



Final Report on Police Department Capacity and
Deployment Options

MILWAUKEE, WISCONSIN

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matrix #
consulting group

Table of Contents

Executive Summary	1
Chief of Staff	11
Patrol Bureau	22
<i>Specialized Patrol Division</i>	88
Criminal Investigations Bureau	111
Administration Bureau	148
Appendix: Comparative Survey	193

1. Executive Summary

(1) Study Overview

Matrix Consulting Group was retained by the City of Milwaukee to conduct the Police Department Capacity and Deployment Options Study. The project was tasked with the following:

- Assess current workload and performance against service expectations.
- Compare department operations and organization against similar police agencies.
- Identify opportunities to civilianize positions to free up sworn resources, including by examining the alternative service delivery options.
- Develop strategies for reallocation in order to optimize the use of existing resources.
- Identify staffing needs throughout the department.
- To train the department on the use of our methodologies to ensure that the analysis is replicable.

The project began in March 2022 with a process of extensive input from both internal and external stakeholders, including:

- Meetings with department leadership and command staff to understand the goals of the department and the context of the study.
- Interviews with personnel at all level of the organization to learn about the organization and unique service environment factors.
- Review of initial findings and issues with members of the Common Council.
- Extensive data collection in every functional area of the department to understand workload, service levels, and to provide the basis for the staffing analysis.

The study was a collaborative process that began with the development of our factual understanding of the department as part of a descriptive profile document. This foundation was used to develop a preliminary analysis of resource needs. The issues identified in this analysis were expanded upon into this final report, which contains a number of recommendations to address the issues and improve service levels and

organizational capabilities.

(2) Key Findings

The following dot points highlight the most critical issues identified as part of this analysis, which form the basis for the majority of recommendations made in the report:

- Proactive time is a measure of patrol capacity and service levels, and is determined by subtracting patrol's time spent responding to calls for service from their availability (staffing capacity) to do so. A proactive time level of 35-40% would indicate sufficient staffing levels in patrol. MPD overall proactive time, however, is just 26%, indicating inadequate staffing levels in patrol. [\[Jump to report\]](#)
- There are extreme inequities in patrol service levels by area of the city, ranging from District 4 in the north, at just 10% proactive time, compared to District 6 in the south, which has 56% proactive time. [\[Jump to report\]](#)
 - This translates to longer response times in some parts of the City, particularly to lower-priority calls for service. [\[Jump to report\]](#)
- The principal cause of the patrol service level disparities is that some districts have more patrol officers assigned relative to workload.
 - Patrol staffing should be rebalanced among the seven districts to equalize service levels.
 - The districts with lower service levels have significantly more resources dedicated to proactive specialized details. Some of these resources should be temporarily reassigned to patrol to address the inequities.
- To address overall service level issues, however, additional staffing is needed. Additional strategies will also help to divert workload from patrol:
 - Implementing a civilian CSO call responder program to divert lower-priority calls for service. [\[Jump to report\]](#)
 - Expansion of the newly implemented online reporting system. [\[Jump to report\]](#)
- Civilianizing positions that do not require sworn officers can also free up sworn officers to work in functions where their skillsets are most in need, such as patrol. Areas that can be completely or partially civilianized include, for example:
 - Technical Communications (*in progress*)
 - Property and Evidence
 - Forensics (*in progress*)

- District crime analysts
 - Quartermaster
 - Planning and Logistics
- Investigations should prioritize implementing a centralized case management system, which it currently lacks.
 - There are minor to moderate staffing needs in certain investigative units.

(3) Summary of Recommendations

The principal conclusions made in this report fall into two categories. There are severe issues that can be mitigated now with existing resources, such as inequities in patrol staffing allocations that drive widespread inequities in service levels. Second, that the surrounding issues driven by inadequate staffing can be fully addressed only over the long term through a combination several strategies: civilianization of certain sworn positions, the implementation of new programs to divert workload from sworn personnel in the field, and additional budgeted resources.

Consequently, it is critical that instead of viewing the recommendations in isolation, the net balance of the changes should be considered. For instance, civilianization should be prioritized, where appropriate, not only because it is cost effective or to provide better long-term of unit stability, but also because sworn resources are in dire need in other functions.

Many of these recommended changes will take time to implement, and will require budgetary resources to be authorized. However, there are also immediate and medium-term solutions that can be prioritized to mitigate service issues where applicable.

With this context in mind, the following table provides all recommendations made throughout the report, organized by chapter:

Comprehensive List of Recommendations Made in the Report

Chief of Staff

Ensure that the [Public Information Office](#) is providing support to district command staff for a consistent public relations approach generally, as well as specifically on calls that do not require an immediate PIO call-out.

Ensure that the community support roles of the [Community Relations and Engagement Manager](#) are complementary to the roles of Community Liaison Officers in the districts.

Create a new Crime Analyst Supervisor classification, and increase staffing by one in this position to supervise the crime analysts in [OMAP](#).

Civilianize two of the three officer positions in [OMAP](#) that are assigned to special projects, homicides, non-fatal Shootings, and carjackings.

The UVisa officer should be reorganized under the supervision of the [Licensing Investigations Unit](#).

In addition to supervising [Crime Analysis Unit](#) staff, the Unit Supervisor and working with district crime analysts, need to develop a work distribution plan among the various analysts.

In a pilot program, civilianize one of the [Licensing Investigations Unit](#) officers and redistribute workloads among staff. Based on this experience evaluate further civilianization opportunities.

Patrol Bureau

Increase staffing in [patrol](#) by 106 officer positions above current authorized (budgeted) levels in order to reach a proactive time level of 35%, resulting in a total of 727 officer positions allocated regular patrol functions across the seven districts.

- If the CSO program recommendation is implemented, only 65 additional officers are needed instead of 106 to reach the same proactive time level of 35%.

In order to maintain patrol spans of control after increasing officer staffing, the number of sergeants assigned to regular [patrol](#) duties should be increased by 13, for a total of 119 sergeant positions.

- If the CSO program recommendation is implemented, only 8 additional sergeants are needed instead of 13.

Change the start time of the Early shift to one hour later in order to address a coverage gap after it ends, making the new shift hours 1600 – 0000 (4:00PM to 12:00AM).

