ASSESSING THE FEASIBILITY OF A LIGHT DUTY PROGRAM FOR THE MILWAUKEE FIRE DEPARTMENT

EXECUTIVE LEADERSHIP

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ABSTRACT

This applied research project examined the feasibility of a light duty program for the Milwaukee Fire Department. The problem is that the Milwaukee Fire Department (MFD) does not have a light duty program. The absence of a light duty program creates a lack of incentive for employees to return to duty, increased departmental salary costs related to hiring for injured employees, and a loss of productive services. The purpose of this research paper was to examine the Milwaukee Fire Department's current injury leave policies and determine the feasibility of implementing a light duty program.

This research project employed the descriptive research method to identify:

1. What is the impact of duty injuries on the Milwaukee Fire Department?
2. What types of light duty programs have other departments nation-wide implemented and what are the characteristics of a successful program?
3. What types of light duty jobs are available within the Milwaukee Fire Department?
4. What are the perceptions of department personnel regarding the current injury leave process and the impact of a light duty program?

Research procedures included a survey of MFD personnel, a survey of fire department organizations throughout the country, and interviews of labor law professionals and Milwaukee Fire Department management personnel.

Results showed that the current injury leave policy employed by the Milwaukee Fire Department has had a significant financial impact on the department, particularly related to the cost of hiring replacement workers for injured personnel. Surveys of fire departments nation-wide indicated a high feasibility related to the implementation of

light duty programs within the fire service and the positive impact light duty programs have on reducing the period of time employees spend on injury leave.

Research for this paper supports the recommendation that the Milwaukee Fire Department implement a light duty program for duty-injured personnel. The program is to be modeled after effective programs implemented within the fire service and the private sector.

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INTRODUCTION

Firefighting is an inherently dangerous occupation. Each year, on average, the Milwaukee Fire Department experiences over 300 occurrences of duty related injury. These injuries vary in severity and often result in firefighting personnel spending an extensive period of time on paid injury leave while healing and rehabilitating from the injury. While removed from the workforce, the firefighter experiences separation from co-workers and the work environment, a degradation of their skills, and a lack of confidence in their ability to return to the full capacity at which they left.

The impact of a duty related injury is felt not only on the firefighter, but also on the financial stability of the department. A firefighter while on injury leave receives full pay and benefits under the provisions of Worker's Compensation. In addition, the department must hire a replacement worker to fill the position of the firefighter that is on injury leave. The longer the duration of injury leave, the greater the costs to the department.

Many fire departments, as well as private sector industries, have implemented light duty programs for duty injured employees. These programs, often referred to as limited or restricted duty, are intended for employees with a temporary illness, injury, or medical condition and are provided only if there is a reasonable expectation that the employee will resume his/her regular duties at the end of the light duty assignment (Tempe, Arizona, 2003, p.1).

Light duty programs have had a positive impact on both the employee and the employer. The benefits to the employee include accelerated recovery, improved morale, enhanced self-image, and improved work ethic. The benefits to the employer include reduced worker's compensation costs, reduced indirect injury costs, minimized health care

expenses, and increased productivity (Krukowski, 1998, p.1). Hebert (2004) states that “ a restricted duty program can be one of the most financially rewarding investments a company can make to reduce its Worker’s Comp costs” (p.1).

The problem identified for this research is that the Milwaukee Fire Department (MFD) does not have a light duty program. The absence of a light duty program creates a lack of incentive for employees to return to duty, increased departmental salary costs related to hiring for injured employees, and a loss of productive services. The purpose of this research paper was to examine the Milwaukee Fire Department’s current injury leave policies and determine the feasibility of implementing a light duty program.

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BACKGROUND AND SIGNIFICANCE

The Milwaukee Fire Department employs 1,085 personnel, including 1,015 in fire suppression and support divisions as well as 70 in administrative positions. The minimum number of fire suppression personnel on duty each day totals 262. All firefighting personnel work a 24-hour shift followed by 48 hours off duty. The Milwaukee Fire Department operates 36 firehouses strategically located in six geographically organized battalions throughout the city. The department is composed of 37 engine companies, 16 ladder companies, 10 paramedic units, and 2 basic life support rescue squads. Additional fire department responsibilities include the operation of a number of special teams including Dive Rescue, Hazardous Materials, and Heavy Urban Rescue. The department has additional responsibilities that include emergency medical services, fire inspections of municipal buildings, and various fire prevention and public education programs. The fire department serves a city population of approximately 600,000 residents.

Firefighting is an inherently dangerous occupation regardless of the size or location of the department. Injuries sustained in the line of duty are a reflection of the dangerous nature of the job. Milwaukee Fire Department personnel sustained on average 321 injuries per year from 2001-2004. These injuries range in severity from minor sprains and strains to significant injuries involving fractured bones, burns, lacerations, and torn ligaments. Significant injuries result in extensive loss of work time due to the healing process and rehabilitative care required to return the firefighter back to his/her pre-injury condition.

Milwaukee firefighters that are severely injured in the line of duty, and therefore unable to perform normal firefighting duties, remain on paid injury leave until their status improves to the point where they can return to full duty. The Milwaukee Fire Department operates under what is referred to as the 100% rule, meaning an injured firefighter may not return to duty until they are at 100% performance capability. Hebert (2004) states "this is one of the most expensive policies (the employer) will ever encounter" (p. 2).

Line of duty injuries requiring the employee to be off of work for a prolonged period of time places a significant financial burden on the City of Milwaukee and the Milwaukee Fire Department. The expense to the City of Milwaukee and the fire department includes injury leave pay for the worker, salaries paid to the replacement worker, medical costs associated with the injuries, and disability awards. In the years 2001-2004 the City of Milwaukee spent on average of $1,565,000.00 per year on worker's compensation claims resulting from firefighter duty injuries. In addition, the department spent on average $1,310,275.00 on injury leave pay for firefighters unable to work due to injury and $2,271,200.00 in overtime salaries to hire replacement workers for the injured employee. These amounts total of $5,146,475.00 on average per year in duty injury related expenses during the period of 2001-2004.

The City of Milwaukee, the Milwaukee Fire Department, municipalities nation-wide, as well as private industry are continuously faced with shrinking budget dollars exacerbated by increasing employee costs related to worker's compensation claims. One tool identified to reduce these costs is the implementation of a light duty program for employees injured on-duty and in some cases includes those that may experience

an off-duty injury or illness. The United States Department of labor in their report, *Worker's Compensation: Developing Company Policies* (2002), reports that

> many employers provide what is generally called "light duty" or modified duty for employees who are recovering from an injury or other disability. This may involve a temporary reassignment of the employee to an entirely new job with lighter physical demands, or it may consist of allowing the worker to perform the regular jobs at less than full productivity. Light duty may also include a temporary exclusion of certain difficult tasks from the employee's regular job duties. (p. 2)

Employers have continuously debated the advantages and disadvantages of providing employees light duty work. Some employers contend that light duty jobs are simply "make work" and really provide no value to the employer. Other employers counter that light duty increases the probability that the injured employee will return to full productivity. They also contend that allowing an employee to return to work in a light duty capacity allows them to monitor their activities and progress. The bottom line is that there is a clear advantage to offering an employee light duty work, that is, it acts to cut off temporary total disability payments and therefore reduce worker's compensation costs (Doerner, 2003, p.1). Dorsey (2004) states "an effective light duty program is a proactive approach to claims management that can help manage and reduce the costs of worker's compensation claims" (p.2).

Currently the Milwaukee Fire Department does not provide light duty assignments for duty injured firefighters. Although a light-duty program does not exist within the Milwaukee Fire Department, there are specific policies and procedures that

govern the actions and responsibilities of firefighters who are injured on the job and those who administer the injury leave program.

Under the current department injury policy, firefighters injured on the job are required to immediately notify their direct supervisor. The supervisor is then responsible for completing an injury report and notifying the department's Bureau of Administration. The report must be filed by the supervisor and delivered to the Bureau of Administration within three days of the occurrence of the injury. If the injury occurred while on-duty, the firefighter is transported to the hospital for immediate evaluation. If the injury occurred on-duty but did not require medical attention until after the firefighter leaves work, or if the injury is a reoccurrence of a previous duty injury, the firefighter may seek medical care through their personal physician while off-duty.

The injury report outlines the nature of the injury, when and where the injury occurred, the actions of the firefighter that led to the injury, and any medical treatment the firefighter received. The Bureau of Administration enters this information in a computer database and sends a copy of the report to the City of Milwaukee's Department of Employee Benefits (DEB). The DEB is responsible for managing the fire department's employee worker's compensation claims and any subsequent benefits. The DEB examines each injury claim and determines whether the employee qualifies to receive injury pay. The DEB assigns a claims adjuster to each injury claim case. The adjuster is responsible for monitoring the progress of the firefighter's recovery and determining if the recovery process is proceeding at a reasonable pace for the nature of the injury.

An injured firefighter remains on paid injury leave until the firefighter's private physician determines that he/she is fit to return to full duty activities. The firefighter is required on a three week basis to present documentation from their physician that outlines the current status of their injury, current treatment being provided, and an estimate of time as to the firefighter's probable return to duty. The claims adjuster from DEB may require the firefighter to report for an independent medical examination (IME) if the adjuster believes a second opinion is necessary to evaluate the nature of the injury or the recovery process outlined by the firefighter's private physician. The independent medical examine is performed by a physician selected by DEB and the results may alter the future treatment process for the injured firefighter. Fire fighters contesting the diagnosis and subsequent benefits related to their claim may appeal the case through the State of Wisconsin's Worker's Compensation Bureau. The goal of DEB is to ensure that all claims of injury are indeed related to on-duty work, diagnosis of the injury is correct, and a reasonable process is engaged to return the firefighter to full duty in the shortest period of time possible.

The obligations of the firefighter while on paid injury leave are minimal. The firefighter is required to be at home on their normally scheduled duty day and they must report to the department's Bureau of Administration on any Tuesday that is their regular shift assignment (once every three weeks). The Bureau of Administration assists DEB on these "sick call" Tuesdays to gather the latest update from the firefighter's treating physician and anticipate the firefighter's eventual return to duty.

The City of Milwaukee has managed an injury pay program since 1950, under Milwaukee Code of Ordinances Chapter 350-37, subsection 8. The State of Wisconsin

allows the City to have a self-insured version of the State Worker's Compensation program under Chapter 102 of the Wisconsin State Statutes. Over the years, the City has allowed employees represented by labor unions to negotiate benefits under this injury leave program. Milwaukee firefighters are represented by the Milwaukee Professional Firefighters Association, Local 215, International Association of Firefighters. Under the current injury leave program, Milwaukee firefighters injured on-duty are entitled to receive 80% of their gross regular pay free from Federal and State income taxes. Therefore, Milwaukee firefighters injured on-duty receive greater take home pay than they received prior to the injury. Other benefits such as sick leave, pension and vacation credits are accrued while the firefighter is on injury leave (Morics, 1999, p. 4).

