



Department of Employee Relations

April 24, 2019

Tom Barrett
Mayor

Maria Monteagudo
Director

Renee Joos
Employee Benefits Director

Nicole Fleck
Labor Negotiator

To the Honorable Members of
The Public Safety and Health Committee
City of Milwaukee
Common Council

Dear Committee Members;

Since the tragic death of a DNS employee in March of 2017, the City has implemented a number of programs and initiatives designed to address safety concerns and minimize safety risks of employees performing work in the field. While many of the suggestions recommended were implemented in 2017, acts of aggression against City employees continue and we must reassess the effectiveness of the changes made. More importantly, we must identify additional areas of continued opportunity to fulfill our responsibilities and obligations to ensure the safest possible work environment for all employees.

Immediately after the recent attack on DPWs Parking Enforcement Officer, the Chair of this Committee scheduled a communication file requesting an update from DPW and DER in regards to safety programs and initiatives implemented since 2017. In order to provide the most current information, a request was made to the Chair to delay the discussion to the April cycle to give us an opportunity to assess the departments' efforts and to conduct a new employee survey to help identify additional opportunities to address safety concerns.

This report includes information regarding the departmental assessments and summary findings from the employee survey. Departments participating included DCD, DNS, MHD, MPL, the Assessor's Office, and DPW. This report also includes a number of recommendations based on the information collected throughout this process.

I look forward to having a meaningful discussion regarding employee safety at the April 25th meeting of the Public Safety and Health Committee. I am available to answer your questions and concerns. I can be reached at X3335 at your convenience.

Sincerely,

Maria Monteagudo
Employee Relations Director

Enclosures

1. 2019 Assessment of Field Safety Policies and Practices
2. Summary Report of Departmental Field Safety Assessment
3. 2019 Employee Survey
4. Summary Report of Employee Survey Responses
5. Recommendations based on Departmental Assessments and Employee Surveys



Attachment 1 – 2019 ASSESSMENT OF FIELD SAFETY POLICIES AND PRACTICES

Category	Question
Field Safety Policy	<ol style="list-style-type: none"> 1. What are the key components of the policy that demonstrate to your employees that safety is first? 2. What aspects of the Policy have employees relied on to address safety concerns since implementation? 3. When field staff expresses safety concerns, what is the procedure established to address and respond to the employee? 4. Is there a department Safety Committee? What recommendations have been made and implemented stemming from the Committee's work? 5. What if any changes have been made to the Policy since 2017? 6. How is the Policy and changes to the Policy communicated to current employees? New employees? 7. Please provide a copy of the Policy.
Flight Plan Check In Check Out Procedures	<ol style="list-style-type: none"> 1. Is there a requirement for field employees to document their anticipated stops for the day? 2. Is there a check in/Check out procedure that is followed by field employees. Please describe the procedure. 3. Is there a sign out procedure or protocol for employees to follow when they are not required to return to their work location? 4. Have the employees expressed any concerns regarding requirements to document their whereabouts?
Buddy System	<ol style="list-style-type: none"> 1. Under what circumstances are managers and supervisors allowing employee to pair up as a strategy to respond to their safety concerns? 2. Have you tracked the number of occurrences where employees have been allowed to double up?
Vehicle Decals and Other Identifying resources	<ol style="list-style-type: none"> 1. Have employees requested decals for vehicles as a way to be identified in the community? 2. Are decals still being issued by the department? 3. Have employees requested any other form of identifier to be issued by the department? If so, please describe. 4. Besides the vehicle decal, has your department issued other safety items or safety equipment to help identify employees in the field?
Uniforms	<ol style="list-style-type: none"> 1. What uniforms are currently issued to field employees? 2. How are they replaced? 3. Are uniforms mandatory?
Panic Alarms	<ol style="list-style-type: none"> 1. Are panic alarms carried by employees? Do employees use a difference device to call attention to themselves when an incident is about to happen? 2. Do new employees get the option of receiving a panic alarm? 3. Do you have any information regarding frequency of use of panic alarms?
Cell Phones	<ol style="list-style-type: none"> 1. Have all field employees been issued a City cell phone when a personal phone is not available? 2. Are any other communication devices utilized or issued?