Transfer one officer from the Late Power shift in each district to Day shift teams in order to balance staff capacity and proactive time capabilities.

Additionally, transfer one officer from the Late Power shift in each district to *Early* shift teams in order to balance staff capacity and proactive time capabilities.

Reallocate the current balance of officers assigned to each district in order to address inequities in service levels by district. The 595 filled officer positions in regular patrol assignments should be reallocated as follows:

- District 1: 57 officers
- District 2: 81 officers

- District 3: 102 officers
- District 4: 98 officers
- District 5: 87 officers
- District 6: 49 officers
- District 7: 121 officers

Repeat the [patrol](#) reallocation process periodically, such as during the shift bid process. Officers should be assigned to each district proportionally based on community-generated workload.

Create a [CSO](#) (Community Service Officer) [Responder](#) classification to respond to certain types of low-priority calls for service that do not require a sworn officer to respond.

Increase staffing of the newly created [CSO Responder](#) classification by 19, and deploy staff on two 8-hour shifts: A day shift beginning at 0700 and a swing shift from 1500.

Expand the list of incident types eligible to be reported online.

Make the online reporting page available in Spanish and Hmong in order to widen accessibility to the service.

Improve the search engine optimization (SEO) functionality of the online reporting system.

Create an all-civilian [Community Response Team](#) that diverts non-life threatening calls for service from sworn response to teams comprised of a field clinician and an EMT. The unit would be designed to complement the CART Unit by handling the bulk of less severe calls involving mental health and homelessness-related issues.

Create 8 [Community Response Teams](#) that operate 10-hour shifts, enabling two units to be scheduled at a time 20 hours per day, seven days per week.

Establish a civilian EMT classification for the [Community Response Team](#), and increase staffing in that role by 8 positions.

Establish a civilian Field Clinician classification for the [Community Response Team](#), and increase staffing in that role by 8 positions.

Temporarily redeploy officers assigned to certain [district proactive assignments](#), such as Captain's Cars, Plain Clothes units, to patrol in districts 4, 5, and 7 in order to mitigate severe shortages and achieve a minimal level of patrol services.

- The specific number that should be redeployed is dependent on the implementation of other recommendations, such as reallocation of patrol officers between districts. Independent of any other recommendations, 48 officers would need to be redeployed to districts 4, 5, and 7 to reach a basic level of service.

Civilianize the 8 authorized officer positions assigned as district crime analysts, reallocating the

officer positions elsewhere.

- This change represents an increase of 8 Crime Analyst positions, with the 8 officer positions offset by other staffing recommendations and thus reallocated elsewhere.

Specialized Patrol Division

Adjust current [Mounted Patrol Unit](#) scheduling in order to achieve full supervisory overview.

Ensure [Mounted Patrol Unit](#) supervisory span of control does not exceed the current 8:1 ratio.

Evaluate the practicability of augmenting the [Mounted Patrol Unit](#) with Reserve Police Officers.

Add an additional 2 full time authorized Sergeant positions to the [Motorcycle Unit](#) in order to achieve the recommended supervisory span of control of 7:1.

Adjust the [Motorcycle Unit](#) scheduling methodology in order to redistribute Sergeants and Officers equally across both the dayshift and nightshift.

Add 1 additional full time authorized Sergeant position to the [Traffic Safety Unit](#) in order to achieve the recommended supervisory span of control of 7:1.

Reduce the total number of authorized full time Sergeants in the [Tactical Enforcement Unit](#) from 5 to 4 and ensure supervisory span of control is consistent.

Add 1 additional authorized full time Sergeant position to the [Canine Unit](#) in order to achieve the recommended supervisory span of control of 7:1.

Adjust current [Harbor Patrol Unit](#) scheduling in order to achieve full supervisory overview.

Add 1 additional full time authorized Sergeant position to the [Harbor Patrol Unit](#) in order to achieve the recommended supervisory span of control of 7:1.

Evaluate the practicability of augmenting the [Harbor Patrol Unit](#) with Reserve Police Officers.

Establish clear special event responsibilities between the [Planning and Logistics Unit](#) and individual district commands.

Update city special event ordinance in order to meet current staffing needs.

Civilianize the [Planning and Logistics Unit](#) and transfer current sworn staff to duties that require full police powers.

Create a new Police Planner classification or adjust existing classification, such as Management Analyst.

Add 2 civilian Police Planners to the [Planning and Logistics Unit](#).

Criminal Investigations Bureau

Develop an internal CIB team to identify critical features of a computerized Case Management System (CMS) to be used at the Milwaukee Police Department, particularly, though not exclusively, by CIB personnel. Prepare an associated Scope Document.

Based upon the development of a CMS Scope Document, devise a Request for Qualifications (RFQ) for select vendors, then purchase a robust CMS based upon RFQ results and desired features. This should be considered a vital few recommendation.

Reduce [Violent Crimes Division](#) detective staffing by 2 authorized positions, resulting in a total of 38 detective positions. At the time of this analysis, these positions are currently vacant.

Given various expertise required and changing caseload annually, regularly revisit the ratio of detectives to police officers assigned in the [Sensitive Crimes Division](#).

Increase staffing in the [Homicide Division](#) by 1 sergeant position, for a total of 6 authorized sergeant positions.

Increase staffing in the [Sensitive Crimes Division](#) by 3 sergeant positions, for a total of 6 authorized sergeant positions.

Increase staffing in the [General Crimes Division](#) by 3 sergeant positions, for a total of 6 authorized sergeant positions.

In the [Special Investigations Division](#), use the current staffing level of 60 detectives and as a baseline for annual staffing adjustments.

Based on community need and Department enforcement focus, annually revise staffing in the [Special Investigations Division](#) based on annual performance expectations and outputs related to narcotics seized, asset recoveries, arrests, warrants, firearm confiscated, and other similar metrics.

Increase authorized staffing in the [Special Investigations Division](#) by 4 sergeant positions, resulting in a total of 10 authorized sergeant positions.

Collect comprehensive performance data for the [Fusion Center](#), such as work outputs, outcomes, back-logged work, and other key performance indicators, and periodically re-evaluate staffing needs.