In December, 1999 the City of Milwaukee Common Council commissioned the Comptroller's Office to conduct an audit of the City of Milwaukee's Injury Pay Program. The objective of the audit was to review the Injury Pay Program to determine the extent of compliance with State and City laws and regulations, the timeliness and cost effectiveness of the program, and the implement status of prior audit recommendations. The audit resulted in three recommendations regarding the City's Injury Pay Program. Recommendation number three was to re-examine efforts to reduce injuries and injury pay in the Fire Department. Specifically, that the Fire Department pursue the feasibility of implementing a light/restricted duty program with the Milwaukee Firefighter's Union (Pratt, 2000, p. 2).

Morics (1999) states in the audit:

Of the three large departments audited, the Police Department and DPW-

> Sanitation Division have implemented light/restricted duty programs while the Fire Department has not. From 1994-1998, assuming that light/restricted duty work would have been assumed by other City workers, the Police and DPW-Sanitation light duty programs have saved about 28 person years of work time or about $1,600,00 in dollar cost savings. (p.10)

The 1999 audit references a previous audit conducted in 1993. The 1993 audit also recommended examining the feasibility of expanding the City's light duty program to new departments based on the success of such programs with the Police Department and DPW-Sanitation. While conducting the 1999 audit, the Comptroller's Office surveyed other fire department's nation-wide to determine use of a light duty program. The survey revealed that among 15 responding fire departments in cities of comparable population (447,000 to 1,000,000), Milwaukee is the only municipal department without such a program (Morics, 1999, p.11).

The 1999 audit also addresses the issue of compensation for employees while on injury pay and identifies the problem that an employee on injury pay, receiving 80% of their gross salary tax free in addition to accrual of other benefits, are actually receiving greater take home pay than if they were uninjured and on-duty. Morics (1999) states "as long as an injured employee's take home pay and benefits remain greater than regular pay /benefits, there exists a financial disincentive to return to work" (p.11).

Addressing the feasibility of a light duty program for the Milwaukee Fire Department has not only been a long time issue, it has been a mandate by City officials on two occasions dating back to 1993. Changes in the fire department administration and management staff leave voids as to the inability to address and ultimately

implement a light duty program. The audit by the City of Milwaukee Comptroller's Office in 1999 identifies the positive financial impact that a light duty program can have on a department. The implementation of a light duty program with the Police Department and Department of Public Works provides the monetary evidence of cost savings. These cost savings are directly related to the employee's ability to return to full duty in the shortest period of time possible. Minimizing an employee's term of time on injury leave relates to costs savings in injury leave pay, wages for replacement workers, and on going medical expenses. Anecdotal evidence suggests that a light duty program provides an incentive for employees to return to duty as quick as possible. In addition, a light duty program provides the department with a means to gain a measure of productivity from an employee receiving pay.

In the absence of a light duty program, the Milwaukee Fire Department will continue to expend the greatest number of dollars per injury leave incident of any department in the City of Milwaukee. The implementation of a light duty program for the department has the potential to create significant cost savings related to injury leave pay, replacement worker wages, as well as added productivity. The dollars saved have a direct impact on the department's budget and the ability to fund current and new initiatives, as well as total tax dollars needed to fund city services.

A study of the feasibility of a light duty program for the Milwaukee Fire Department requires an analysis of several factors directly related to the implementation of such a program. These factors include Worker's Compensation law, the Americans with Disabilities act, and the current labor contract. In addition, it is necessary to define the components of a light duty program, the advantages versus the disadvantages of a

program, and the impact of such a program on employees suffering a off-duty illnesses or injury.

This applied research project is directly related to the Executive Fire Officer Program course, Executive Leadership. The Executive Leadership course focuses on the continuous development of leadership skills within the environment of the fire service. These skills include the ability to implement and manage change, promote and manage creativity, and perform analysis and exercise judgement. These skills and abilities allow an effective leader to identify critical problems within an organization, review the relevant facts, analyze the facts in the context of the organization, reach a conclusion about the problem and its cause, and finally recommend some treatment. These leadership skills and abilities are put to the test in the course of this applied research project, and in effecting change within the Milwaukee Fire department.

LITERATURE REVIEW

The review of literature for this research project focused on topics relative to light duty programs, and Federal and State laws relative to employee injuries and worker's compensation. The majority of literature reviewed consisted of fire service publications, fire journals, federal publications, labor law newsletters and Internet documents. The researcher used the resources of the National Fire Academy (NFA) Learning Resource Center (LRC) to identify books, reports, and articles in trade journals and periodicals pertaining to light duty programs. Research materials were obtained from the LRC while onsite for Executive Fire Officer training. Use of the LRC's online card catalog

facilitated this search while off site. A local public library was utilized to obtain literature through the interlibrary loan program.

The Milwaukee Fire Department literature library was used to reference several current publications by fire service organizations. The department's administrative files were reviewed for historical documentation on the department's injury leave program history and financial impact of duty related injuries. The researcher also utilized the Internet to access documents pertaining to light duty programs, and Federal and State laws relative to worker's compensation.

Light Duty Programs

Light duty programs have emerged over the years in private industry as well as the public sector. Light duty programs have been referred to by a number of terms including limited duty, restricted duty, modified duty, and return to work programs. The U.S. Department of Labor (2002) states that

> many employers provide what is generally called "light duty" or modified duty for employees who are recovering from an injury or other disability. This may involve the temporary reassignment of the employee to an entirely new job with lighter physical demands, or it may consist of allowing the worker to perform the regular job at less than full productivity. Light duty may also include a temporary exclusion of certain difficult tasks from the employee's regular job duties. (p. 3)

Some employers prefer to use the term "bridge job" to describe light duty or alternative work, since the employee is in a transitional phase moving from injury to recovery. The more common terms such as "limited duty" or "light duty" tend to have a

negative connotation. They imply that the injured worker really isn't doing anything (Wallace, 1992, p. 44).

A growing number of employers are developing light or limited duty programs that get injured workers back on the payroll and therefore off the workers' compensation roll as soon as possible. Many times the injured employees do not return to their previous position, but to alternative limited duty positions. Doerner (2003) states that "although the employee may not be able to perform the same job performed before the injury, the employee is no longer entitled to total temporary disability benefits if he/she is capable of performing light duty work" (p.1). These temporary positions can help to fill necessary jobs that would otherwise require overtime or might not even get done. Since employees get back to work quickly, these programs reduce the number of days lost to work related injuries, cuts medical costs and minimizes expensive litigation for disputed claims (Wallace, 1992, p. 42).

Light duty programs provide the greatest benefit to the employer in that the program limits, if not eliminates, the disability benefits the employee is entitled to under workers' compensation laws. These benefits often allow the employee to collect full pay and benefits while recovering and rehabilitating from the injury while off-duty. Most employers view light duty as an opportunity to at least claim a minimum of productivity from the employee while they are recovering.

Businesses that have implemented light duty programs focus on the advantages that such a program brings to the employer. The underlining benefit associated with a light duty program is the fact the employee returns to work at their full, previous capacity, and that they return to work in the shortest amount of time possible. Statistics

show that an employee off of work for six months has only a 50% likelihood of returning to work. Employees off of work for one year have only a 25% likelihood of returning, and those off of work for two years have a zero likelihood of ever returning (Krukowski, 2000, p.19-35).

Additional benefits to light duty programs include:

- **Promotion of rehabilitation and recovery** - It is generally accepted that getting an injured employee back to work as soon as possible avoids the development of a poor mental attitude and instills confidence that he/she will recover. In addition, the assignment to a light duty position that may be less desirable than the employee's regular position and provides incentive to return as soon as possible.
- **Productivity** - The employer is able to extract reasonable productivity from the employee engaged in duties that may otherwise go undone. The employer is able to at least gain some return from the investment of wages that would otherwise be claimed by the employee rehabilitating at home.
- **Savings** – When the injured employee can at least perform some work, it may mean that the employer does not have to pay another employee time and one-half to get the job done. By providing light duty, the employer reduces workers' compensation disability payments and perhaps health insurance costs. In addition, employees that are accruing vacation benefits may use that off time benefit during the period of light duty rather than after they return to full duty.

- **Morale** – Light duty programs, if properly implemented, are often viewed as employer support for the employee. Employees are able to maintain an important link to the work environment and other employees.
- **Expanding horizons** – Both the employee and employer can benefit from the employee being put in a situation in which they can develop additional skills and gain insight into another dimension of the company. In some cases an employee is able to use experience gained in their prior job to add valuable insight into a new area of responsibilities (Murray, 2003, pp. 2-3).

Those employers that have not implemented light duty programs focus on the downsides and potential risks associated with such a program. These “cons” to a light duty program have been identified as the following:

- **Disincentive** – Light duty assignments may be a disincentive for employees that view their normal job as undesirable. These employees may attempt to remain in the light duty assignment as long as possible.
- **Costs** – Providing light duty may allow an employee to collect pay when they would otherwise be on leave without pay. This is the case in circumstances in which the employer allows light duty for employees suffering from an off-duty illness or injury.
- **Risk of potential liability** – An employee that returns to work on light duty could be re-injured or cause the original injury to worsen. This is especially a concern for employees injured off-duty and allowed to return in a light duty capacity, thus potentially making them eligible for workers’ compensation.

- **Morale Buster** – If the light duty program is not properly implemented it may be viewed by the employee as punitive. Especially if the light duty work is "make work" or meaningless.
- **Reasonable Accommodation** – Providing light duty for an extended period of time may create a case that a reasonable accommodation has been created. This can lead to an employee's claim that they are being treated as disabled and therefore entitled to the light duty job for the duration of their employment (Murray, 2003, pp. 3-4).

The Americans with Disabilities Act and Light Duty Programs

Employers engaging in the process of implementing a light duty program for temporarily disabled, duty injured employees, must strive to discern the narrow differences between light duty programs and their obligations under the Americans with Disabilities Act (ADA). Ray (1998) notes that

> the issue of "light duty" is another common meeting ground between ADA and workers' comp. Workers who are injured on the job often return to a modified duty position with the anticipation of a full recovery. To determine in such cases whether the ADA is even in the picture, employers should learn all they can about disability. Workers' comp benefits address temporary disabilities, but the ADA may not apply in a short-term case. (p. 101)

Clark (2004) states "the concept of light duty under the ADA is a confusing area, particularly given the potential overlap with state workers' compensation requirements" (p. 1). The process of creating light duty assignments may place the employer in a situation in which they have created a job that provides a reasonable accommodation to

an employee that is permanently disabled due to a on, or off-duty injury or illness. Once that threshold has been crossed, the employer may be required to place permanently disabled employees in a light duty capacity in which they never intended for the permanently disabled.