Working with MPD	<ol style="list-style-type: none"> 1. What protocol call has been established to request field assistance from the police? 2. Have employees been trained to use the procedure? 3. How many Milwaukee Police Department assistance requests have been made since October 2017? 4. Has the Police Department been able to share more information about safe zones or hot spots? Is this information being used to make assignment decisions? 5. Are calls to 911 being prioritized when the caller identifies himself or herself as a city employee?
Incident Tracker	<ol style="list-style-type: none"> 1. Is your department entering all incidents in the Incident Tracker application? 2. Are incidents and their locations being reviewed by managers and supervisors to make decisions regarding assignments? 3. Are employees aware of the incident tracker and is there a protocol within the department for employees to report incidents?
City Watch	<ol style="list-style-type: none"> 1. To what extent is City Watch being used by your department to alert employees of field incidents? 2. Is there a protocol used to distribute immediate news or real time event shared with field employees?
Peer Support	<ol style="list-style-type: none"> 1. Does your department have a Peer Support System or an internal system support system available to employees after an incident is reported? 2. If so, how are employees informed of the support system and how is it utilized? 3. Have you utilized the peer support system available via the MFD or MPD?
Training and Other Resources	<ol style="list-style-type: none"> 1. What specific training beyond situational awareness training is currently being provided to field employees? 2. Who provides the training? 3. Who do you work with to provide on-going training and new employee training? 4. How is the City's EAP Program or Coordinator being used to address safety concerns and issues? 5. What is the referral mechanism in place to ensure that employees take advantage of services offered by the EAP Program?

Findings

1. Strong and viable **Safety Committees** are up and running in DNS, the Assessor's Office, Health Department, and the Library. DPW had a Safety Committee prior to 2017. Safety Committee membership includes employees who are in a great position to identify issues and recommend solutions. Safety Committee work in different departments have resulted in key deliverables:
 - DNS: Full day of Mental Health Training and De-escalation techniques was completed earlier this year
 - Assessor's: Created a common drive to store all related safety resources and materials, cell phones were issued, and car magnets were ordered
 - DPW: Each Division has a Safety Committee that meets regularly. Parking Enforcement has a dedicated Safety Specialist. Safety shoes, flash lights, and safety vests have been issued to Parking employees.
 - MHD: Text Alert Policy and Field Staff Scheduling and Notification Policy
 - MPL: Safety vests and traffic cones ordered at request of staff, banning guidelines and addition of access card readers.
2. **Flight Plans** or similar mechanisms requiring employees to report and document their anticipated stops for the day have been implemented in DNS, DCD, MHD, and the Assessor's Office. These protocols document the employee's whereabouts for a particular day and require notification to the supervisor of any changes as well as a requirement to "clock out" at the end of the day.
3. **Uniforms or departmental branded items of clothing** were newly requested and issued to MPL outreach personnel and DCD field staff. Assessor's Office is currently working on securing a vendor that can meet their needs.
4. The City's **Employee Assistance Program** and the resources available through the program continue to be used by departmental personnel for training, incident response debriefing, individual support and referral, and other targeted interventions. When there is a notification of an incident, the EAP Coordinator responds immediately by contacting the department representatives or the employee involved in the incident.
5. **"Buddy Systems"** allowing employees to request the assistance of a team member or a supervisor based on known risks or problem areas have been formalized in all departments. The conditions and circumstances under which this is allowed varies by department. Some departments have developed additional protocols for requesting assistance from MPD when the circumstances warrant it. Example: in DCD employees are required to visit properties on MPD's nuisance list only when accompanied by MPD personnel. Parking Enforcement is currently working on identifying assignments that call for a team of Enforcement Officers on a regular basis.
6. **City Watch** is regularly used by DPW managers to determine the appropriate response to reported events and redirecting crews as related to the events. Other departments report

mixed feedback regarding this mechanism as a way to get information out to the field. DNS is also using City Watch to inform staff of serious incidents that occur throughout the City. Employees are notified via a voice mail of the incident. DCD has collected the contact information of all employees in preparation for use of City Watch. However they have not had to send an alert to the field. The MHD has developed its own Text Alert Policy and mechanisms for communicating critical incidents is currently in place consistent with that Policy.