In the [Evidence Collection Unit](#), increase the number of Forensic Investigators by 5, for a total of 24 authorized Forensic Investigator positions.

In the [Latents Unit](#), increase the number of Latent Examiners by 1, for a total of 5 authorized Latent Examiner positions.

In the [Lab](#), increase the number of authorized Forensic Investigators by 1, for a total of 4

authorized Forensic Investigator positions.

Prioritizing the filling of vacant positions in [Forensics Administration](#).

In the [Forensics Division](#), increase the number of sergeants by 1, for a total of 6 authorized sergeant positions.

Eliminate the authorized Lieutenant position in the [Forensics Division](#).

Continue the civilianization effort of the Forensic Investigator (FI) position in the [Evidence Collection Unit](#). Further these civilianization efforts among remaining FI staff in the Forensics Division in lab, video and ID specialist totaling 5 converted positions.

Over the longer-term, consider full civilianization of the [Forensics Division](#) to include the Captain and Sergeants management and supervisory positions.

Administration Bureau

Civilianize 5 of the 12 sergeant positions within the [Internal Affairs Section](#). All of these positions are currently vacant.

Establish a [Civil Litigation](#) paraprofessional civilian classification.

Civilianize the [Civil Litigation](#) Officer position.

In the [Inspections Section](#), add 1 Administrative Assistant position. There are currently no positions in that role assigned to the unit.

Civilianize 4 of the 8 Officer positions within the [Inspections Section](#), replacing them with Management Analyst positions.

Add 1 Project Manager position to the [Inspections Section](#), up from 0 positions currently.

Civilianize the [Quartermaster](#) function, replacing the positions with two Police Service Specialists.

Upon establishing the civilian-led community response teams, reorganize the [CART Unit](#), which operates under a co-response model, under Patrol in order to better coordinate services and response to in-progress events.

Eliminate the Sergeant position assigned to the [Medical Section](#).

Continue the process of civilianizing of the [Technical Communications Division](#) as the Department of Emergency Communications is implemented, which will free up 1 Captain, 2 Lieutenants, and 10 Sergeants to be reallocated to other needs within the department.

Re-evaluate the civilianization potential of the [Court Administration Section](#) once backlogs and

changes to work processes resulting from the COVID-19 pandemic are resolved.

Civilianize the [Property Control Division](#).

Establish classifications for [Property and Evidence](#) Technician and Property and Evidence Supervisor, and convert officer and sergeant positions to the classifications.

Increase the number of [Property and Evidence](#) Technicians by 3, for a total of 16 authorized positions.

In [Facilities](#), increase the number of Custodian positions by 6, for a total of 36 authorized positions in that role.

In the [Records Division](#), convert 1 currently vacant Records Specialist position into a Documentation Technician, for a total of 2 Documentation Technician positions and 16 Records Specialist positions.

In [Open Records](#), transition sworn personnel to civilian professional staff trained in open records request processes.

In [Open Records](#), fill vacant positions to eliminate work back logs and keep current with requests.

In [Open Records](#), as vacancies are filled assign intake and requests completed by the sergeant (supervisor) to staff.

It is important to note that this study does not recommend the reduction of sworn personnel. The net balance of recommendations results in positive additions to both sworn and civilian staffing.

To show how these recommendations affect staffing needs, the following table shows the net effects of staffing recommendations by area of the department.

Net Effect of Staffing Recommendations

	Sworn	Civilian
Chief of Staff	- 3	+5
Patrol	+68	+42
Specialized Patrol	+1	+2
Criminal Investigations	- 14	+30
Administration	- 41	+37
Total	+11	+116

In total, the recommendations amount to an additional 11 sworn positions and 116

civilian positions.

It is also worth noting that the impacts of *all* recommendations are factored in, including those that are long term in nature. For instance, the patrol staffing recommendation is affected by the implementation of the CSO call diversion program, as noted below the recommendation itself. This reduces the additional staff needed in regular patrol roles by more than one third.

Based on a current authorized strength of 1,657 sworn, the recommended strength is 1,668 sworn positions, an increase of 11.

2. Chief of Staff

The Chief of Staff functions as an executive officer under the Chief of Police, but also directly manages several departmental support functions – Public Information Office, Office of Management, Analysis, and Planning (OMAP) which is comprised of several crime analytical functions and licensing investigations, Risk Management, and Budget and Finance.

A Lieutenant is the lead manager for most of these functions and is also directly responsible for policy development / review and risk management for the Department.

The following sections provide the project team's assessment of each of these functional areas.

1. Public Information Office

The Public Information Office manages the Department's public and media affairs program, including working with the media on information relating to serious crimes, including at crime scenes and developing press releases and social media postings. The Office recently added a Community Relations and Engagement position to attend community meetings and assist in the coordination of special events in the City.

(1.1) Staffing and Roles

There are four staff positions in the Public Information Office with the just created Community Relations and Engagement Manager. Their roles in the media and public information support in the Department are:

- The Sergeant has overall responsibility for the public and media affairs program in the MPD. The Sergeant functions as the lead media person for the MPD, including on crime scenes, develops press releases and manages the web, and coordinates media relations with City.
- The Marketing and Communications Officer, a civilian position, provides back up on media relations to the Sergeant, responsible for webpage updates, various media releases on crime and the Department.
- The Media Producer, a civilian position, is responsible for graphic design, the Annual Report, and social media postings.
- The Community Relations and Engagement Manager, a new civilian position, organizes and attends community meetings on behalf of the MPD, coordinates special events for the Department citywide and the Districts.

While PIO staff are both sworn and civilian, only the unit supervisor is sworn.

(1.2) Workload and Ability to Meet Unit Objectives

Staff in the Public Information Office have roles that are not scalable in a workload sense, rather, they cover distinct responsibilities in public and media relations. However, there have been staff changes in recent years that have impacted that functionality. These changes and associated impacts have included:

- Less than two years ago, there was a second sergeant assigned to PIO (a Lieutenant was also assigned). This has not only focused public and media relations management on a single position but has resulted in the reduction in the ability to respond and support other staff, the media and the public on days and hours outside of assigned shifts (primarily weekday evenings). Back-up for daytime weekday hours, as a result, is usually handled by the Media and Communications Officer.
- The recent addition of the Community Relations and Engagement Manager adds a new dimension to the PIO. It adds a tie to support public engagement at community meetings and special events. The new position coordinates roles with district staff, including District Captains.
- The PIO acts as a resource to District staff for working with the media and public requests for information.

