

CITY OF MADISON

Threat Assessment Team Manual

Approved August 1, 2023

MISSION

The City of Madison is committed to a safe work environment and to the safety and security of its employees through violence prevention and response efforts. City managers and supervisors will work in conjunction with the Threat Assessment Team (TAT) to the extent reasonably possible to ensure that employees are free from intimidating, threatening, or violent behavior. The City will not tolerate any on or off-duty intimidating, threatening or violent behavior directed towards any City site or any City employee by: any employee; any customer participating in a City service or program; any vendor while engaged in City business; or any person who has a personal relationship with a City employee if the intimidating, threatening or violent behavior of that person interferes, in any way, with the business interests and values of the City, or wellbeing of its employees as aligned with our Performance Excellence commitment. Intimidating, threatening, or violent behavior will be assessed and addressed in accordance with our TAT's processes and directives, APM 2-25, and this manual. To address harassment and discrimination that does not also fall under this policy, please see APM 3-5 for more information.

For this reason, the City of Madison allocates resources to the development, designation, and sustainability of a team of employees dedicated to the assessment of threats and coordination of response to prevent these acts and create a safe and secure environment. This team is called the Threat Assessment Team. The TAT operates under the premise that those engaging in such acts frequently display warning behaviors and statements prior to the act being committed. The TAT develops strategies that stress identification of these behaviors, prevention and behavior modification to intervene, interrupt, and mitigate harm posed by any employee; any customer participating in a City service or program; any vendor while engaged in City business; or any person who has a personal relationship with a City employee. Cases beyond the capability and capacity of the TAT will be referred to the Human Resources Director for further assessment and action.

Definitions used by the Threat Assessment Team focus on those acts of violence, whether committed by a community member or employee that significantly impact the workplace. Examples of workplace violence not addressed by the TAT include violence occurring outside of the workplace, without a City employee as a primary victim of the threats or violence.

Examples of violence addressed by the TAT include:

- Threats issued to members of City committees or teams related to their official responsibilities.
- Employees engaging in violent, threatening or intimidating behavior, whether verbal or physical.
- Employees, customers or community members bringing unauthorized weapons into the workplace.
- Employees indicating they are going to harm themselves or coworkers.

TEAM MEMBERSHIP

The TAT includes team members from the following agencies and organizations:

- Human Resources (HR)
- Employee and Labor Relations
- City Attorney
- Employee Assistance Program (EAP)
- Madison Police Department (MPD)
- Information Technology (IT)
- Office of Civil Rights (DCR)
- Department/Division Management
- Risk Management and Safety Coordinator
- Emergency Manager
- Others as required (like Engineering, Journey MH and/or county crisis worker)

The TAT may seek the assistance and input from other City employees to provide additional information, expertise, or resources in case reviews, as required. In absence of a certified Threat Assessment Professional to act as the TAT Director, the Human Resources Director will act as the TAT Director. That chair will be responsible for scheduling meetings, setting agendas, and reporting out discussion and findings from TAT meetings.

The TAT Director shall be responsible for ensuring the TAT has all of the following knowledge, skills, and responsibilities:

- Program Development and City-wide Training
- Information Gathering
 - Detail the initial complaint
 - Interviewing
 - Understand how legal issues relate to information gathering
 - Ability to conduct a background investigation
 - Understand how ethics relate to information gathering
 - Documentation and record keeping
- Information sharing
 - Identify and access relevant records
 - Conduct research to inform the case
 - Possess interpersonal skills needed to access sources of information
 - Know how and when to use assessment instruments
 - Understand basic forensic evidence concepts
- Interpretation of Information
 - Understand the ATAP RAGE-V
 - Able to link information to behaviors and associated risks
 - Evaluate credibility of information
- Threat Assessment and Management Principles and Practices
 - Understand terminology and models
 - Apply threat management strategies

- Use relevant tools and methodologies
- Apply knowledge of relevant mental health risk factors & management
- Summarize key literature in the field of Threat Assessment & Management
- Legal Issues
 - Employment law
 - Regulatory Law
 - Criminal Law
 - Civil Law
 - Ethics
 - Liability & Management
- Ethical Issues
 - Knowledge of the Association of Threat Assessment Professionals' Code of Ethical Conduct
 - Knowledge of other relevant professional codes of conduct
 - Application of codes to practical exercises
 - Knowledge of process limitations
- Consultation and Communication
 - Awareness of methods of communication while interviewing/gathering information
 - Ability to communicate risk appropriately
 - Report writing and documentation
 - Knowing the culture and connecting with individual experiences
 - Information sharing
 - Victim Management
 - Managing internal communications with co-workers and collateral participant