7. Specific provisions of department specific Field Safety Policies have empowered employees to use their judgement and discretion to **remove themselves from a potentially dangerous situation without fear of repercussion**. These provisions allow employees to cancel or terminate field activities if they have a reason to feel unsafe.
8. Strong **Peer Support Systems** are available in DPW, MHD and the MPL to assist employees after an incident. DNS, DCD, and Assessor's Office do not have an internal peer support system and are not aware of the availability of MFD or MPD peer support options. The EAP continues to reach out to departments interested in establishing peer support groups to help with implementation.
9. **City cell phones** have been issued to field employees who did not have access to a personal cell phone or other communication device to use in case of an emergency.
10. Some departments have expanded **safety related training** offered to employees. DPW has used Vistelar training for De-Escalation training and Conflict Management. A number of employees in Parking, Forestry and Sanitation have participated in "Train the Trainer" certifications and a 16 hour program has been created for all employees to participate.
11. Although **Panic alarms** were purchased and issued to employees who requested them, there is some feedback that employees feel the effectiveness of such devices is less than ideal. Some employees have opted to not accept the panic alarms. No data is available regarding the number of times that alarms have been deployed.
12. The **Incident Tracker** application developed by ITMD to document incidents in the field and share data across departments is only consistently used by DPW and DNS. Although information was provided to the other departments, those departments are not utilizing the application to report incidents on a regular basis. It is also important to recognize that MPL utilizes its own customized database "Perspective" to track all security incidents. The MHD requires employees to prepare an Incident Report documenting factors that pose a safety risk or threat.
13. There is no formal **mechanism to share MPD crime data and hot spots** with department personnel. The only exception to this is in the Special Enforcement Section of DNS because of the close working relationship. Decisions regarding allocation of resources and staffing levels are being made without an understanding of what is happening in the community. Additional **assistance is needed from MPD** regarding the availability of training, protocols for requesting assistance or escorts for all departments, and guidelines regarding response to 911 call from city workers during an emergency.



Attachment 3

City of Milwaukee Field Employee Safety Survey

The Department of Employee Relations is conducting an assessment of safety practices and initiatives implemented in 2017. This assessment will help identify opportunities to increase field safety given recent events that put the lives of our employees in jeopardy. Your response will be used to identify and consider additional measures to address safety concerns. A link to the online survey is available from your departmental safety representative. Completed hard copies of the survey should be dropped off or mailed to the Department of Employee Relations, City Hall Room 706, attention Angie Ogan, by Thursday April 18th. Thank you.

1. Select the Department you work in.

- Assessor's Office
- DPW-Parking
- Department of City Development
- DPW-Sewer
- Department of Neighborhood Services
- DPW-Water
- DPW-Administration
- Health Department
- DPW-Infrastructure
- Library
- DPW-Operations

2. I am aware of my department's safety policy and believe in the the department's commitment to addressing safety concerns.

- Yes
- No

3. My department is aware of my planned stops for the day when I'm assigned field work.

- Yes
- No

4. At the end of my shift, I am required to make contact with my department or report to a work site to "clock out" for the day.

- Yes
- No

5. My department's policy allows me to remove myself from a dangerous situation in the field.

Yes

No

6. My department addresses and responds to my safety concerns in a timely manner.

Always

Usually

Rarely

Never

7. I am required to promptly report all safety concerns and incidents to my department.

Yes

No

8. Milwaukee Police Department (MPD) data regarding crime or hot spots is used by the department to ensure the safety of employees.

Yes

No

9. Management allows and encourages the use of a buddy system when a safety concern arises.

Always

Usually

Rarely

Never

10. Management provides safety awareness training to field employees at least annually.

Yes

No

11. My department has a formal Safety Committee that is responsible for addressing safety concerns and issues.

Yes

No

12. Requests for police assistance or escorts are an available option when there is a safety concern while working in the field.

- Yes
- No

13. When a call to 911 is made by a city employee, the MPD prioritizes and responds appropriately.

- Yes
- No
- Not Applicable/no experience using this option

14. My department has and uses a mechanism to immediately inform field employees of an issue that requires leaving or avoiding a work site area.

- Yes
- No

15. Safety incidents in the field are always reported to a supervisor so they can be entered into the City's incident tracker.

- Yes
- No

16. I have the appropriate equipment and tools to perform my job safely.

- Yes
- No

17. I have access to a list and map of City of Milwaukee safe locations where I can go for assistance.

- Yes
- No

18. Panic alarms are available for field employees upon request.

- Yes
- No

19. Uniforms, vests or other clothing items are available to field employees for identification purposes.

- Yes
- No

20. My department has a Peer Support Team or system that can be used to help deal with safety issues as they arise.

- Yes
- No

21. I am aware that the City's EAP Coordinator is available to respond to safety incidents, address employee concerns and provide needed support.