The scope of responsibility in the Public Information Office is wide and includes public and press relations, social media, and content production. Milwaukee's approach to public information and media relations provides dedicated centralized staff to the effort while also supporting district staff in functional roles needed to function in an around the clock environment. Recent reduction in sworn positions in PIO has resulted in more roles being handled by district staff, increasing the need for the PIO to function in this capacity.

Recently the Public Information Office added the new Community Relations and Engagement Manager position to expand the role of 'public' information and support to include direct support to the community. The fact that community support also exists at the district level increases the need for coordination and avoid duplication of effort.

(1.3) Civilianization Potential

The PIO function is largely already civilianized and the new civilian positions add to the professional abilities of the Office to deal with the media and the public. Only the Sergeant is sworn.

(1.4) Staffing Needs and Findings

There are several findings and conclusions arising from this assessment of the Public Information Office. Recent changes in staffing have altered the role and focus of the PIO:

- The loss of the second sergeant position has led to the PIO acting more in support of district staff to act in a provisional capacity in many situations and requests for information. The fact that even with two sworn PIOs this was necessary supports the need to act in this capacity.
- The addition of the Community Relations and Engagement Manager expands the functionality of the PIO to include direct support for the community.

These changes, while positive, underscores the need for greater coordination between centralized and decentralized public relations roles. The Office is working toward meeting these needs.

Recommendations:

Ensure that the Public Information Office is providing support to district command staff for a consistent public relations approach generally, as well as specifically on calls that do not require an immediate PIO call-out.

Ensure that the community support roles of the Community Relations and Engagement Manager are complementary to the roles of Community Liaison Officers in the districts.

2. Office of Management, Analysis, and Planning (OMAP)

The Office of Management, Analysis, and Planning (OMAP) fulfills a variety of roles for the Department. In general, these roles are broadly analytical and special project oriented, and licensing investigations for certain permitted activities (e.g., alcohol sales, taxis, and junkyards). The Lieutenant who heads OMAP has several special project, policy and risk management roles in addition to management of these functional areas.

There are a total of 17 staff in these functional areas, as described in the following subsections.

(1) Lieutenant

The Lieutenant provides supervision for each of the functions, directly supervises each of the 10 analysts and special projects staff (crime analysts, U Visas, Homicides and Non-Fatal Shootings, Carjackings, and special projects). The Lieutenant also handles several special projects himself. The Lieutenant also supports Fire and Police

Commission meetings and their need for information.

Finally, the Lieutenant is the lead person in the Department for policy reviews and development. In the past two years this commitment has been extensive:

Policies Processed

Type	2021	2022*
Standard Operating Procedures Processed	67	55
Standard Operating Instructions Processed	18	10
Total	85	65

* Through August 15, 2022

The Lieutenant has supervisory responsibilities for all of the functions described above, in all there are 10 direct reports. These include:

- Seven crime analysts; there is no first line supervisor
- UVisa Officer
- Officer conducting analysis of homicides, non-fatal shootings, and carjackings
- Licensing Investigations Unit Sergeant

In addition he is the lead policy reviewer and developer in the Department. He also supports the Fire and Police Commission for data and policy issues.

As a result of this combination of excessive span of control and major collateral responsibilities achieving all that is required in these capacities is difficult. It requires senior and competent staff to free the Lieutenant to focus on policies and other duties.

(2) [Crime Analysis and Related Functional Areas](#)

There are several analytical functions independent of each other and each reporting independently to the Lieutenant.

(2.1) Staffing and Roles

These functional analysts are described below:

- There are seven civilians in OMAP dedicated to **crime analysis** with each reporting to the Lieutenant. They conduct research on crime patterns in the City and in each District, create crime dashboards for the Chief and District Captains, support MPD management for public meetings, perform strategic analysis for the MPD, and assist in the response to media requests for data. There is no supervisor for the unit.

- Working independently from and with the crime analysts is a police officer dedicated to the analysis of **homicides, non-fatal shootings, and carjackings** in the City. This has been a recent special assignment with the increases in this type of crime.
- Also working independently is a police officer dedicated to backgrounding and research on **UVisas**. The U non-immigrant classification (known as "U-Visa") provides temporary legal status to victims of specified crimes and is intended to strengthen the ability of law enforcement agencies to investigate and prosecute cases of domestic violence, sexual assault and other crimes against persons while offering protection to victims of such crimes. OMAP processes these requests which requires extensive verification through the manual review of court records and incident reports.
- There is another police officer dedicated to special requests and **special projects**, for example, scheduling alternatives, requests from other agencies.

In all, then, there are 10 staff working in different analytical capacities in OMAP, each independently reporting directly to the Lieutenant. Seven are civilians and three are sworn officers.

Crime analysts in OMAP have broad responsibilities which include crime and strategic analysis citywide and at the district levels. They also support the data supporting reporting for the Collins Settlement (for example, the analysis of vehicle stops). They are all senior analysts (only two positions have turned over in the past five years). However, they lost a direct supervisor in 2018 who provided oversight to criminal intelligence as well.

In addition to developing crime trends, their research also supports internal and external requests for information made to the PIO and other functional areas in the Department. These requests include:

- Internal requests are requests for data or information internally (e.g., from a captain of another district or division).
- External requests could include survey requests from other agencies, data or information requests from other agencies, media requests for data through the Public Information Office, requests from elected officials, etc.
- Open records requests includes requests for records, data, and policies pursuant to Wisconsin Open Records law.

(2.2) Workload and Ability to Meet Unit Objectives

With the exception of licensing, the functions assigned to OMAP have roles that are not scalable in a workload sense, rather, they cover distinct responsibilities relating to analysis and special projects.