In order to understand the guidelines that an employer must operate under to establish a light duty program distinct from ADA requirements, it is necessary to understand the Americans with Disabilities Act. Ray (1998) describes the ADA as

> a federal law designed to prohibit discrimination in hiring, firing and terms and conditions of employment against a person with a disability who can perform the essential functions of a position, with or without a reasonable accommodation. The purpose of the ADA is to prevent discrimination against the disabled, regardless of the cause of the disability. The disability need not be job related. (p. 10)

An employee, to be protected under the ADA, must be regarded as having a substantial impairment. A substantial impairment is one that significantly limits or restricts a major life activity such as hearing, seeing, speaking, walking, breathing, and performing manual tasks, caring for oneself, learning or working. An employee regarded as disabled under the ADA may request a reasonable accommodation from the employer. A reasonable accommodation is any change or adjustment to a job, or work environment, that permits a qualified employee with a disability to participate in the job application process, to perform the essential functions of a job, or to enjoy benefits and privledges of employment equal to those enjoyed by employees without disabilities. An employer is required to provide a reasonable accommodation to a qualified employee

with a disability unless the employer can show that the accommodation would be an undue hardship, including quantifiable monetary costs, specific declines in productivity, or specific negative impact on other workers in the workplace (Dizard, 2004, p. 2).

The implications of ADA intersect with light duty programs in the fire service on two critical fronts. The first is whether a permanently disabled firefighter can maintain employment under the conditions of the ADA when provided with a reasonable accommodation. In *Burch v. City of Nacogdoches*, 174 F.3d 615 (5th Cir.1999) it was ruled that the City was not required under ADA to accommodate a firefighter who was unable to perform his job due to a back injury that had left him permanently disabled. It was determined that there was no reasonable accommodation available which would have allowed him to perform the essential duties of a firefighter. The City had no duty to continue his employment within the fire department (Clark, 2004, p. 1).

The second critical factor then, is whether a permanently disabled firefighter may remain in employment in a light duty position designed for a temporarily disabled firefighter. The argument here being that the light duty job really is a firefighter's position with a reasonable accommodation. The challenge therefore for the fire service is to create a light duty program designed to allow temporary disabled employees to return to work, yet not create a position that allows a permanently disabled firefighter to work in this same light duty capacity for the remainder of their career. It is critical that the light duty program is not deemed as creating a reasonable accommodation for an employee hired to function in the rigorous capacity of a firefighter. An ideally designed light duty program is structured only for temporarily disabled employees with the anticipation that they will make a full recovery and return to their previous capacity.

The key to avoiding ADA implications with a light duty program lies in the temporary nature of the light duty job. Light duty jobs that are specifically identified and held vacant for temporarily disabled duty-injured employees create an argument for the permanently disabled that a reasonable accommodation has been created. Therefore, employers are instructed to create light duty assignments on a “temporary” basis only. The 1996 Equal Employment Opportunity Commission (EEOC) guidelines on workers’ compensation and the ADA indicate that if an employer “reserved” light duty jobs for those with occupational injuries, it must consider in some circumstances making them available to those with non-occupational injuries and even those with more permanent disabilities. The ADA does not require an employer to create a light duty position. Therefore, the best approach is for employers to fashion their light duty programs to one of creating light duty positions as needed rather than reserving them (Wimberly, 1999, p.1). Employers are advised to create light duty jobs on a temporary basis when the occupational injury occurs and not reserve them as vacant. Dizard (2004) states that employers must protect their light duty programs from the reasonable accommodation argument by having

> light duty policies already in place that state that any reduction in job performance expectations is only temporary and not a new permanent position created to accommodate a long-term disability. All employers should have specific reasons and documentation explaining why a light duty assignment would create an undue hardship if it were a permanent accommodation, i.e. personnel problems, lost profits, lowered employee morale, decreased productivity, etc. (p.1)

It is therefore imperative that the employer make a strong differentiation between the provision of a light duty assignment, on a temporary basis, for a duty-injured employee versus a job that is specifically held open for any employee that is disabled for any reason including on, or off-duty injuries or illnesses.

A final component to be considered in any discussion of light duty and ADA implications is the employers obligation to provide a light duty assignment to an employee that has suffered an off-duty injury or illness. This is especially significant in cases in which the employer provides this program for temporarily injured on-duty employees.

It is important to keep in mind that an employer is not obligated to create a temporary light duty assignment for any employee regardless of how and where the injury occurred. The employer is obligated to examine the creation of a job that allows a disabled employee to work with a reasonable accommodation under the guidelines of the ADA. Therefore, if an employee suffers an off-duty injury or illness, the employer is only required to accommodate the employee if the condition rises to the level of a disability that affects a major life activity (Felhaber, 2004, p. 1). In this case, the employer must examine the job to determine if a reasonable accommodation is even possible.

Felhaber (2004) goes on to state that,

> employees injured off the job (presuming they have not suffered a permanent disability) present a different set of criteria because they qualify for short-term and long-term disability payments, they are not entitled to any pay for not working. Therefore, there is little value in a decision to create light duty for them.

> All of this is intended to say that it's legal to treat on-the-job injuries different than those occurring off the job because the discrimination involved is based not on the injury or disability but on where the condition first arose. These employees are not a protected class. (p. 1)

Many employers do choose to offer light duty assignments to employees that have suffered an off-duty injury or illness. This arrangement is at the discretion of the employer, but it may also be determined by labor agreements that have been put in place to allow the employer to establish light duty policies and procedures for duty injured employees.

Workers' Compensation Law and Light Duty

Workers' Compensation law is an equally important component to consider when contemplating the implementation of a light duty program. The U.S. Department of Labor (2004) reports that for most employers, workers' compensation is growing faster than any other cost. "Workers' compensation premiums nationwide were estimated to be $70 billion in 1992, a 45% increase over 1989 premiums. These costs are expected to more than double by the year 2000, or $150 billion by the end of the decade. The value of the average claim is estimated at $34,000, twice that of the cost of a claim in 1980" (p. 1).

Light duty programs can have a significant impact on the amount of worker's compensation benefits an employee may be entitled to receive. When a light duty program is not in place, temporarily disabled, duty-injured employees, are entitled to full worker compensation benefits that often include full pay and all accompanying benefits while recuperating off-duty. Hebert (2004) states that "one of the most common and

most costly weaknesses in an employer's Worker Comp management procedures is the lack of an effective light duty program" (p. 1).

State workers' compensation laws are structured to protect employees injured on the job. Worker's compensation generally covers physical harm, mental harm, accidental injury, and disease incurred as a result of work done at the workplace. Worker's compensation benefits break down into two broad categories: medical reimbursement, and indemnity - that is - reimbursement for lost wages caused by temporary and permanent disability (Hyman, 2001, p. 20).

Medical reimbursement includes all reasonable and necessary medical costs; those for surgery, hospital, doctor bills, medicines, medical supplies, crutches, artificial limbs etc., arising from a work-related injury. Indemnity payments are of four distinct types: temporary total disability (TTD), temporary partial disability (TPD), permanent partial disability (PPD), and permanent total disability (PTD). The two most common types of disability are TTD and PPD. TTD is paid during the period immediately following the injury, when an injured employee is absent from work because of the incident. PPD is paid when an employee can return to work but has permanently lost some work capacity as a result of the injury (Hyman, 2001, p. 20).

Light duty programs provide a benefit to the employer in that once the employee returns to a light duty assignment, generally all temporary total disability (TTD) payments cease. In reality, the employer continues to pay the employee at their pre-injury rate, but is able to extract a measure of productivity from the employee for wages paid. Once the employee's physician approves the light duty job, the employee must choose to either return to the approved work or not. If the employee returns to the light

duty job, TTD benefits are suspended. If the light duty job pays less money, the employee may be entitled to temporary partial benefits, which are significantly less than the TTD benefits. If the employee returns to light duty at the pre-injury wage, then no more lost wage benefits are owed of any type (Dorsey, 2004, p. 2).

If the employee has been released to light duty work by their physician, and the employer does not have light duty available, full temporary total benefits must continue. However, if there is light duty work available and the employee refuses the approved light duty job, the benefits can be suspended within a 10-day notice. Under the worker's compensation law, employees who refuse to accept light duty risk the loss of some or all of their worker's compensation benefits.

Components of a Light Duty Program

An employer considering the implementation of a light duty program must contemplate all the essential components of such a program. A well-designed program with specific goals must be outlined prior to implementation to insure the success of the program. A well-structured program contains several essential elements as identified by labor law and workers' compensation experts. These components include:

- The development of a written light duty policy for injured employees. This policy should include language that states that the administration of the program is at the exclusive discretion of the employer and not subject to arbitration in the union setting (Krukowski, 2000, p. 19-36). The policy should make it clear that an employees' eligibility for the program does not guarantee a light duty assignment, but simply means that the employee will be given light duty work if it is available (Murray, 2003, p. 5). It is best if the policy avoids a set list of light duty jobs, examples can be

provided but the options should not be limited. In light of the potential ADA implications of the employee's injury, the policy should clearly state that there are no permanent light duty jobs, rather the light duty positions are created on a case by case basis and are only temporary in nature. It is recommended that the employer develop an employee "Acknowledgement of Offer of Temporary Light Duty Position" form that the employee signs indicating their knowledge that the position is temporary in nature (Wimberly, 1999, p. 1). The policy should also indicate if the light duty assignment is specifically limited in duration, i.e., 6 months, one year.

- Communicate the policy. The employer should make sure that all employees are aware that the company has a light duty program and that the company makes every effort to return the employees to work within their restrictions as soon as possible (Krukowski, 2000, p. 19-36). Employees should be made aware of the workers' compensation law and the implications that the light duty program has on their benefits. Employees that qualify and refuse a light duty assignment stand to lose workers' compensation wage loss benefits. All of the managers and supervisors should be educated in the philosophy behind the program and the details of how it works.
- The employer should talk to managers within the work environment to determine what type of light duty tasks may be available. The goal of the employer should be to focus on truly necessary tasks, not busy work. The tasks performed as light duty should add to the productivity of the organization.
- Respond promptly to the injury. Within twenty-four hours of the accident the employer should make contact with the employee. The employer should investigate

the facts surrounding the accident as well as determine what the medical provider has to say about the prognosis, what work restrictions the employee may have, and when the employee can return to work.