SCOPE OF RESPONSIBILITY

As stated on APM 2-25: City of Madison employees found to have engaged in intimidating, threatening or violent behavior or harassment while on duty will be subject to discipline, up to and including discharge for the first offense. Vendors or participants in City programs found to have engaged in intimidating, threatening or violent behavior may have their contracts canceled or eligibility for funding or loans revoked or called or be barred from further participation in City services or programs. City of Madison employees engaging in intimidating, threatening or violent behavior while off duty will be subject to discipline, up to and including discharge for the first offense, if the intimidating, threatening or violent behavior while off duty creates a connection to the workplace and/or which includes a connection to employees working at the workplace.

The scope of responsibility of the Threat Assessment Team is to:

- Receive, review, document and catalogue information about threats and/or concerning behavior or statements to the City of Madison and its employees in order to offer assessment and expertise to Departmental personnel;
- Perform initial assessment of level of concern;
- If threat is substantiated, notify all appropriate contacts including the Human Resources Director, Mayor's Office, EAP Manager, and Office of the City Attorney;
- Develop specific strategies to manage potentially dangerous behavior;
- Determine strategies and mitigation plans for the City to engage in;
- Protect the safety and rights of individuals and City employees;

- Make recommendations to managers and supervisors on possible strategies to deal with threats, harassment, and harmful behavior; incorporate anti-bias training where appropriate;
- Create example mitigation plans to assist managers and department heads in identifying appropriate mitigation strategies;
- Establish a system that will allow for the monitoring and periodic review of cases and the adjustment of mitigation strategies as necessary as well as to review resolved issues to track effectiveness of the resolution;
- Report out to stakeholders including Mayor's Management Team, Department Equity Teams, MAC, and WIC on identified issues and progress;
- Alert Madison Police Department and other agencies if applicable;
- Any team member may request that a meeting be called by contacting other members (or designees as identified);
- Develop preventative measures to reduce incidents.

This scope will be evaluated annually and refined to meet threat assessment plan goals. For any concerns that are beyond the scope of the team's responsibilities they will work with the HR Director to mitigate or address the concerns.

MEETING SCHEDULE AND AGENDA

The TAT shall meet regularly to review referrals to the team or reports of concerning behavior or threats. In addition, the TAT will engage in ongoing training and development by discussing topics related and aligned with best practices in assessment and intervention. The TAT will meet on a monthly basis as well as when members, TAT Director, or HR Director request that a meeting may be held.

The meeting agenda will be prepared by the TAT Director or a designee and disseminated in advance. Members will review the agenda and be prepared to add information on the subject or situation.

The agenda will consist of the following:

- Summary of new cases
- Existing case updates including long term monitoring as need is determined
- Case debriefing and discussion to identify best practices, areas of improvement, and identified strengths
- Action items
- Other items for discussion

ONGOING TRAINING AND DEVELOPMENT

Initial training for new TAT members as well as regular ongoing training for senior members is essential to develop baseline skills and strategies aligned with best practices and new developments in the field of threat assessment. Training opportunities are included within each TAT meeting and led by the TAT. The TAT Director should be eligible and pursue certification through the Association of Threat Assessment Professionals (ATAP). Additional training is available through, but not limited to the following organizations:

- The Association of Threat Assessment Professionals (ATAP)

- Gavin De Becker and Associates
- The National Association of Behavioral Intervention Teams (NABITA)
- The American Society of Industrial Security (ASIS)

New TAT members will receive formalized training within one year of being appointed to the TAT and other members should engage in at least one professional development or collaboration opportunity per calendar year. In order to facilitate this training, the TAT Director will identify and coordinate at least one training/collaboration opportunity per calendar year. An electronic database of most up to date trainings and reference materials will be provided to all TAT members.

THREAT PREVENTION

Threat prevention encompasses building security and planning, workplace violence prevention, and organizational training and development and pre-employment screening and background checks. The City's prevention plan will be reviewed on an annual basis and modifications will be provided to the Mayor's Management Team in an annual update.