Requests for information and analysis for the past two years are shown below (2022 through August 15) for crime analysts and sworn personnel (e.g., the Lieutenant) responses for data:

OMAP Data Requests

Crime Analysts	2021	2022 YTD*
Internal	383	264
External	154	212
Open Records Requests	99	112
Total	636	588

Sworn Members	2021	2022 YTD*
Internal	41	25
External	369	249
Open Records Requests	22	15
Total	432	289

* Through August 15, 2022

The special projects officer is complementary to crime analysis in roles dedicated to trends and comparative analysis.

Crime Analysts also support the Chief and command staff in public presentations.

The staff person dedicated to UVisas is an additional direct report to the Lieutenant. The work associated with UVisas is regulatory in nature and is not dissimilar from background investigations and regulatory assignments (i.e., permits and licensing).

	2021	2022 YTD
UVisas Processed	237	197

It should also be noted that “crime analysis” broadly has other staff in the Department dedicated to this function. There is one sworn analyst in each district who function in largely identical analytical capacities but at the district level provide an immediate

response for command staff. Together, then, there are 17 crime analysts in the Milwaukee Police Department, reporting to eight different managers.

(2.3) Civilianization Potential

Based on the comparative survey conducted in this study, as well as the project team's experience, there are limited opportunities for civilianization in the functions organized under the Office of Management, Analysis, and Planning.

First, the centralized Crime Analysis unit is already civilianized.

The officers handling special projects and homicide/violent crime analysis could be civilianized. The analysis conducted is not different from the analysis conducted by actual crime analysts, including in the Milwaukee Police Department.

UVisa tasks require a combination of skills. However, with one position handling these tasks, it is not possible to disassemble them and civilianize the position.

(3) Licensing Investigations Unit

Licensing Investigations Unit (LIU) staff are dedicated to perform background investigations on certain permitted activities in the City (e.g., liquor sales, taxis, junk yards, entertainment venues).

(3.1) Staffing and Roles

A Sergeant is the first line supervisor for the unit, and there are five police officers assigned who perform the background investigations with occasional field checks and inspections.

They are responsible for the backgrounding and permitting of certain commercial functions in the City – mostly relating to entertainment and alcohol sales as well as other licensed activities in the City. These permits include:

- Class B Tavern License
- Class A Malt
- Class A Liquor
- Class B Fermented Malt Beverage
- Class B Manager
- Class C Wine
- Food Dealer-Restaurant

- Food Dealer-Peddler
- Food Dealer-Retailer
- Filling Station
- Extended Hours Establishment
- Public Passenger Vehicle
- Recycling, Salvaging, or Towing Premises (RSTP)
- Home Improvement Contractor's License
- Public Entertainment Premise

Starting in 2022, LIU took over recycling, salvaging, and towing premise (RSTP) investigations to ensure these companies are in compliance with the applicable state laws and city ordinances.

Recently, a fifth police officer position was added which better allows for active application and permit reviews and occasional field inspections but also being more responsive to inquiries and complaints from the public, as well as reviews of CPTED (crime prevention through environmental design) plans coming from commercial and housing reviews.

(3.2) Workload and Ability to Meet Unit Objectives

The table below shows licensing and permits processed in 2021 and 2022 through July and annualized):

Licenses & Permits Processed

	2021	2022 YTD*	2022 Ann.	2022/Staff
LIRA Applications	12,908	7,818	13,402	2,680
Accela Applications	2,465	2,704	4,635	927
Total	15,373	10,522	18,038	3,607

**Through August 15, 2022*

All of these applications require at least some backgrounding, even for renewals. Many also require hearings and result in appeals. Finally, there are some field work involved relating to complaints and inspections associated with some applications and processes.

LIU Field Activities

	2021	2022*
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Business Checks	10	13
Complaint Based Business Checks	15	7
Licenses Premise Reports	17	43
RSTP / Stolen Auto Related Investigations*	N/A	129

**Through August 15, 2022*

(3.3) Civilianization Potential

Licensing Investigations require a mix of skills, training and experience. While many of these tasks require a sworn investigator – for example, field checks, appeals, criminal background reviews, other tasks do not – for example, NCIC checks, application reviews. The Department could convert one of the officer positions to a civilian paraprofessional in a pilot program.

These changes can be made without loss of functionality since there are civilians performing these tasks internally and in other departments and they do not increase public safety risks.

(4) OMAP Staffing Needs and Findings

There are several findings and conclusions arising from this assessment of the Office of Management, Analysis, and Planning, including:

- The seven staff assigned to crime analysis have no first line supervisor and each directly reports to the OMAP lieutenant. While each is an experienced analyst, there is the potential for issues on priorities and consistency. Both to reduce the span of control of the Lieutenant as well as to ensure consistent direction of the Crime Analysis Unit, a unit supervisor position would address both of these issues.
- OMAP has assigned three sworn positions responsible for broadly analytical tasks – UVisas, Homicides, Non-Fatal Shootings, Carjackings, and Special Projects. Two of these positions, Homicides, etc., and Special Projects positions should be civilianized.
- While OMAP has centralized crime analysis, there are crime analysts assigned to each district. These are sworn positions. The existence of both sworn and non-sworn crime analysts in OMAP and in the districts also raises the potential for issues related to employee classification, duplications in effort, conflicts in analytical results, and differences in priorities. District analysts need to function within a single support context with centralized crime analysts. While consolidation could be an ultimate goal, greater

coordination of effort is needed to achieve consistent quality and direction while maintaining the immediate access to information that a district analyst provides.

Recommendations:

Create a new Crime Analyst Supervisor classification, and increase staffing by one in this position to supervise the crime analysts in OMAP.

Civilianize two of the three officer positions in OMAP that are assigned to special projects, homicides, non-fatal Shootings, and carjackings.

The UVisa officer should be reorganized under the supervision of the Licensing Investigations Unit.

In addition to supervising Crime Analysis Unit staff the Unit Supervisor and working with district crime analysts, develop a work distribution plan among the various analysts.

In a pilot program, civilianize one of the Licensing Investigations Unit officers and redistribute workloads among staff. Based on this experience evaluate further civilianization opportunities.

3. Budget and Finance Office

The scope of services in the Budget and Finance Office includes all financial processes (e.g., AP/AR), budget, purchasing, overtime, and grants. There are a total of seven (7) staff in the Office. They are civilians; the Office is led by a Budget Manager position.