- Communicate with the physician. The employer should contact the physician to ascertain the status of the injury, the prognosis of when the employee can return to work, and what restrictions the employee may have. It is important that the physician have an employee's job description to determine their eligibility to return. In addition it is beneficial for the employer to have a standard evaluation form for the physician to complete that specifically outlines the work restrictions that the employee may have. The employee's physician must feel that the employee will eventually be able to assume full duties in order to be eligible for the temporary light duty assignment (Krukowski, 2000, p. 19-36).
- Provide program oversight and evaluation. All light duty programs should be administered by a program coordinator. The program coordinator should be responsible for management of all components of the light duty program. These responsibilities include; follow-up on all employee injuries and physician diagnosis, placement of employees in a light duty position, and ongoing evaluation of the employee's progress towards a return to full duty.

Labor Contracts and Light Duty

Employers that exist in a labor-management environment must consider labor contract implications, in addition to State Workers' Compensation law, when considering the implementation of a light duty program. Murray (2003) states "what is negotiable

and what's not depends on the labor relations laws and rulings of administrative agencies and courts of your state" (p. 7). Schmidt (1983) when discussing light duty within the fire service reports that " in the absence of a state statute or city charter provision, a municipality is free to create light duty positions, such as investigators, inspectors, or dispatchers, which are less physically demanding than fire suppression tasks" (p. 16). Most state laws allow for light duty assignments at the discretion of the employer. Therefore, most employers are not mandated by law to provide light duty, but may implement such programs provided it does not conflict with the current labor agreement.

The key to management's ability to implement a light duty program outside of the scope of the labor contract lies in the current contract language relative to management rights. Contracts that include management rights clauses that allow the employer the prerogative to schedule work, determine the content of jobs, and to transfer employees, allows the employer an opportunity to implement a light duty program without the need to negotiate. Short of this type of management rights language, light duty programs are a mandatory subject of bargaining and require negotiation with the union (Krukowski, 2000, p. 19-36).

When an employer is required to negotiate a light duty program, there are several components of the program that must be addressed. These components include:

- Modification of work schedules. Light duty programs that change the current work schedules of employees must be negotiated i.e., firefighters changing from a 24/48 schedule to 40 hours, Monday through Friday.

- Changes in the job content. Job duties and responsibilities that are substantially different from current duties of an employee may have to be negotiated.
- Performing another bargaining unit's work. When an employee is to be assigned light duty tasks that fall under the jurisdiction of another union, the work must be negotiated with that union.
- Pay. When an employee is assigned a light duty task that is paid at a lower scale, management must bargain the ability to pay the employee at a rate lower than what they were receiving in their previous work capacity.
- Modification of overtime rights. Many union contracts contain language that equalizes overtime for members over a certain period of time. Contract language for light duty members must address what rights the employee may have while occupying a light duty position (Murray, 2003, pp. 7-8).

David Kwiatkowski, (personal communication, December 18, 2004) Labor Negotiator for the City of Milwaukee, believes that a light duty program could be implemented outside the scope of the current labor agreement. Current contract language provides management rights that include the ability of the Chief to determine work schedules and establish methods and processes by which the work is performed. In addition, the Chief has the right to transfer employees within the department in a manner most advantageous to the City.

Mr. Kwiatkowski added however that often light duty programs are contained within a labor contract. He noted that when programs are outlined in a labor contract, several components of the light duty program should be detailed within the agreement. These components include; whether the program pertains to employees that incur injuries or

illnesses off-duty, the length of time a member may be on a light duty assignment, the length of time a member is disabled before being required to assume a light duty assignment, and seniority rights if light duty assignments are limited.

Labor and management can often look at a negotiated light duty program as a win win type of situation. If presented in the proper light, both sides stand to gain on the positive side. David Kwiatkowski, (personal communication, December 18, 2004) Labor Negotiator for the City of Milwaukee, believes that a light duty program outlined in contract language avoids problems down the road. Contract language can detail the program to the point to which conflict and grievances with the local union can be avoided. There are no hidden agendas, and all employees are treated consistently.

Brian Reynolds (personal communication, December 27, 2004) Vice President for Milwaukee Professional Firefighters, Local 215, believes that the greatest benefit for union members would be the ability for off-duty injured and sick members to be able to utilize the benefits of a light duty program. In addition, he believes that light duty acts as an incentive to return injured members to duty in the shortest period possible, thereby preserving duty injury benefits for all over the long term. He believes that abuses in injury leave programs can only result in a deterioration of the benefit in the future. Employees returning to work as quick as possible takes the ultimate cost of the benefits out of the spot light.

PROCEDURES

The purpose of this research project was to determine the feasibility of a light duty program for the Milwaukee Fire Department. Research procedures followed in this project included the following:

- A survey of fire departments nation-wide to determine the overall feasibility of light duty programs within the fire service. In addition the survey attempted to identify consistent components of light duty programs.
- A survey of Milwaukee Fire Department personnel currently on long term injury leave to determine their perception of the current injury leave program and the potential benefits of a light duty program for department members.
- Interviews with the City of Milwaukee Labor Negotiator and the Vice President of Milwaukee Professional Firefighters-Local 215.
- Interviews of Milwaukee Fire Department Deputy Chiefs to determine potential light duty positions wothin the department.

Fire Department Surveys

The surveys were sent by U.S. mail to the Chief Executive Officers (Fire Chief, Fire Commissioner etc.) of the various departments on December 1, 2004. The survey was accompanied by a cover letter (Appendix A). The letter detailed the intent of the survey and explained that the survey was to be used to provide information for an applied research project related to the Executive Fire Officer Program. The letter expressed that the surveys be returned by December 31, 2004.

Surveys were sent to 40 fire departments throughout the United States. Departments were chosen based on close comparison to the City of Milwaukee Fire Department. Criteria used to determine survey dispersment focused on the population of the city and number of sworn personnel. The *National Directory of Fire Chiefs and EMS Administrators* (2004, 13th Edition) text was used to identify these cities. Fire departments that responded to the survey are listed in Appendix B.

Twenty-seven surveys were returned (68%). A copy of the survey is represented in Appendix C. The intent of the survey was to determine the overall feasibility of light duty programs within the fire service. In addition this survey was used to determine the following:

- Number of departments that had light duty programs for members injured both on, and off-duty.
- Work schedules and types of duties employed within their program.
- Light duty programs outlined in labor contracts.
- Maximum time a member can be assigned to light duty.
- If light duty programs shorten the amount of time members are on injury leave.

Data obtained from the surveys is contained in Appendix E. Prior to mailing out the surveys, copies of the survey were proofed for appropriateness by three Milwaukee Fire Department Deputy Chiefs.

Milwaukee Fire Department Personnel Surveys

Milwaukee Fire Department personnel on extended injury leave were surveyed while in attendance at the weekly “sick call”. MFD personnel on extended injury leave are required to report to the department’s Bureau of Administration once every three weeks to have their leave status evaluated. A copy of the survey is represented in Appendix D. This group was surveyed because of their current injury status and the insight that they would have into the disadvantages of being on extended injury leave, as well as the potential benefits of a light duty program. The intent of the survey was to gain their perception into the experience of being away from work on injury leave and the feasibility of a light duty program. In addition this survey was used to determine the following:

- Employee’s perception of isolation from co-workers and the work environment while on extended injury leave.
- Employee’s feelings about support from the department management and the City’s Worker’s Compensation program while on injury leave.
- The employee’s interest in returning to duty in a light duty capacity during their period of healing.

Prior to administering the survey to department members on injury leave, the survey was pilot tested on ten department members previously on injury leave. The data from the Milwaukee Fire Department personnel survey are presented in Appendix F.

Interviews

On December 18, 2004 the researcher conducted an interview with David Kwiatkowski, Labor Negotiator for the City of Milwaukee. The intent of the interview was to gain insight into labor/management positions in relation to light duty programs. Specifically, what parts of a light duty program must be negotiated and what parts do not need to be negotiated.

On December 27, 2004 the researcher conducted an interview with Brian Reynolds, Vice President of Milwaukee Professional Firefighters-Local 215, IAFF. The intent of the interview was to gain a union perspective into the feasibility of fire department management implementing a light duty program and what labor felt were essential components of such a program.

Between the dates of December 1, 2005 and January 10, 2005 the researcher conducted interviews with the Deputy Chiefs of the five bureaus of the Milwaukee Fire Department. Each Deputy Chief manages the operations and staff of their bureau. The intent of the interviews was to gain insight into potential light duty positions that are available in each bureau. The researcher interviewed the following: Deputy Chief Gloria Murawsky – Bureau of Special Operations, Deputy Chief Jerry Dillard – Bureau of Technical Services, Deputy Chief Gary Miller – Bureau of Instruction and Training, and Deputy Chief Peter Putchinski – Bureau of Construction and Maintenance. In addition the researcher (Deputy Chief Andrew Smerz – Bureau of Administration) included his own insights into potential light duty assignments in the Bureau of Administration. A list of potential light duty positions within the Milwaukee Fire Department are outlined in Appendix J.

Assumptions and Limitations

The researcher was limited in compiling survey results regarding light duty programs of other fire service organizations due to the level of response to the survey. Forty surveys were distributed to departments nation-wide and 27 (68%) sent back responses. Additionally, the researcher was limited by the surveys completed by Milwaukee Fire Department personnel. Only seventeen members, currently on extended injury leave participated in the voluntary survey. There is an assumption that the results of these surveys may be biased based on the anecdotal evidence that members of the department are inherently resistive to the implementation of a light duty program.

RESULTS

What is the impact of duty injuries on the Milwaukee Fire Department?

Members of the Milwaukee Fire Department Firefighting Division suffer a multitude of on-duty injuries each year in the course of normal firefighting activities. These injuries cover the gamut ranging from burns, fractures, sprains and strains, smoke inhalation, and significant exposures. The number and types of injuries sustained annually from 2001 – 2004 are outlined in Appendix G.

For the years 2001 – 2004 Milwaukee firefighters averaged 815 on-duty injuries per year. Not every injury required the member to be placed on injury leave due to the nature and extent of the injury. On average, 321 of the injuries sustained per year (39%) did require the member to be placed on injury leave for a period of time. The number of

injuries reported versus the number of injuries requiring the member to be placed on injury leave is depicted in Appendix H.

Members placed on injury leave between 2001 –2004 required the use of an average of 3,467.8 days of injury leave to heal and rehabilitate from the duty injury. This translates to approximately 10.8 days of injury leave per injury sustained that required the member to be placed on injury leave. The number of days per year of injury use is outlined in Appendix H, and total number of hours that members used injury leave in these years is outlined in Appendix I.

The cost to the department associated with a member on injury leave is substantial when considering the overall costs related to paying the employee while on injury leave, as well as the costs for hiring a replacement worker for that member. Between 2001 – 2004 members used approximately 85,375 hours of injury leave. These hours resulted in approximately $1,310,273.30 in injury leave pay for those members (see Appendix I). In addition, calculated at the average salary of an overtime firefighter ($654.94 per 24 hours), the department expended a minimum of $2,271,200.00 in overtime pay to replace the injured worker. These figures, coupled with the average annual cost of $1,565,000.00 spent on workers' compensation claims for department members between 2001-2004 brings the total average annual expense for duty injuries to $5,146,473.30.