- Yes
- No

22. What factors create the most risk for a given assignment? Please rank them in order of greatest to least risk using a scale of 1 (most risk) to 6 (least risk).

- Area of the City where the employee is assigned
- Time of the day of the assignment
- Working at a location with a history of problems
- Work involving a known difficult customer
- Working on a targeted enforcement assignment (response to special requests)
- Time of year/season when the work is done

23. Provide safety suggestions that your Department should consider to increase the safety of field employees.

24. List one safety initiative provided by your department that gives you the greatest sense of security.

**Attachment 4
Summary Report Employee Survey**

April 24, 2019

Safety Survey Responses by Department

Assessor's Office	0.74%	5
Department of City Development	3.26%	22
DNS	10.98%	74
DPW-Administration	0.30%	2
DPW-Infrastructure	10.39%	70
DPW-Operations	27.15%	183
DPW-Parking	8.31%	56
DPW-Sewer	9.64%	65
DPW-Water	16.17%	109
Health Department	11.13%	75
Library	1.93%	13
Answered		674

Responses Departmental Commitment to Safety

- 92% of responses indicated understanding the requirement to report safety concerns and incidents in a timely manner.
- 90% responded that they are allowed to remove themselves from a dangerous situation without fear of repercussion.
- 79% of responses indicate awareness of the Department's Safety Policy and its commitment to addressing safety concerns.
- 73% of responses indicated having a department Safety Committee responsible for addressing safety concerns.
- 70% responded that safety awareness training is provided on an annual basis.

Approximately 20% of employees indicated that their department rarely or never addresses and respond to concerns in a timely manner.

Approximately 25% indicated that the use of a "buddy system" is rarely or never allowed.

Departmental Practices and Resources

- 90% indicated that uniforms or items of clothing are available for employees to identify themselves in the field.
- 87% indicated that their department is aware of planned stops for the day when performing work in the field.
- 81% responded that they are required at the end of the shift to report to a work site or clock out for the day.

77% indicated being aware of the availability of the EAP to respond to incidents, address employee concerns, and provide support.

76% indicated having the appropriate equipment and tools to perform their job safely.

Peer Support System - 52% of responses indicated not being aware of a peer support system.

Panic Alarms – only 48% feel panic alarms are effective

Safe Places - 65% indicated not being aware of the availability of maps with safe locations

City Watch – 43% indicated not having a formal mechanism to inform field employees of an issue that requires leaving or avoiding a work area.

MPD Partnership

- **64% don't believe their department is using MPD data regarding crime or hot spots to ensure the safety of employees.**
- **36% indicated not knowing that requests for assistance from MPD or escorts are available options when safety concerns exist.**

Employee Ranking of Factors that create the greatest risk when performing field work:

	1		2		3	
Area of the City where the employee is assigned	45.00%	270	18.00%	108	13.33%	80
Time of the day of the assignment	11.45%	63	23.64%	130	22.18%	122
Working at a location with a history of problems	26.25%	142	26.99%	146	23.48%	127
Work involving a known difficult customer	10.58%	58	14.23%	78	18.25%	100
Working on a targeted enforcement assignment	5.28%	29	8.56%	47	11.29%	62
Time of year/season when the work is done	5.10%	28	7.83%	43	14.21%	78

Employee Survey Question #23 : Suggestions on how to increase safety in the field

TRAINING	
On-going training not just once a year	15
Self Defense classes	8
Training on how to de-escalate a difficult situation	5
Training on dealing with mentally ill	3
OSHA training before starting work	3
Active Shooter training	1
More training on the specifics of the Field Safety Policy	1
POLICE SUPPORT AND INTERVENTIONS	
Police presence or patrol in known dangerous areas	15
Direct Radio Contact with MPD	7
MPD Contacts by District for Depts and MPD Liaison	7
Share MPD or Dept specific information regarding difficult areas or properties	4
DEPARTMENT SPECIFIC POLICY, EQUIPMENT, OR OPERATIONAL INTERVENTION	
Buddy System allowed regularly at night and when working in known problem areas	36
Pepper Spray / Stun Gun	26
3 or 4 person crew	14
Bullet Proof Vests	10
More Supervisor involvement including in the field and being available at all times	9
Use Vehicles to shield employees on busy streets	7
Panic alarms on trucks	6
Earlier start times	5
Cameras in Vehicles	5
Better Helmets	4
Reliable Vehicles and More Vehicles	4
Real time alerts on safety issues	4
Supervisors should come out and check on workers working in dangerous areas	4
Body Cameras	3
Management discussion if employee is concerned about the assignment	3
Uniforms to be able to be identified in the field	3
Flashing lights on vehicles	2
Identify employees as City workers not specific to a dept	2
More cones and warning signs	2
Monthly meetings with employees	2
Use placards at the meters to minimize time employees are sitting in the car	2
Proper PPE including COM apparel	2
Mandatory check in system for field employees	2
Empower employees to remove themselves from dangerous situation	1
City owned vehicles to use at night	1
Portable speed bumps in proximity to work area	1
Block road	1
Supervisors should check on employees doing field work on the weekend	1
Side rated helmet	1
Use LMS to track problem properties	1
LED lights	1
Bright color winter snow suits	1
Issue a magnet for city vehicles	1
Remove City id from back of the vest as employees may become a target	1
Map of safe places	1