(3.1) Staffing and Roles

Staff in the Finance and Budget Office are the leads for financial and selected human resources process in the Police Department and interfaces with counterparts in City government. The senior staff in Finance and Budget are:

- The **Budget Manager** leads the unit which interfaces with City financial and human resource systems and is directly responsible for financial reporting, budget development and monitoring, and support for executive staff.
- The **Grants Compliance Manager** researches, applies for, manages and reports on departmental grants.

The following staff are leads in the functional areas described below.

- The Accounting / Grants Specialist performs accounting for the MPD, invoices and receives payments and grant contributions from other entities (e.g., HIDTA), develops indirect rates.
- The Accountant I supports accounting, financial processing and grants

management roles.

- An Accounting Assistant II position has been authorized but vacant. The position is dedicated to data entry, billing, cash receipting, etc.
- An Accounting Assistant II position has recently been transferred from Information technology to do IT and facilities billing in Budget & Finance.

Financial functions in the Milwaukee Police Department have largely been centralized.

(3.2) Workload and Ability to Meet Unit Objectives

Virtually all of the Milwaukee Police Department's financial functions are organized in Finance and Budget – including accounting, purchasing, payables and receivables, budget and special fund management, and grants.

Most of the financial functions performed are time-sensitive. To achieve this in Budget, requires the Manager of Budget and Finance to be directly involved in many these activities, including budget development and monitoring. This is because the City's budget process is cumbersome and requires much senior staff hours to develop.

Having recently brought fleet and facilities invoicing into Budget and Finance not only further centralizes financial processes in the MPD but provides additional flexibility in covering other financial functions as well.

(3.3) Civilianization Potential

Budget and Finance is already comprised entirely of civilian staff.

2. Patrol Bureau

1. Patrol Workload Analysis

The following sections provide analysis of patrol workload and other issues relating to the effectiveness of field services.

(1) CAD Analysis Methodology

Our project team has calculated the community-generated workload of the department by analyzing incident records in the computer aided dispatch (CAD) database, covering the entirety of calendar year 2021.

For incidents to be identified as community-generated calls for service and included in our analysis of patrol, each of the following conditions needed to be met:

- The incident must have been unique.
- The incident must have been first created in calendar year 2021.
- The incident must have involved at least one officer assigned to patrol, as identified by the individual unit codes of each response to the call.
- The incident type of the event must have sufficiently corresponded to a community-generated event. Call types that could be identified with a high level of certainty as being either self-initiated (e.g., traffic stops) or other kinds of activity generated by the department (e.g., directed patrol) are not counted as community-generated calls for service.
- There must have been no major irregularities or issues with the data recorded for the incident that would prevent sufficient analysis, such as having no unit code or lack of any time stamps.

After filtering through the data using the methodology outlined above, the remaining incidents represent the community-generated calls for service handled by MPD patrol units.

(2) Calls for Service by Hour and Weekday

The following table displays the total number of calls for service handled by patrol units by each hour and day of the week:

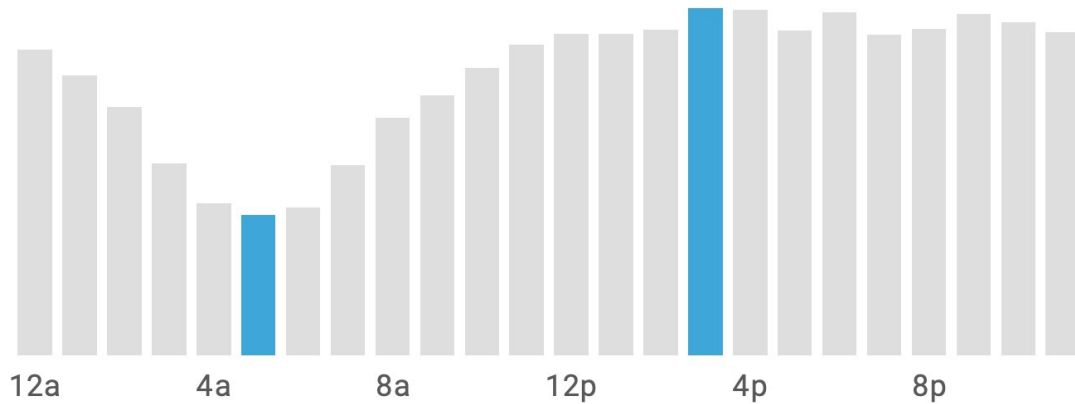
Calls for Service by Hour and Weekday

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total
12a	1,748	1,404	1,276	1,353	1,248	1,513	1,556	10,098
1am	1,707	1,292	1,148	1,190	1,118	1,315	1,469	9,239
2am	1,661	1,020	875	1,015	1,003	1,123	1,516	8,213
3am	1,269	791	744	771	756	927	1,074	6,332
4am	977	597	568	653	649	685	878	5,007
5am	760	607	580	627	616	678	752	4,620
6am	672	683	667	727	737	725	677	4,888
7am	768	945	946	912	925	954	827	6,277
8am	1,009	1,189	1,175	1,173	1,158	1,133	1,019	7,856
9am	1,104	1,247	1,243	1,266	1,269	1,272	1,186	8,587
10am	1,280	1,385	1,394	1,454	1,349	1,290	1,349	9,501
11am	1,371	1,493	1,459	1,542	1,475	1,522	1,386	10,248
12pm	1,494	1,562	1,539	1,506	1,487	1,540	1,482	10,610
1pm	1,521	1,550	1,562	1,508	1,452	1,508	1,503	10,604
2pm	1,475	1,559	1,528	1,679	1,512	1,486	1,510	10,749
3pm	1,591	1,677	1,641	1,667	1,620	1,689	1,575	11,460
4pm	1,558	1,632	1,672	1,697	1,578	1,673	1,601	11,411
5pm	1,529	1,546	1,546	1,587	1,516	1,554	1,446	10,724
6pm	1,587	1,627	1,615	1,606	1,563	1,658	1,662	11,318
7pm	1,503	1,569	1,471	1,455	1,478	1,567	1,538	10,581
8pm	1,546	1,510	1,545	1,531	1,478	1,602	1,579	10,791
9pm	1,618	1,656	1,578	1,587	1,536	1,602	1,709	11,286
10pm	1,617	1,537	1,525	1,512	1,486	1,660	1,676	11,013
11pm	1,580	1,452	1,418	1,452	1,453	1,653	1,665	10,673
Total	32,945	31,530	30,715	31,470	30,462	32,329	32,635	222,086

Calls for service display relatively modest changes per hour, rising steadily from the morning to afternoon hours to reach a ‘plateau’ level that lasts until just after midnight.