What types of light duty programs have other departments nation-wide implemented and what are the characteristics of a successful program?

The survey circulated to fire departments nation-wide revealed several trends relative to light duty programs in the fire service. The survey was sent to forty departments in major metropolitan areas, twenty-seven departments responded to the survey (68%). The list of cities that responded to the survey are outlined in Appendix B, the survey is contained in Appendix C. In addition to answering the survey questions, a majority of the departments included documents outlining their light duty programs, thereby providing valuable insight into the policies and procedures governing their programs.

The survey results indicate that all but one, or 97% of the departments offer a light duty program for on-duty injured firefighters. In addition, 74% of the departments also included a light duty program for members that incurred an injury or illness while off-duty. Those departments that offered a light duty program were asked to designate the types of light duty jobs available to injured employees. Many departments offered a variety of jobs as light duty assignments, all within the department organization. The jobs offered by these departments, and the number of departments offering each job type are as follows:

- General Office – 26
- Training – 17
- Dispatching – 10
- Public Education – 5
- Inspection – 4

- Other – 1 (delivery)

The survey also asked what type of work schedule was employed for light duty assignments. Twenty-three (88%) of the departments indicated that they utilized a work schedule that was different from the schedule normally worked by the non-injured firefighters. In each of these departments, the employee assigned to a light duty job was placed on a 40-hour per week schedule. One department (4%) indicated that the employee on light duty remained on the normal firefighting schedule. Two departments (8%) indicated that firefighters on light duty that had suffered an on-duty injury remained on the firefighting schedule, while members suffering from an off-duty illness or injury are placed on the 40-hour per week schedule.

The survey indicates that of the 26 departments that have a light duty program, 25 (96%) have a designated coordinator for the department's program. Only one department (4%) indicated that there was not a designated coordinator in place to manage the light duty program.

Departments surveyed were asked if the department's light duty program was outlined within the current labor/management contract. Fifteen (58%) of the departments indicated that the policy was included in the labor/management agreement, while 11 (42%) stated that the program was not included in the contract.

Survey results indicate that 7 departments (27%) do not have a maximum period of time in which a member can be assigned to a light duty job. Nineteen departments (73%) indicated that there are guidelines in place that limits the period of time that a member can be assigned to a light duty job. The durations as reported by these nineteen departments are as follows:

- 30 Days – 3
- 90 Days – 3
- 6 Months – 5
- 12 Months – 8

Finally, departments surveyed were asked to indicate if the light duty program had an impact on shortening the amount of time members needed to heal from duty related injuries. Thirteen departments (50%) indicated that the light duty program did shorten healing periods, 4 (15%) indicated the program had no impact, and 9 departments (35%) did not know.

Several of the departments, that responded to the survey, included copies of the department's written light duty policy. A review of these written policies identifies additional key elements that should be included in any light duty policy. Light duty policies should include the following:

- Maximum amount of time a member is allowed on light duty
- Time frame in which the injured member must submit a physician's evaluation for light duty assignment
- Maximum amount of time a member is allowed on injury leave before they are required to report for light duty if medically capable.
- Members are not eligible for light duty if they are not medically diagnosed as capable of returning to full duty within one year.
- Use of an independent medical examiner in cases of disagreement in diagnosis between the member's personal physician and the department's physician.

- Light duty assignments are at the discretion of the chief and are temporary positions.
- Light duty assignments based on availability of work. On-duty injured members have preference over off-duty injured members.
- While on light duty, members are considered in full capacity as a department member subject to all department rules and regulations.
- Members are required to take vacation time as scheduled prior to the injury.
- Refusal to work a light duty job following physician clearance will result in the loss of workers' compensation benefits.
- Members injured off duty must request placement within the light duty program.

What types of light duty jobs are available within the Milwaukee Fire Department?

The operations of the Milwaukee Fire Department are segmented into five bureaus; a Deputy Chief manages each bureau. Interviews were conducted with each Deputy Chief in an effort to identify potential light duty positions within each bureau. Each Deputy Chief was challenged to identify light duty assignments that would compliment or assist in tasks currently performed by sworn personnel. The necessary criteria for a light duty assignment must be that the task is temporary in nature, and is within the scope of activities that would normally be performed by a firefighter. A list of identified light duty positions is outlined in Appendix J.

The five bureaus within the department consist of the following and are managed by the Deputy Chief identified:

- Administration – Deputy Chief Andrew Smerz

- Special Operations – Deputy Chief Gloria Murawsky
- Technical Services – Deputy Chief Jerry Dillard
- Instruction and Training – Deputy Chief Gary Miller
- Construction and Maintenance – Deputy Chief Peter Putchinski

Bureau of Administration

The Bureau of Administration is responsible for the management of all records (personnel, fire, EMS), human resources, payroll, and financial management. The Bureau of Administration also houses the offices of the Chief of the department, the Assistant Chief, and operates with a staff of 6 clerical positions and 3 management level staffers.

The Bureau of Administration identified a potential of 6 positions that could be filled by light duty personnel. Three of the positions would consist of general office tasks including; answering the phones and responding to questions from the public regarding department operations and channeling calls to the appropriate person, review of all incident reports for accuracy and completeness, and providing general delivery services of department correspondence and light material items. The other three positions involve transporting department personnel. Two positions are to be used for the daily transport of firefighters as needed for such activities as training and short relief assignments. One additional position is to be used to transport command staff members as needed for daily meetings and functions.

Bureau of Special Operations

The Bureau of Special Operations is responsible for managing the department's emergency medical services, special teams (Haz/Mat, Heavy Urban Rescue, and Dive

Rescue), and domestic preparedness. The bureau is currently staffed with 6 sworn personnel that includes three chiefs and three captains.

The Bureau of Special Operations has identified a potential of 4 positions that could be filled by light duty personnel. These positions include 2 personnel to be assigned to general office work including the review of EMS reports and the scanning and collection of data. These personnel would also assist with some light delivery work involving the dissemination of EMS equipment items to field companies. An additional light duty position would be assigned to assist in the development and delivery of EMS related education for field personnel. The fourth light duty position includes assisting in inventory control for the special teams consisting of managing current inventory, accepting delivery of and logging in new inventory items.

Bureau of Technical Services

The Bureau of Technical Services manages the department's information technology network in addition to oversight of the dispatch center and staff. Due to the advanced technical nature of the work performed by the bureau, it would be difficult to assign a member on short-term light duty to that location. Members assigned to the bureau on light duty would need a period of one to two weeks to develop the skills necessary to fill the positions. The bureau would be able to provide 2 light duty positions to members on extended light duty that have a measure of technical skills. These positions would be involved in providing low level technical support to the field such as software upgrades, and printer repair and replacement.

Bureau of Instruction and Training

The Bureau of Instruction and Training manages the training needs of department personnel including recruit training and continuous in-service training for department personnel. The bureau also handles all public relations including fire safety education and all-risk education for the community. In addition, it also oversees the department's role in fire inspection of public buildings.

The Bureau of Instruction and Training provides the greatest opportunity for light duty work for injured personnel. The bureau could provide for approximately 10 light duty positions. These positions would directly impact the need to use on-duty field staff to accomplish current responsibilities. Currently on-duty companies are used to provide public education as well as inspection services. Utilizing light duty personnel to provide these services free up the companies for emergency response as well as additional on-duty training opportunities. Light duty personnel assigned to these positions require little training to assume these responsibilities since they are already engaged in these tasks during normal field assignment.

Bureau of Construction and Maintenance

The Bureau of Construction and Maintenance is responsible for managing the procurement and maintenance of all department apparatus. In addition, the bureau oversees the maintenance of all department property and buildings. This bureau provides little opportunity for light duty assignments. Outside of the bureau deputy chief, all staff are non-sworn and technically trained. Additionally, bureau members belong to a separate union outside of the firefighting division. Therefore, the assignment of

department members to perform tasks of another union would be subject to collective bargaining.

What are the perceptions of department personnel regarding the current injury leave process and the impact of a light duty program?

A survey process was used to gain insight into the perceptions of injury leave and light duty from current Milwaukee Fire Department members on extended injury leave. The survey was presented to injured department members that appeared at the weekly “sick call”, a process used by the department to monitor the healing progress of members. Seventeen members participated in the survey that was administered on a voluntary basis. Members participating in the survey had been on injury leave on an average of 3.2 months ranging from 1 – 11 weeks. A copy of the survey is contained in Appendix D and the results are outlined in Appendix F.

The survey focused on three areas that include, the psychological effects of being on extended injury leave, perceptions of the department’s current injury leave process, and opinions regarding the implementation of a light duty program.

Questions related to the psychological effects of being on extended injury leave were intended to determine if the member experienced a feeling of separation from the work environment, as well as feelings of detachment from coworkers. In addition, the survey attempted to determine if members experience a feeling of anxiety over their ability to eventually return to duty at the same skill and knowledge level at which they left. One of the intents and purposes of a light duty program is to return the member to the work force in as little time as possible to help minimize these psychological effects.

Anecdotally, a member returned to work on light duty will not sustain a long separation from what they are comfortable doing and continue to have the social support of interacting with coworkers. In addition, members on light duty continue to remain in the main stream of what is going on at work, including on-going training and any up-dates regarding changes in the department. In other words, the transition from light duty to full duty is much smoother than transitioning from and extended period away from work to full duty.

Members surveyed indicated that they did experience a feeling of separation from their normal work environment. Of those members surveyed, 35% did indicate that they felt this measure of separation. In addition, almost half (47%) of those surveyed indicated that they felt a separation from coworkers during their period of extended injury leave. A significant number (41%) did feel anxiety over their ability to return to full duty with the same knowledge and skill level that they had prior to the injury. The ability to place members in a light duty program, where they are in the work environment with coworkers and have the ability to stay abreast of what is occurring within the department can have a significant effect on these psychological factors.

The second piece of the survey focused on the member's perception of the department's current injury leave program. Specifically, whether the current policy of extended leave from the department made them feel as though there was a lack of support from the department's management, as well as a lack of support from the City's Department of Employee Benefits that manages workers' compensation. In addition, they were asked if the current policy contributes to longer periods of injury leave. The

intent of the questions was to determine if there were deficiencies in these areas that presumably could be remedied by a well-coordinated light duty program.

Members surveyed felt that there was not a lack of support from management while on extended injury leave. Indeed, 82% indicated there was management support, confirming the notion that the current injury leave policy was managed well. On the other hand, only 53% indicated that the Department of Employee Benefits supported them during their period of injury. Overall, members believed that the current injury leave process did not contribute to longer periods of injury leave for department personnel. Eighty-eight percent of members surveyed believed the current injury leave process was effective in managing the amount of time members were off on leave.

