The DER has also implemented quarterly health and wellness vendor partner meetings to share best practices, discuss barriers to access and participation of programs and ensure benefit programming at many different levels is cross communicated and promoted among all partners. Starting in 2020, DER will work with City Employee Resource Groups to help evaluate and provide recommendations on current benefits programing. Utilizing this approach with inclusive practices ensure the City's benefits and wellness program continues to be designed by employees for employees.

Since 2016, DER has worked to increase health and wellness programming by 300% and constantly examines additional avenues to expand current programs. The City's wellness program started as a single participation based program, the Health Appraisal, and later added the Healthy Rewards program. Further expansion led to a wide range of programs, services and resources including an onsite wellness center, traveling wellness center sites, year round coaching and access to registered dieticians, ongoing educational sessions, multiple onsite weight management programs, diabetes management and support programs, flu clinics, group fitness classes, an onsite nurse liaison, department specific initiatives as well as the City's onsite clinics and Froedtert FastCare clinic services. The program also includes mental and emotional health through the City's onsite Employee Assistance Coordinator, employee safety training and education and a strong financial wellness component. The majority of services provided to employees and spouses through the City's health and wellness program are considered best in class. During the COVID-19 pandemic, the DER and its partners transformed almost every program and service to virtual, online or telephonic formats, including virtual workplace clinic visits, which further expanded the reach of City benefits as well as making them more accessible to a wider audience. Going forward, DER will continue to track and measure program outcomes and effectiveness to improve and evolve services.

The DER recognizes the need for even greater flexibility and benefit choices as the needs of today's increasingly diverse workforce continue to change. While the City does not currently provide voluntary benefits to its employees, adding voluntary benefits will provide additional solutions to help meet the needs of employees and their families. Starting in 2021, the DER will begin piloting voluntary benefits to supplement core benefit offerings, address additional employee needs and give employees the opportunity to tailor a benefit package that meets their specific circumstances.

The DER continuously looks for new ways to educate employees on current benefit programs and services including tailoring marketing materials and messaging for a diverse population. Research shows that employees who have a better understanding of their benefits enroll in and utilize the benefits more appropriately, are more engaged with their workplace and have higher retention rates. As the City's workforce generations change and evolve, preferences for communication and receiving information has changed with an increasing appetite for digital technology. The DER has always utilized a multi-pronged approach to communicate important benefit information to employees and recognizes the need to continually review current practices and improve methods to reach employees. The DER launched an opt-in text messaging service for employees and



spouses to receive updates about benefits and wellness information as well as important City policy and procedure updates. The DER is also exploring options for mobile device friendly customized education videos to help employees understand the wealth of benefits available to them along with the nuances of each program.

Over the years, the DER has worked to expand and improve flexible work practices and paid time off initiatives for employees to give them greater ability to take care of themselves and their families. In 2014, DER implemented additional flexibility with City paid holidays and established Cesar E. Chavez Day and Juneteenth Day as optional holidays for City employees. In 2018, DER expanded paid time off for general city employees for medical and dental appointments, as well as appointments in the City's workplace clinics and health appraisal process. In 2020 the DER expanded paid sick leave to allow employees to utilize the benefit while caring for sick spouses and dependents. The DER will continue to examine and strengthen the City's teleworking policy to increase employee flexibility and explore additional paid time off initiatives that address the needs of a diverse work population. DER is also considering modifying chapter 350 to allow employees up to 8 hours of pay for volunteer work at community organizations.

The DER is committed to providing a supportive work environment which fosters a mutually committed relationship among employees and the City. Two different survey methods will be utilized to collect employee feedback and gauge their satisfaction and engagement with the workplace and identify areas for improvement to attract, support and retain employees. An employee engagement survey will be executed to assess employee satisfaction levels and perceptions of the workplace and identify critical factors that cause employees to leave or stay. The engagement survey will also include questions about diversity and inclusion and how well benefit programs and other City services support a diverse workforce. An employee wellbeing audit is also planned to examine integrated program strategies and areas of improvement, identify additional employee wellbeing initiatives and uncover barriers to participation and enrollment to ensure employees thrive at work, at home and in their community. Survey findings will be used to help DER proactively address and remedy issues, identify opportunities to improvement employee engagement and ownership of work and recommend programs that support work life balance priorities including social, emotional, career and financial wellbeing.

Other areas of focus specific to benefits include providing cultural competency training to employee committees and vendor partners that are directly involved with benefits planning, education and wellness programming, continuing to evaluate benefits and wellness programs to examine effectiveness across cultural lines and working with vendor partners and administrators to address social determinants of health and health disparities that impact different populations. For example, currently Froedtert Workforce Health provides diversity and inclusion training and unconscious bias training to staff members including account staff assigned to the City and the Workplace and FastCare Clinics. Clinic services through Froedtert, incorporate social determinants of health and health disparities to examine possible barriers to care, connect members to appropriate resources and better manage the care given to each patient. In addition, evaluations for providers and staff also include a question about culturally competent care.



The DER will continue to develop and implement strategies and benefit offerings that align with the City's diverse organizational culture and employee interests to support what employees value today, tomorrow and beyond.

Workforce Equity Strategy Recommendations

DER recognizes that there are opportunities to assess new or modified strategies for advancing racial equity in relation to workforce issues.

In conjunction with a review of materials from the Government Alliance on Race and Equity (GARE) and other diversity and inclusion best practices, we have identified a number of strategies to pursue in the upcoming months in an effort to support the City's overall goals of advancing and achieving racial equity.