Building Security

The TAT is responsible for establishing an annual plan for Building Security Assessments to be completed and for regular review of those assessments to be completed. The schedule will provide for an initial assessment of all facilities by 2027. Tools used for building security assessments will include threat assessment best practices, feedback from employees, and incidents identified by the TAT. All Building Security Assessments will be reviewed by the Threat Assessment Team after completion.

Organizational Training

The TAT is responsible for establishing all organizational training related to workplace violence, including:

- The City's policy on workplace violence;
- Warning signs of workplace violence;
- Levels of threat and the appropriate response;
- Management's responsibility and liability regarding workplace violence, reporting and follow-up;
- Process steps for responding when an incident occurs;
- Bias training; and
- The TAT role, process, and response.

Pre-Employment Screening

Pre-employment screening and background checks with regards to workplace violence:

- Interviews: Hiring authorities, with assistance from the Human Resources Department, may include interview questions which measure how candidates might respond to conflict situations. Refer to "A Manager's Guide to Interviews and Background Checks" provided by Human Resources for additional information.
- Background Checks: After interviews are conducted, background checks may be run on selected candidates, depending on the nature of the position being filled. The Human Resources

Department will review convictions to determine those that are substantially related to the circumstances of a particular job and will screen in accordance with federal, state and local law. This is done by checking official court records and other available sources. APM 2-54 addresses background check responsibilities at the organizational and agency level.

THREAT REPORTING

Reporting: It is the responsibility of City employees to report incidents of intimidating, threatening or violent behavior to their supervisors, their department or division head, Human Resources staff, City EAP staff or the City Attorney. It is the responsibility of City managers to investigate share this information with TAT through our online or phone reporting options, to investigate such reports, and to take appropriate action according to this policy. There will be no retaliation against an employee who makes a good faith report of such behavior.

- **Reporting through TAT:** If a TAT member becomes aware of a situation constituting immediate or imminent threat, MPD will be contacted utilizing 911. These cases will be handled through pre-established emergency response protocols with follow up and monitoring by the TAT and MPD police investigative resources, where appropriate.
 - If the TAT member, after consultation with an MPD designee or a subject matter expert, establishes that no immediate response or action is needed because the person does not pose an imminent threat of harm or violence to self or others, or the situation does not constitute an emergency, the TAT member will collect information on the case and provide the preliminary information to the Director of Human Resources or their designee. The Director then will add the case to the agenda for the regular monthly meeting for review and assessment.
 - Once the Director receives the information about the case, the Director may decide that further contact with the Department Manager of the appropriate departmental manager or director is necessary.
 - If at any time during the review and evaluation period, the Director of Human Resources or any member of the TAT believes the person appears to pose an immediate threat of harm to self or others, and/or creates a situation that constitutes an emergency, the matter will be addressed as described in the above section relating to immediate and imminent threats.
- **Virtual Reporting:** The TAT has established an online reporting form, located on the Human Resources intranet page. This form allows for threatening, intimidating, violent behavior and/or harassment to be reported.
 - Given the significant delays associated with on-line reporting, City employees are encouraged to only use the on-line reporting system for non-emergency situations or to ask general questions.
- **Contacting Department Managers, Supervisors, or Division Heads:** It is expected that the primary means for reporting potential threats will be through Department Managers, Supervisors, or Division Heads as they generally hold increased accessibility to City employees who may display or witness threatening, intimidating, or violent behavior. As aligned with APM 2-25, Department Managers, Supervisors, and Division Heads are responsible for notifying a TAT member, investigating any such reports thoroughly where appropriate, and taking appropriate action. The

City is responsible for ensuring Department Managers, Supervisors, or Division Heads are trained on reporting cases to the TAT for further investigation.

- Other Reports: Reports may be communicated to City EAP staff, City Attorney, and/or the Human Resources Department. These entities will convey this information to the TAT for further assessment and intervention where appropriate. At all times, public records law will be followed related to release of information.

THREAT RESPONSE

Workplace threat response can be broken down into three stages, “Initial Response,” “Incident Management,” and “Recovery and Restoration.” The first steps of the initial response are primarily the responsibility of the supervising Manager or Department Head, while Incident Management and Recovery and Restoration are the responsibility of the Manager or Department Head and TAT.