The final segment of the survey focused on the members' perceptions of a light duty program, specifically if they would be interested in a light duty assignment involving a 24-hour shift (normal firefighting shift) or a 40 hour per week assignment. The clear majority of the members were not interested in returning to work in a light duty capacity regardless of the work schedule. Of the members surveyed only 29% favored return on a 24-hour shift, and only 24% favored a return on a 40 hour per week schedule. When the members were asked if they felt a light duty assignment would shorten the period of time spent on injury leave, only 24% felt it would be effective in that regard.

The portion of the survey focused on the members' perceptions of a light duty program must be kept in perspective. Although it was of interest to pursue members' attitudes towards a light duty program, without prior education as to the potential benefits of such a program, the prospect of introducing such a program is a vast alteration from what is currently in effect. The concept of light duty, although never

implemented within the department, has always loomed as a threat, or negative concept, among department personnel.

DISCUSSION

Relationship between Study Results and Literature

Light duty or limited duty programs have proven to be beneficial for employers looking to reduce expenses related to workers' compensation benefits, injury leave pay, and replacement worker costs. Light duty positions can help to fill necessary jobs that would otherwise require overtime or might not even get done. Since employees get back to work quickly, these programs reduce the number of days lost to work related injuries, cuts medical costs and minimizes expensive litigation for disputed claims (Wallace, 1992, p. 42).

Herbert (2004) states that "one of the most common and costly weaknesses in an employer's Work Comp management procedures is the lack of an effective light duty program" (p. 1). The Milwaukee Fire Department, despite political pressure from city managers, has failed to initiate a light duty program. Data compiled on the costs associated with injury leave on the Milwaukee Fire Department clearly indicate that duty related injuries have a major financial impact on the organization. Significant dollars are expended each year to provide injured members with full pay and benefits while they heal off-duty. In the absence of a light duty program, these members have little incentive to return to duty in the shortest amount of time possible, and provide no productivity to the department for the money spent. For the years 2001-2004 the

department expended on average $5,146,475.00 per year in injury leave pay, replacement worker costs, and workers' compensation benefits.

The survey of fire departments nation-wide clearly indicates that light duty programs within the fire service are feasible. Of the departments surveyed, all but one (97%), have implemented a light duty program. Half of the departments surveyed indicated that the light duty program had an impact on reducing the amount of time members spent on injury leave, thereby reducing overall costs associated with on-duty injuries.

Light duty programs often place the injured employee into a position that is less physically demanding and allow them to recover from their injury while providing a service to the organization. The U.S. Department of Labor (2002) states that light duty work "may involve the temporary reassignment of the employee to an entirely new job with lighter physical demands" (p. 3). Surveys of fire departments indicate that members are often placed into several different types of jobs during the course a light duty assignment. These jobs include general office, training, dispatch, public education, and inspection. Conversations with bureau commanders within the Milwaukee Fire Department indicate that jobs such as these exist within the organization for utilization by light duty members.

Organizations employing a light duty program must be careful to avoid conflicts with the Americans with Disabilities Act. The intent of a light duty program is to return employees with a temporary disability to non-permanent positions, thereby avoiding the allusion of creating a reasonable accommodation for permanently disabled employees. Dizard (2004) states that" employers must protect their light duty programs from the

reasonable accommodation argument by having light duty policies already in place that state that any reduction in job performance expectations is only temporary and not a new permanent position created to accommodate a long-term disability" (p.1). Surveys of departments indicate that 73% of the departments with light duty programs limit the duration of light duty assignments. These assignments are limited in duration from 30 days up to 12 months.

In assessing the feasibility of a light duty program, it is important to consider the ability of management to unilaterally implement such a program. The key to management's ability to implement a light duty program outside of the scope of the labor contract lies in the current contract language relative to management rights. Contracts that include management rights clauses that allow the employer the prerogative to schedule work, determine the content of jobs, and to transfer employees, allow the employer an opportunity to implement a light duty program without the need to negotiate. Short of this type of management rights language, light duty programs are a mandatory subject of bargaining and require negotiation with the union (Krukowski, 2000, p. 19-36). The survey of departments indicates that current contract language is a determining factor as to whether the light duty policy must be negotiated. Fifteen (58%) of the departments indicated that the policy was included in the labor/management agreement, while 11 (42%) stated that the program was not included in the contract.

Light duty programs are often promoted for the positive psychological effect that they can have on an employee. Often an employee on extended injury leave feels a separation from the work environment as well as separation from coworkers. In addition, employees often feel that the separation leads to a feeling of anxiety over their

diminished skills and ability to return to work without significant retraining. Murray (2003) states that “light duty programs, if properly implemented, are often viewed as employer support for the employees. Employees are able to maintain an important link to the work environment and other employees” (pp. 2-3). Milwaukee Fire Department employees on extended injury leave did indicate that these psychological effects were indeed present. Members surveyed indicated that they did experience a feeling of separation from their normal work environment. Of those members surveyed, 35% did indicate that they felt this measure of separation. In addition, almost half (47%) of those surveyed indicated that they felt a separation from coworkers during their period of extended injury leave. A significant number (41%) did feel anxiety over their ability to return to full duty with the same knowledge and skill level that they had prior to the injury.

Interpretation of Results

Milwaukee Fire Department personnel suffer a significant number of duty related injuries per year. On average MFD personnel suffer 815 injuries per year, 321 which require time lost from duty, and ultimately result in 3,467.8 days lost per year. Duty related injuries have a significant financial impact on the Milwaukee Fire Department. The financial impact is based on the cost related to paying the employee while they are off-duty recuperating, paying wages for replacement workers, as well as workers’ compensation costs. The sum of these three costs averaged $5,146,475.00 per year from 2001-2004. The financial impact of injury leave is directly tied to the number of days a member is on injury leave and the subsequent costs of providing a replacement worker. The direct financial savings associated with a light duty program are reflected in

potentially reducing the number of days a member is on injury leave, thereby reducing the number of days in which a replacement worker must be paid. Under the current injury leave policy, employees are paid regardless of whether they are on-duty, or off-duty recuperating from an injury. The costs savings related to the reduction of injury leave are reflected in the wages of the replacement worker. Replacement worker wages averaged $2,271,200.00 per year from 2001-2004. In addition, light duty allows the department the ability to render a measure of services from the light duty assigned employee.

The survey of fire departments indicates that light duty programs are commonly employed by a vast majority of fulltime departments throughout the fire service. These programs have been implemented both within and outside the scope of labor/management agreements. Light duty assignments include an array of tasks, all within the duties of normal firefighting, and typically involving a work schedule different from the employee's normal firefighting schedule. The surveys indicate that the amount of time a member can be assigned to a light duty position is limited in duration. An important component to each light duty program is the utilization of a program coordinator to manage the operations of the program. Half of the programs currently in place within the fire service indicate that light duty promotes a shorter duration in the period of time an employee spends on injury leave.

Interviews with Milwaukee Fire Department command staff indicate that light duty positions exist within the majority of MFD bureaus. Currently the MFD would be able to accommodate a total of 22 personnel per day on light duty assignments. In direct

comparison with the survey of other departments, the majority of these light duty assignments involve general office duties, public education, and building inspection.

The survey of MFD members currently on extended injury leave indicates that there is a psychological effect related to being on injury leave. These members indicated that there is a feeling of separation from the work environment, separation from coworkers, and a feeling of anxiety over their ability to return to work with the same skills and abilities they left with. A light duty program can have a positive effect on each of these psychological factors. Members surveyed indicated that there is a sense of management support under the current injury leave policy. This translates to the management's ability to also manage a light duty program with the same sense of employee support. Members surveyed also indicated a lack of support for a light duty program, regardless of the schedule employed. This result can be attributed to an overall sense that a light duty program, regardless of the structure, would be a radical change from what is currently in place, and therefore a negative change in the status quo.

Implications for the Organization

The research for this paper reveals significant implications for the Milwaukee Fire Department in regards to the feasibility of a light duty program. The data obtained for this research indicates that the development of a light duty program within the Milwaukee Fire Department is feasible.

The financial data obtained for this research clearly indicates that duty related injuries and subsequent injury benefits received under the department's current injury

leave policy are a significant monetary burden on the department. Currently, injured department members receive full pay and benefits while rehabilitating off-duty. These members have little incentive to return to full duty in the shortest period of time possible, and provide no services to the department in return for salaries earned. Money spent on replacement worker wages and full workers' compensation benefits account for the greatest share of money spent related to the duty-incurred injury. Employment professionals acknowledge that the greatest cost savings related to duty injuries can be achieved with a light duty program. In support of this claim, 50% of departments surveyed also indicate that the implementation of a light duty program shortens the period of time members spend on injury leave.

Light duty programs provide psychological support to the injured worker promoting early recovery, attachment to the work environment and coworkers, and a continuation of confidence in work skills and abilities. For the employer, light duty provides a worker that can contribute in a positive way to the productivity of the organization, and most importantly, an incentive to return to normal duty in as short a period as possible. For the Milwaukee Fire Department, the greatest cost savings is associated with limiting the duration of injury leave thereby reducing costs related to the necessity of paying a replacement worker.

The surveys of other fire departments clearly indicate that light duty programs can be implemented within the fire service and the Milwaukee Fire Department should be no exception. The climate within the Milwaukee Fire Department indicates that a light duty program is feasible for a number of reasons. First, based on previous reports from city managers, there is strong political support to implement a light duty program within

the fire department. The implementation of a light duty program has been strongly recommended on two occasions in the recent past. Second, management rights language in the current labor agreement with the local union allows the chief to adjust work schedules and establish methods by which work is done. In addition, current labor officers have indicated a need to establish a light duty program, like every other major city department, in an effort to preserve current injury leave benefits for those qualified members . This climate allows for the feasibility that a core program can be established with fine tuning occurring through contract negotiations. Third, in comparison to other departments that responded to the survey, the Milwaukee Fire Department has a number of projected light duty positions available. The responsibilities of these positions lay within the boundaries of normal firefighter duties and do not infringe on the duties of other labor unions. These jobs are not positions currently held for disabled workers and would be temporary in nature, thereby avoiding potential ADA issues.

On the downside, based on surveys of department members on injury leave, members are generally opposed to changing the current injury leave policy. Surveys indicate that there is a resistance to moving in the direction of a light duty program, regardless of the work schedule. Initially, members are going to view light duty as a radical change from what they are used to, and may see it strictly as a punitive measure in an attempt to force injured members back to work. Education on the positive effects of a light duty program will be essential to ensuring that the program starts and continues on a positive note.