The hourly fluctuations are more easily observed as a chart:

Call for Service Activity by Hour



The pattern and length of the ‘plateau’ period presents implications for deployment strategies, as an approximately 13-hour period of higher workload must be covered by greater numbers of resources in order to provide the same level of service as workload levels change.

(3) Calls for Service by Month

The following table displays calls for service totals by month, showing seasonal variation as a percentage difference from the quarterly average:

Calls for Service by Month

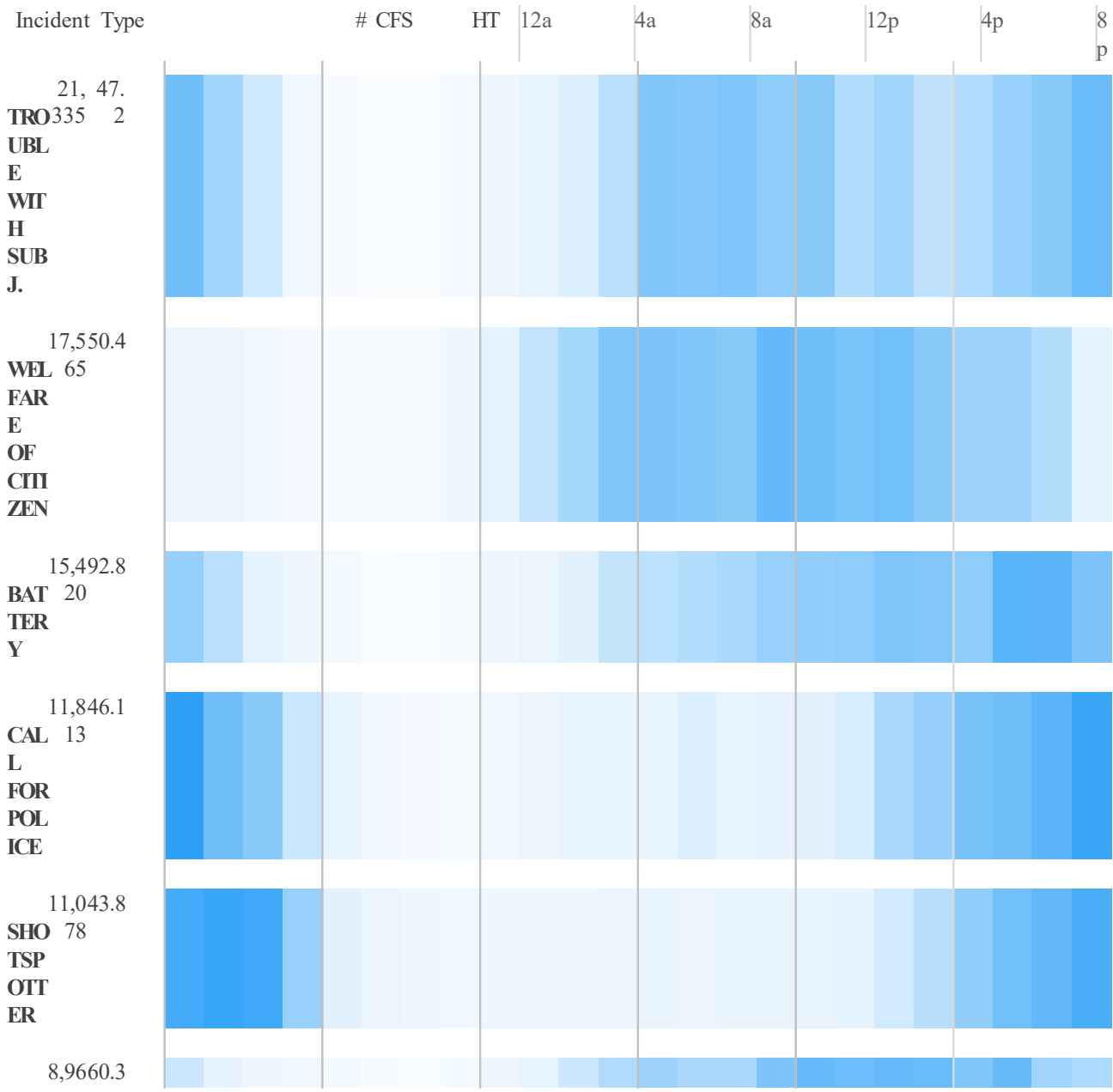
Month	# of CFS	Seasonal +/-
Jan	17,837	
Feb	15,521	-7.4%
Mar	18,074	
Apr	18,407	
May	20,498	+6.7%
Jun	20,324	
Jul	20,042	
Aug	20,255	+5.6%
Sep	18,316	
Oct	18,999	
Nov	16,926	-4.9%
Dec	16,887	
Total	222,086	

Seasonality is relatively moderate, dividing into cool and warm-season differences in call for service workloads. Surprisingly, May is the shortest month, although the differences between the subsequent months through August are marginal.