- Initial Response: The first priority of the supervising Manager or Department Head, in conjunction with the TAT is to determine whether initial contact with the police or medical services is needed for resources and assistance. This contact may be initiated by anyone involved in the incident or on the TAT who feels it is necessary given the nature of the incident. The initial response must include:
 1. Make contact with the involved employee(s), supervisor(s) or non-employee(s) to assess the immediacy and severity of the threat where appropriate and safe.
 2. Notification of Police or the Fire Department where appropriate.
 3. Notification of EAP to begin Critical Incident Response or debriefings as appropriate.
 4. Notification of the Human Resources Director.
 5. Notification of the TAT and collaboration on next steps.
- Incident Management: Incident Management includes all steps taken between the initial response and when the event has ended, when recovery and restoration begin. Incident Management may include:
 - Post-incident medical examination or treatment.
 - Complete/Review site inspections or assessments where appropriate to mitigate the current threat or improve the building security plan.
 - Termination or suspension of access to City facilities and/or email/computer access
 - Internal investigation of the incident by investigators selected by the TAT. When applicable, this investigation shall be collaborative with law enforcement and may occur after the law enforcement investigation is completed.
 - Use of the threat assessment checklist to determine appropriate next steps and response.
 - Use of a fitness for duty examination to determine capability of participants to return to work.
- Recovery and Restoration: The TAT will be responsible for ensuring appropriate steps are taken after an event to ensure recovery and restoration needs are met and a response plan is initiated. This response plan may include any or all of the following:
 - Establish a plan for Critical Incident Response and incident debriefings with EAP staff.
 - Provide accurate information on what is known about the event, identify of the victims/targets/survivors, identify of the perpetrator/subject, as well as information on how the incident happened and what is known about why.
 - Ensure information on EAP is provided to all impacted staff, and that all staff are aware of warning signs of trauma response, as well as wellness planning.

- Provide staff time to recover from the incident, including allowing additional time off where appropriate.
- Take corrective action related to any workplace misconduct.
- Monitor staff response and check-in where appropriate.
- Identify and address any community or wider workplace impacts and establish a plan of response related to those impacts.

OVERSIGHT AND EVALUATION OF THREAT ASSESSMENT TEAM RESPONSE

Once per quarter, the TAT Director will provide the HR Director, The Mayor's Office, The Mayor's Management Team, and the TAT with a brief overview of the cases that were reviewed and/or acted on by the TAT. During this review, any additional updates or information will be provided. If the HR Director determines that additional contact or continued monitoring is necessary, the Director of the TAT will direct the team member who is most involved in the case to initiate such contact and/or continue monitoring the subject or situation. If none of the TAT members are closely affiliated to the subject or situation under review, the TAT Director will initiate contact with the Department Manager for further support. Topics to include in the quarterly review are:

- Number of cases addressed throughout current quarter
- Trends the team has noticed
- Operational issues or concerns
- Community or wider workplace impacts and restoration needs
- Resource needs
- Training needs
- Policy or protocol changes or needs

The HR Director will review cases of concern as provided by the TAT Director and may request After Action Reports when appropriate or deemed necessary.

On an annual basis, the TAT will initiate a review of its protocols to determine whether these remain effective and aligned with current best practices. The TAT shall submit any recommended changes to the HR Director for approval of any modifications, as deemed necessary.

GLOSSARY

Approach Behavior

This refers to the type, frequency, and intensity of the subject's attempts to be physically proximal (close) to the target. Approach behavior includes successful and unsuccessful attempts to approach the target.

Attack

Carrying out (or attempting to carry out) the intended violence against the target.

Attack Related Behaviors

Specific behaviors that are needed in order to launch a physical assault on a target. These behaviors are displayed as steps on the pathway to violence.

Behavioral Threat Assessment

Threat assessment orientation based on the idea that the subject will exhibit identifiable behaviors indicating the intent to commit an act of targeted violence.

Behaviors of Concern

Behaviors of concern are the observable, identifiable behaviors that an individual exhibits while they are progressing on the pathway of violence.

Confidentiality

Confidentiality refers to the process of safeguarding sensitive information, usually involving case intelligence or personal information. Confidentiality is sometimes framed as an individual's right to have their personal information kept private.

Contextual Factors

Sometimes referred to as situational factors. In threat assessment the context refers to the situation and environment surrounding the subject or target. These can be personal, organizational or on a larger scale (eg, economic climate, world news, etc).