The costs related to the implementation of a light duty program are minimal and would not be a roadblock to the feasibility of such a program. The only underlying cost

associated with a program would be related to the wages of a program coordinator. Based on surveys of other departments, a program coordinator is a critical piece to the success of a light duty program.

RECOMMENDATIONS

The results of this study indicate that the implementation of a light duty program within the Milwaukee Fire Department is feasible. The implementation of a light duty program has the potential of providing an incentive for employees to return to duty, decreasing departmental salary costs related to hiring replacement workers, and increasing department productivity.

As determined by the results of this study, the following recommendations are made:

1. To reduce injury leave costs the Milwaukee Fire Department must develop a written light duty policy that contains the key components as identified in this research. The policy must be outline within the scope of current labor contract management rights.
2. To effectively manage the program and insure success, the position of light duty program coordinator must be established. The program coordinator must be responsible for the continuous monitoring of all duty injured members and their placement and progress in the program. In addition, the program coordinator can monitor the frequency of duty injuries and provide measures to reduce occurrences.

3. To insure that the program provides a positive impact on the Milwaukee Fire Department, the department must educate all personnel on the program policy and the positive effects related to such a program prior to implementation.
4. To evaluate the overall effectiveness of the program, the Milwaukee Fire Department must establish data collection elements that track the financial impact of the program. Employee input into the effects of the program should be included in the evaluation process.

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APPENDIX A

December 1, 2004

Dear Chief:

Please allow me to introduce myself. My name is Andrew Smerz and I am a Deputy Chief with the Milwaukee Fire Department currently managing the department's Bureau of Administration. I am presently enrolled in the Executive Fire Officer Program at the National Fire Academy. As part of my four-year education I am required to complete an applied research project following each course. The research project must directly relate to an issue concerning the Milwaukee Fire Department. With the approval of Fire Chief William Wentlandt, I have chosen to research light duty/limited duty assignments within the fire service. I have enclosed a survey that is designed to provide me with information about your department's light/limited duty program. I realize that everyone's time is valuable and surveys are not always popular. Therefore, I have attempted to make the survey short and hopefully very easy to complete. I very much appreciate your cooperation in my research efforts. My goal is to have all surveys returned by December 31, 2004. I have enclosed a self addressed stamped envelope for the return of the survey. If there are any questions regarding the survey, I can be reached at (414) 286-8944. Thank you once again, your response is very important to my research.

Sincerely,

ANDREW G. SMERZ
Deputy Chief
Milwaukee Fire Department

APPENDIX B

FIRE DEPARTMENTS THAT PARTICIPATED IN THE RESEARCH SURVEY

1. Atlanta, Georgia
2. Baltimore City, Maryland
3. Boston, Massachusetts
4. Chicago, Illinois
5. Cincinnati, Ohio
6. Cleveland, Ohio
7. Columbus, Ohio
8. Dallas, Texas
9. Denver, Colorado
10. Detroit, Michigan
11. Houston, Texas
12. Kansas City, Missouri
13. Los Angeles, California
14. Memphis, Tennessee
15. Miami-Dade County, Florida
16. Minneapolis, Minnesota
17. Nashville, Tennessee
18. Omaha, Nebraska
19. Oklahoma City, Oklahoma
20. Orlando, Florida
21. Philadelphia, Pennsylvania

22. Phoenix, Arizona
23. San Diego, California
24. San Francisco, California
25. Tempe, Arizona
26. Tulsa, Oklahoma
27. Washington, D.C.

APPENDIX C

LIGHT/LIMITED DUTY SURVEY

Department Name:

_____

Name, title and phone number of person completing the survey:
_____

1. Does your department have a light duty program for **duty** injured personnel that are temporarily unable to return to normal duties? ☐ Yes ☐ No

If yes, please complete the remainder of the survey

2. Does your department have a light duty program for **off-duty** injured or sick personnel that are temporarily unable to return to normal duties?
   ☐ Yes ☐ No

3. What types of job are available as light duty assignments?
   ☐ Training ☐ Public Education ☐ Inspection ☐ General Office
   ☐ Dispatch ☐ Other
   _____
   ☐ Normal work/shift assignment (in fire house) with restrictions for fire fighting duties

4. Do members assigned to light duty jobs work a schedule different from their normal duty assignment? ☐ Yes ☐ No
   If yes, please indicate work schedule (i.e. 40 hrs)
   _____

5. Does your light duty program have a designated coordinator? ☐ Yes ☐ No

6. Is your light duty program outlined within the department's labor contract?
   ☐ Yes ☐ No

7. Does your program have a maximum period of time that an employee can work a light duty assignment (i.e. 1 year)? ☐ Yes If yes how long? _____
   ☐ No

8. To your knowledge, does your light duty program shorten the amount of time an employee is on injury leave? ☐ Yes ☐ No ☐ Unknown

If your department has a light duty program I would also appreciate a copy of your policy or contract language.

Thank you for your help in this research project. If you have any questions I can be contacted at (414) 286-8944 or e-mail at asmerz@milfire.com. Please return the completed survey in the enclosed stamped envelope to:

Deputy Chief Andrew Smerz
Milwaukee Fire Department
711 W. Wells St.
Milwaukee, WI 53233

APPENDIX D

The survey contained below is being conducted as part of a research project for the National Fire Academy. I ask that you be honest with your response. The survey is anonymous and the results are not expected to effect the current sick/injury leave policy of the Milwaukee Fire Department. I thank you for your help and cooperation.

Deputy Chief Smerz

EXTENDED INJURY LEAVE SURVEY

1. Please indicate the period of time you have currently been on injury leave.

   _____ months

2. During your period of injury leave have you experienced a feeling of isolation from your normal work environment? Y N

3. During your period of injury leave have you experienced a feeling of separation from your co-workers? Y N

4. During your period of injury leave have you experienced a feeling of lack of support from the management of the department? Y N

5. During your period of injury leave have you experienced a feeling of lack of support from the City of Milwaukee Department of Employee Benefits (Workers Compensation) Y N

6. During your period of injury leave have you experienced a feeling of anxiety over your ability to return to duty with the same skill and knowledge level that you had prior to your injury? Y N

7. Do you feel that having a physician more closely monitoring your status would allow you to return to duty in a shorter period of time? Y N

8. Do you think that the current injury leave process contributes to longer periods of injury leave for department personnel? Y N

9. Would you be interested in accepting a **24 hour shift** light duty job during your period of injury leave, knowing that you are capable of eventually return to your previous job position? Y N

10. Would you be interested in accepting a **40 hour shift** light duty job during your period of injury leave, knowing that you are capable of eventually return to your previous job position? Y N

11. Do you believe that the ability to return to duty on a light duty assignment would shorten the period of time spent recovering from your injury?

Y N

APPENDIX E

LIGHT/LIMITED DUTY SURVEY RESULTS

27 Fire departments responded to the survey. The results are as follows:

1. Does your department have a light duty program for **duty** injured personnel that are temporarily unable to return to normal duties?
   Yes – 26 (97%) No – 1 (3%)

2. Does your department have a light duty program for **off-duty** injured or sick personnel that are temporarily unable to return to normal duties?
   Yes – 20 (74%) No – 7 (26%)

3. What types of job are available as light duty assignments?
   Training - 17 Public Education - 5 Inspection – 4
   General Office – 26 Dispatch - 10 Other – 1 (Delivery)

4. Do members assigned to light duty jobs work a schedule different from their normal duty assignment?
   Yes – 23 (40 Hour Week) (88%) No – 1 (4%)
   Fire house schedule for duty injuries/40 hour week for non-duty injuries – 2 (8%)

5. Does your light duty program have a designated coordinator?
   Yes – 25 (96%) No – 1 (4%)

6. Is your light duty program outlined within the department's labor contract?
   Yes – 11 (42%) No – 15 (58%)

7. Does your program have a maximum period of time that an employee can work a light duty assignment (i.e. 1 year)?
   Yes – 19 (73%) No – 7 (27%)
   For yes answers:
   30 Days – 3 90 Days – 3 6 months – 5 12 months - 8

8. To your knowledge, does your light duty program shorten the amount of time an employee is on injury leave?
   Yes – 13 (50%) No – 4 (15%) Unknown – 9 (35%)

APPENDIX F

EXTENDED INJURY LEAVE SURVEY RESULTS

17 members of the Milwaukee Fire Department participated in the survey. The average time on injury leave for members participating in the survey was 3.2 months

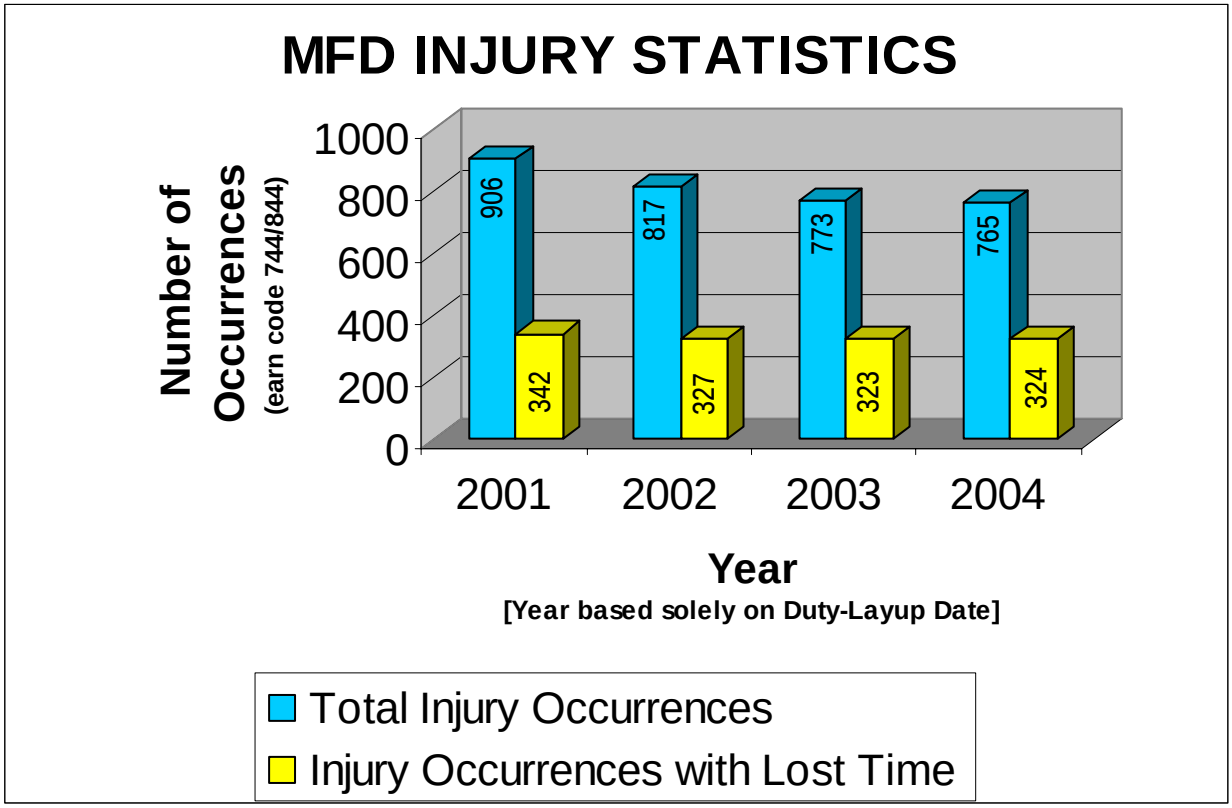
1.	During your period of injury leave have you experienced a feeling of isolation from your normal work environment?	Yes - 6 35%	No - 11 65%
2.	During your period of injury leave have you experienced a feeling of separation from your co-workers?	Yes - 8 47%	No - 9 53%
3.	During your period of injury leave have you experienced a feeling of lack of support from the management of the department?	Yes - 3 18%	No - 14 82%
4.	During your period of injury leave have you experienced a feeling of lack of support from the City of Milwaukee Department of Employee Benefits (Workers Compensation)	Yes - 8 47%	No - 9 53%
5.	During your period of injury leave have you experienced a feeling of anxiety over your ability to return to duty with the same skill and knowledge level that you had prior to your injury?	Yes - 7 41%	No - 10 59%
6.	Do you feel that having a physician more closely monitoring your status would allow you to return to duty in a shorter period of time?	Yes - 2 12%	No - 15 88%
7.	Do you think that the current injury leave process contributes to longer periods of injury leave for department personnel?	Yes - 2 12%	No - 15 88%
8.	Would you be interested in accepting a **<u>24 hour shift</u>** light duty job during your period of injury leave, knowing that you are capable of eventually return to your previous job position?	Yes - 5 29%	No - 12 71%
9.	Would you be interested in accepting a **<u>40 hour shift</u>** light duty job during your period of injury leave, knowing that you are capable of eventually return to your previous job position?	Yes - 4 24%	No - 13 76%
10.	Do you believe that the ability to return to duty on a light duty assignment would shorten the period of time spent recovering from your injury?	Yes - 4 24%	No - 13 76%