CITY POLICY	
Allow employees with license to conceal carry- especially at night or in known problem areas	25
Hazard Pay	12
City vehicles for all staff	11
Tracking employees via GPS	5
Panic alarms with direct link to MPD	4
Create a Safety Dept for training and investigations	1
Report Reckless drivers to Police	1
Create a stipend for employees to purchase safety tools and equipment	1
Safety Hotline	1
Employees should never go in a home alone	1
Stiffer penalty for hurting a city employee	1
Ability to earn comp time - employees are fatigue	1
Mail out notices	1

Employee Survey Question #24: Safety Initiative Implemented since 2017 that gives employees greatest sense of security

Buddy System	49
Safety Vests identifying us as City workers	34
Ability to get a city phone or use personal phone to call in case of an emergency	28
Ability to leave premises or assignment if in employee's judgement a danger exists	17
Radio in Vehicles	11
Use of City Watch when an incident occurs	10
Car signage	10
Flight Plan	10
Police availability and escorts	7
Bullet Proof Vest	7
Availability of Supervisor and field checks	7
Truck Barricades	6
Training	6
Trucks	3
Panic Alarms	3
Ability to use City Car	3
Safety Clothing	3
PPE	3
Not having to enter residence alone	3
Assigned vehicle	2
Safety Committee	2
Not being overworked	2
CPR Training	2
Mandatory PPE Enforcement	1
Spotters	1
Safety Glasses	1
GPS	1
Being a priority to MPD	1
Staying close to vehicle	1
Map of safe places for paperwork	1
Pepper Spray	1
4 person emergency crew call out	1

Attachment 5

Recommendations based of Departmental Assessments and Employee Survey

1. A stronger collaboration should be created with MPD in relation to the following:
 - a. New employee and annual Situational Awareness Training
 - b. Prioritizing MPD's response when City employees call 911
 - c. Working with District Captains – How can city employees working in the districts be better protected and how can district personnel help address safety concerns.
 - d. Partnering with Community Liaison Officers to facilitate communication, training and engagement with employees and supervisors.
 - e. Sharing and using OMAP data regarding crime in certain neighborhoods
 - f. Best approach to request escorts when the situation warrants it.

Chief Morales has committed to helping general City departments address these issues and has expressed a desire to create stronger communication and collaboration with MPD districts and our departments. A meeting with MPD has been scheduled for next week.

2. DER will create a Safety Training Curriculum that will be part of the schedule of classes for City employees throughout the year. This curriculum will include sessions facilitated by the EAP Coordinator and other community providers with a focus on:
 - Dealing with Difficult Customers
 - Safety during a Mental Health Crisis
 - Self Defense
 - De-escalating Tactics
 - Lone Worker Safety and Situational Awareness
 - Workplace Violence Training
 - Active Shooter training

We are currently identifying partners to deliver training and hope to be able to schedule sessions as early as summer.

3. DER will ensure that peer support resources and services available from DPW, MFD and MPD can be accessed by general city departments when needed.
4. DER will reassess the effectiveness of the use of the Incident Tracker for purposes of documenting and sharing incident information across departments and work with ITMD to ensure that City Watch capabilities continue to be used or find a substitute that meets the needs of the departments.
5. Explore legislative changes that create an enhanced penalty when a crime is committed against a City employee.
6. Explore whether a legislative change is needed to allow parking citations to be mailed instead of placed in vehicles by Parking Enforcement Officers.