Credible Threat

A threat, direct or veiled, that is thought to be real, not just hypothetical. One test of whether a threat is credible is the ability and intent of the entity posing the threat.

Cultural Competence

Organizationally, this is a set of behaviors, attitudes and policies that make it possible for people to work effectively across cultures. In threat assessment, it is having knowledge of culture differences and the ability to foresee how those differences may impact the investigation, analysis, or management of a case.

Directly Communicated Threat

This is an unambiguous statement of threat to either the target or law enforcement detailing the intention to commit an act of targeted violence.

Environmental Influences

The sum of background factors (peer group, security, access to weapons, etc.) affecting the situation of both the subject and target. This includes organizational or cultural factors that impact tolerance or reporting of behaviors on the pathway to violence.

Fixation

A fixation is generally an extreme preoccupation with something, be it another person, an activity or an idea. It can be adaptive in the form of romantic love, parental love or loyalty, but can also cross into pathology when it involves a grievance, personal cause or a public figure.

Grievance

A grievance is generally defined as the cause of someone's distress or reason for complaint/resentment; in threat assessment contexts it takes on additional meaning to include a highly personal meaning for the subject, often fueling their feeling of being wronged and translating into behaviors related to a sense of mission, destiny, loss or desire for revenge.

Immediate or Imminent Threat

Serious harm that is relatively certain to occur within a short timeframe.

Impromptu Violence

This is an act of spontaneous violence often sparked by situational or contextual triggers.

Inappropriate Communication or Contact

Contact or communication with the target that is unwanted and intended by the subject to further the motives behind the threatening behavior. Contact can be written, verbal or behavioral in nature and delivered in a variety of ways. These may be perceived by the target as intimidation, harassment, threatening, or out of context.

Intervention

An action or process that has the effect of modifying behavior, thinking or emotions. In threat assessment an intervention is the action taken in implementation of a threat management strategy.

Overt Threat

Threat of a direct nature, describing a possible future act against the target (eg, "I will kill you).

Pathway to Violence

A series of sequential steps, from its beginning with a felt grievance, to violent ideation, research and planning, specific preparations for violence, critical breaches of security or other boundaries, to a concluding attack, which indicate an individual is progressing towards an act of targeted violence.

Preparation

After deciding on a course of action and conducting the necessary background work, the subject must prepare for the actual attack. Behaviors associated with this include acquiring weapons, assembling equipment, arranging transportation, observing significant dates, rehearsing, or conducting final act behaviors.

Stalking

A cluster of behaviors including unwanted communication, approach, or other contact, usually intended to threaten, harass, coerce, or intimidate the target into meeting the demands of the perpetrator.

Target

The general definition of a target is a person, object or place that is the aim of an attack. In threat assessment and management it is the point of fixation for intended violence. This can include people, buildings or more general concepts.

Threat Assessment

A fact-based method of assessment/investigation that focuses on an individual's patterns of thinking and behavior to determine whether, and to what extent, they are moving toward an attack on an identifiable target.

Threat Management

Managing a subject's behavior through interventions and strategies designed to disrupt or prevent an act of targeted violence.

Trauma Informed

The description "trauma-informed" means that there is an underlying understanding that trauma is a common experience, that traumatic experiences impact the way individuals respond and react, and there is intentional effort not to worsen or retraumatize individuals.

Triggers

A trigger is an event or action that initiates a response of some type. In threat assessment, a trigger initiates action on the part of the subject, moving them along the path to violence. Identifying potential triggers is a part of the threat assessment process.

Unsubstantiated Threat

A perceived threat that is not substantiated by evidence or risk factors that would otherwise lead the threat to be credible.

Violence and Threats:

“Intimidating, threatening or violent” whether on or off duty is:

- Behavior as words or actions that cause a person to avoid social contact or to do or refrain from doing an act, by inducing fear.
- Behavior as words or actions that directly, or indirectly, show an apparent intent to cause physical or emotional harm to another person.
- Behavior as words or actions that a reasonable person would believe creates a danger to a person’s safety or property or to the property of the City.

Veiled Threat

Threat of an indirect nature, vaguely describing the possibility of negative consequences for the target (eg, “Someday you will get what is coming to you”).

Workplace Violence:

Any act committed by or against an employee that creates a hostile work environment and negatively affects an individual or group either physically or psychologically. This may include threats, verbal or physical attacks, property damage, coercion, and/or stalking.