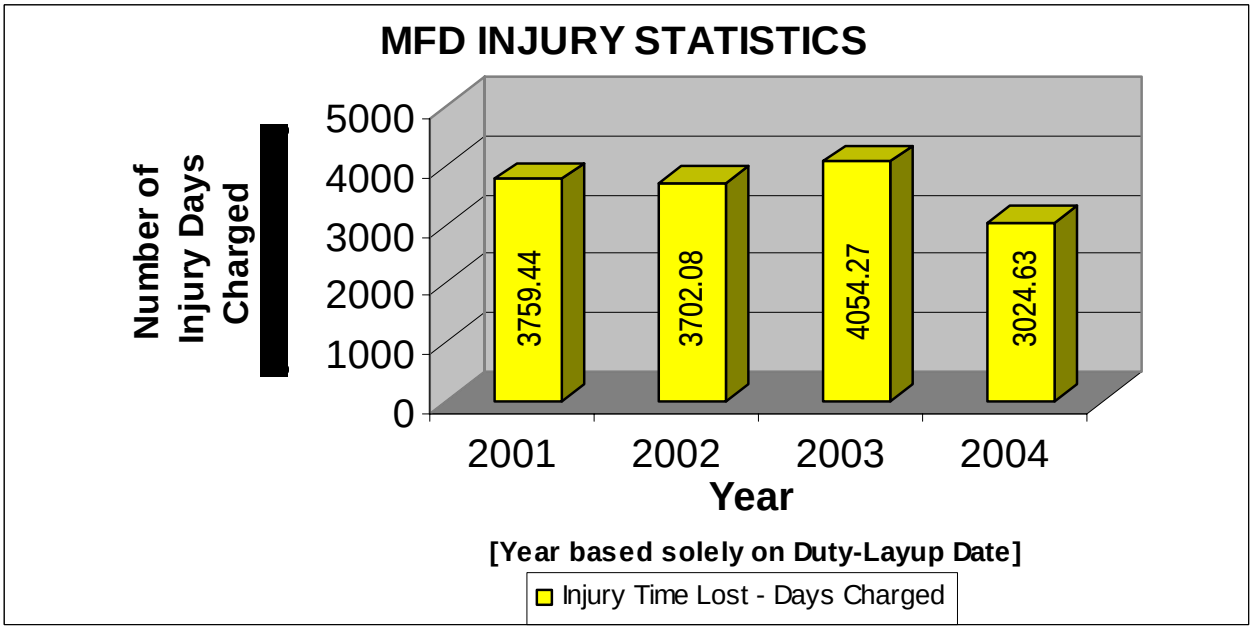
APPENDIX G

MFD INJURIES 2001 – 2004

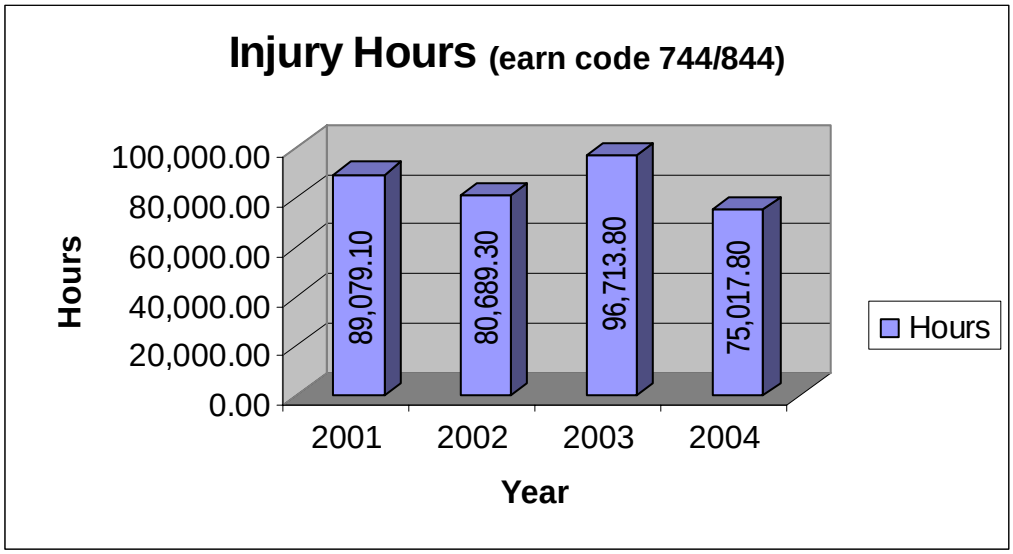
TYPE	*2001*	*2002*	*2003*	*2004*
Burns	24	31	21	28
Exposure (non-inhalation	7	4	0	0
Fractures	9	4	3	3
Lac/Cont.	99	88	93	76
Sprain/Strain	490	536	467	439
Eye	23	17	19	12
Smoke Inhalation	108	13	9	11
Cardiac	3	5	7	8
Cold	0	0	0	1
Heat	4	2	10	3
Contagious Disease	57	45	63	52
Other Exposures (Blood, Bodily Fluids)	23	14	16	26
Other	59	58	65	106
TOTALS	906	817	773	765

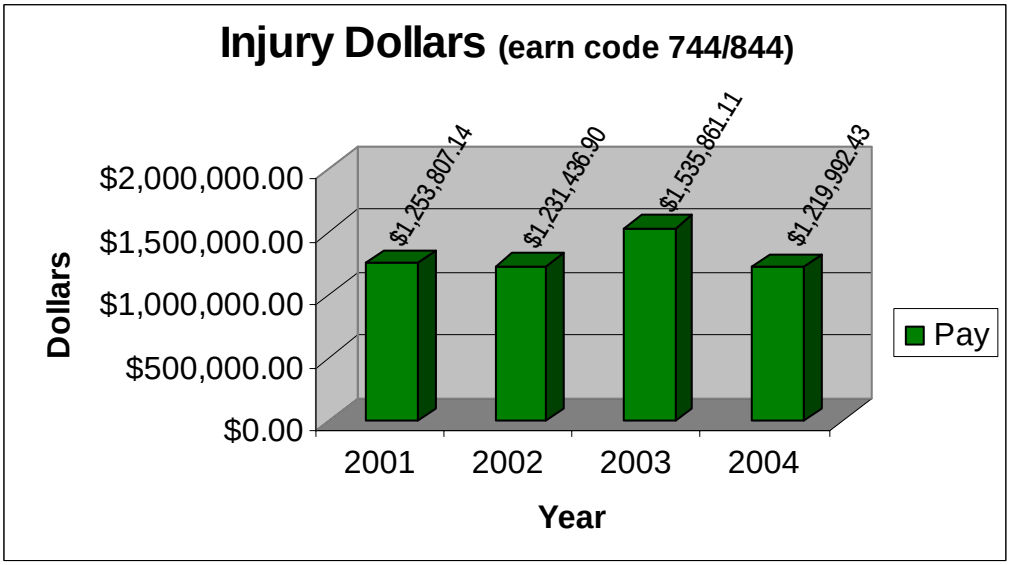
APPENDIX H


MFD INJURY STATISTICS
Number of Occurrences
(earn code 744/844)
1000
800
600
400
200
0
906
342
817
327
773
323
765
324
2001
2002
2003
2004
Year
[Year based solely on Duty-Layup Date]
Total Injury Occurrences
Injury Occurrences with Lost Time


MFD INJURY STATISTICS
Number of Injury Days Charged
5000
4000
3000
2000
1000
0
3759.44
3702.08
4054.27
3024.63
2001
2002
2003
2004
Year
[Year based solely on Duty-Layup Date]
Injury Time Lost - Days Charged

APPENDIX I


Injury Hours (earn code 744/844)
Hours
100,000.00
80,000.00
60,000.00
40,000.00
20,000.00
0.00
89,079.10
80,689.30
96,713.80
75,017.80
2001
2002
2003
2004
Year
Hours


Injury Dollars (earn code 744/844)
Dollars
$2,000,000.00
$1,500,000.00
$1,000,000.00
$500,000.00
$0.00
$1,253,807.14
$1,231,436.90
$1,535,861.11
$1,219,992.43
2001
2002
2003
2004
Year
Pay

APPENDIX J

Light Duty Positions within the Milwaukee Fire Department

Bureau	Positions	Position Description
Administration	3	General office duties
	2	Transport of firefighters
	1	Transport command staff
Special Operations	2	General office duties
	1	EMS education
	1	Inventory control
Technical Services	2	Technical assistance
Instruction and Training	10	Public education & inspection
Construction and Maintenance	0	N/A