Metrics and Benchmarks

In order to improve racial equity, we have to first identify the disparities. In order to do so, we must develop a data analytics dashboard that contains Citywide and Department specific demographic information that includes race and gender information.

Crete a mechanism to track progress in diversity utilizing new hires, promotions, and separation data.

Compare demographics of City's workforce to labor market availability based on the appropriate benchmarks.

Civil Service Testing, Hiring, and Promotion

Create documentation on how to Navigate the City of Milwaukee Hiring Process to ensure potential applicants clearly understand requirements and expectations. This will augment the "How to get a Job with the City" presentations already conducted.

Continue the development and utilization of cultural competency and implicit bias dimensions in civil service tests for all City of Milwaukee positions.

Challenge traditional ways to screen candidates in and out of processes and create opportunities for consideration outside of traditional requirements. For example, expand upon allowing volunteer work and experience as a substitute for education.

Re-examine processes and procedures used in making and approving promotion decisions. Encourage the use of competitive processes when filing vacancies via promotions.

Require departments to make temporary appointments available on a wider



scale to allow employees with limited experience but with advancement potential to gain the skills and experience to enhance their opportunities for promotion in the long term. Departmental Ensure structured interviews are conducted at the department level and that **Interviews** diverse panels are used. Develop and implement interview techniques that rely on objective rating criteria and monitor compliance. Provide interview training to all hiring managers to ensure compliance with applicable regulations and best practices. Encourage and allow team-based interviews. Ensure properly trained HR practitioners from each department provide oversight over all interview processes. Integrate racial equity into interview questions to help assess each candidate's understanding of the opportunities to advance racial equity. On Boarding Revamp the New Employee Orientation session and include a component on racial equity either by incorporating racial equity guiding principles, policy, or other training materials. Integrate a video on race relations and implicit bias with the new employee orientation and on-boarding process for all new employees. Ensure departmental onboarding procedures include clear expectations related to diversity and inclusion goals. **Employee** Identify barriers to an efficient and equitable complaint process, including but Relations not limited to retaliation. Complaint process should address behaviors that are inconsistent with equity and inclusion principles. Reframe Dispute Resolution Process (DRP) to include an equity and inclusion lens and the ability to address behaviors that are inconsistent with equity and inclusion principles. Monitor discrimination and harassment complaints and claims under the DRP and identify areas of possible bias, determine metrics that can be used to measure change, and make small changes to curb the effects of unconscious



bias. Create Safe spaces for difficult conversations for employees to openly discuss racism and concerns they have without fear of retaliation. Support the creation of a Racial Equity Employee Resource Group and facilitate the sharing and implementation of ideas and suggestions made by ERGs in relation to equity and inclusion principles. Mentorship, Identify and implement a feasible mechanism to provide constructive feedback **Professional** to applicants for promotional opportunities who participate in selection Development process but are not hired. and Career **Planning** Direct departments to develop and implement mentorship opportunities within their departments for new and tenured employees looking for growth and career progression opportunities. Analyze upward mobility opportunities and develop upward mobility tracks. Initiate and implement pipe-line development programs to advance entry and promotion into higher paying job classifications to develop career pathways. Support the creation of a Career Development ERG. Implement the Region of Choice for Diverse Talent Initiative including administration of survey and focus groups. Identify barriers and disparities documented by participants and implement viable solutions across departments. **Training** Coordinate and implement mandatory training program on cultural competency and implicit bias for all employees. Coordinate and implement a Leadership training program to ensure clear understanding of roles and responsibilities of supervisors in advancing and achieving racial equity. Performance Develop racial equity competencies and guiding principles to be used to frame Management ALL performance management tools: Ability to demonstrate empathy and respect



Ability to listen, learn, and focus on the problem

experiencing

Ability to appreciate the pain and frustration that people are

- Commitment to agreeing on shared values: freedom and the pursuit of happiness for ALL
- Commitment to being intentional about the actions necessary to advance and achieve racial equity.

Create a review of probationary terminations and identify opportunities to address concerns.

Create cultural competencies and race relations requirements for job descriptions, probationary reports, and performance management tools.

Ensure all job descriptions include a component holding managers and supervisors accountable for diversity in hiring.

Require supervisors to develop action plans identifying strategies to foster engagement and equity within their work areas.

Benefits

Expand benefit offerings through voluntary benefit programs that are aimed at supporting the unique needs of a diverse workforce through greater flexibility in benefit choices.

Continue targeted expansion of wellness programs and services based on ongoing needs and feedback from employees and spouses.

Continue to strategically evaluate wellness programming for reach and effectiveness across cultural lines.

Evaluate and modify City clinic services to further support employees and their families

Examine potential barriers to benefit communication, comprehension and access and develop strategies to address obstacles. Offer additional communication tools to improve employee reach and understanding.

Continue to collaborate with multiple employee groups, committees, and vendor partners to solicit feedback and input on benefits and wellness programs.

Incorporate Employee Resource Groups into the decision making model for benefits and wellness.

Provide multicultural competency training to employee wellness committees (Labor/Management and Wellness Promotion) and wellness partners.



Execute employee engagement survey to measure the engagement level of City employees and key factors in the workplace that promote, enhance and sustain it.

Execute employee wellbeing audit to develop integrated strategies that identify wellbeing initiatives that are of interest to employees and uncover barriers to participation to ensure employees thrive at work, at home and in their community.

Explore possibilities for state legislative changes that would allow the City to reinstate domestic partner benefits.

Explore user friendly benefit enrollment platforms to better facilitate the enrollment process for employees

Examine opportunities to reframe paid time off policies to address the needs of an increasing diverse work population.