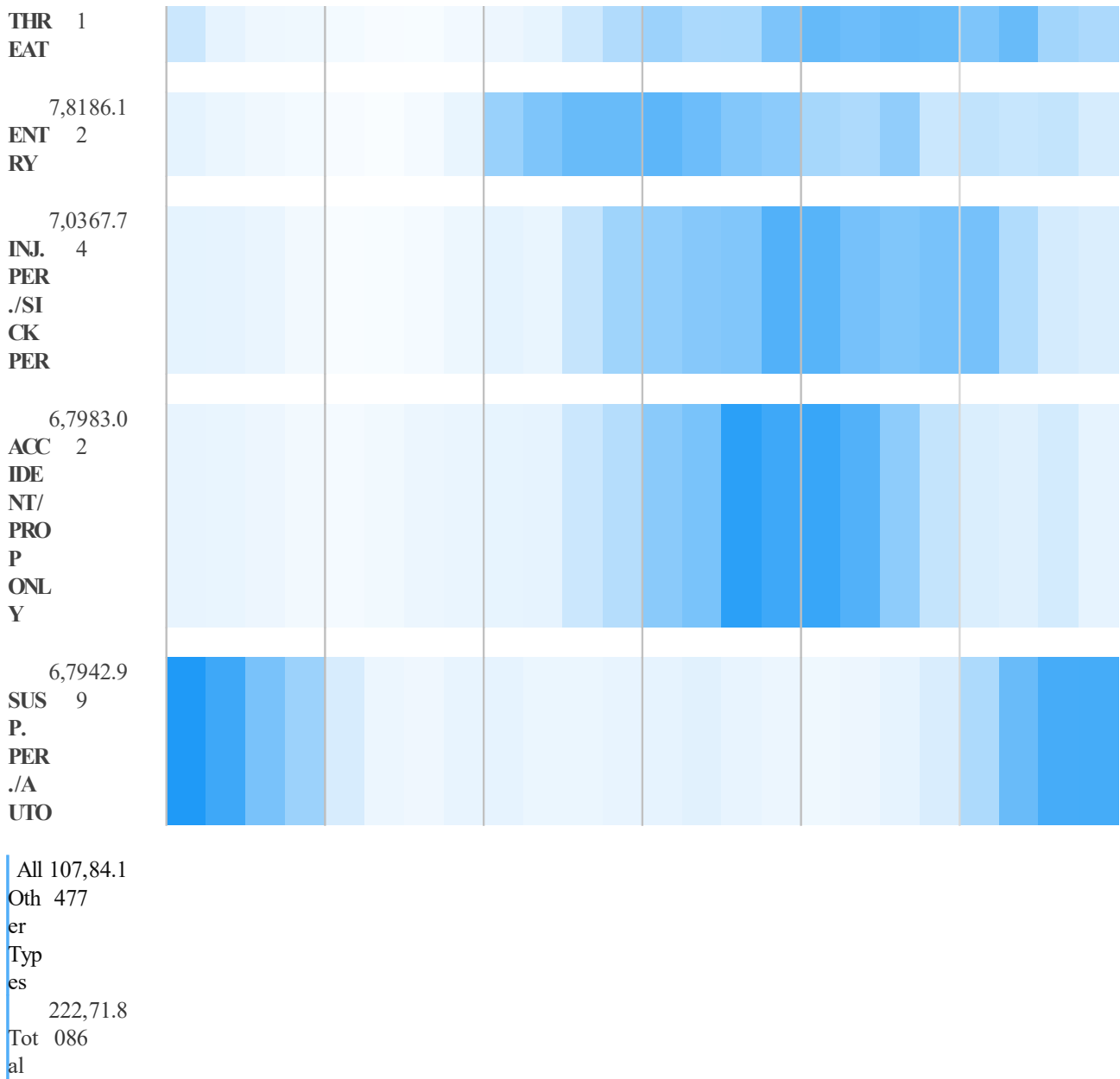
(4) Most Common Types of Calls for Service

The following table provides the ten most common incident categories of calls for service handled by patrol units over calendar year 2021, as well as the average call handling time (HT)¹ for each. It should be noted that the categories shown are for the original call type as entered into CAD, rather than the final call type at call resolution.

Most Common Call for Service Categories



¹ Handling time is defined as the total time in which a patrol unit was assigned to an incident. It is calculated as the difference between the recorded time stamps the unit being dispatched and cleared from the incident.



Many of the most common call types handled by MPD are resource-intensive, requiring significant time to be spent on scene. This includes battery calls, which are the third most common. This is relatively unusual, even for larger agencies, and has a notable effect on the average time requires to handle calls, at 71.8 minutes – also an outlier among large metropolitan police departments.

(5) Calls for Service by District

The following table displays the number of community-generated calls for service by patrol district:

Calls for Service by District





	# Calls for Service ²	Avg. Handling Time
District 1	20,585	78.1
District 2	30,559	65.5
District 3	38,856	68.0
District 4	31,875	81.9
District 5	36,633	65.7
District 6	21,121	66.7
District 7	42,027	76.2

Calls for service and handling time vary markedly by district. This alone is not an issue provided that staffing is set in proportion to workload, which is examined in greater detail later in this chapter.

(6) Call for Service Response Time by Priority Level

The following table displays call for service statistics priority level, showing the distribution of calls by response time for each category, with the median (middle value) response time³ indicated as a semitransparent blue line:

Call for Service Response Time by Priority Level

Priority Level	# CFS	% of CFS	Median RT	RT Distribution
1	61,927	33%	10.6	
2	76,004	41%	18.8	
3	40,579	22%	41.1	
4	6,595	4%	39.8	

² An additional 430 calls for service could not be identified as having occurred within the seven districts, and likely occurred outside of the city’s boundaries.

³ Response time is defined in this report as the duration between the call creation timestamp and the arrival time stamp for the first patrol officer on the scene.

The results show that, while emergency incidents are responded to quickly, lower-priority calls are frequently held up in queues and not able to be response to immediately. This can indicate staffing issues, which will be examined further in the following sections.

2. Analysis of Patrol Resource Needs

Analysis of the community-generated workload handled by patrol units is at the core of analyzing field staffing needs. Developing an understanding of where, when, and what types of calls are received provides a detailed account of the service needs of the community, and by measuring the time used in responding and handling these calls, the staffing requirements for meeting the community's service needs can then be determined.

To provide a high level of service, it is not enough for patrol units to function as call responders. Instead, officers must have sufficient time outside of community-driven workload to proactively address public safety issues, conduct problem-oriented policing, and perform other self-directed engagement activities within the service environment. As a result, patrol staffing needs are calculated not only from a standpoint of the capacity of current resources to handle workloads, but also their ability to provide a certain level of service beyond responding to calls.

With this focus in mind, the following sections examine the process used by the project team to determine the patrol resource needs of the Milwaukee Police Department based on current workloads, staff availability, and service level objectives.

(1) Overview of the Resource Needs Analysis

An objective and accurate assessment of patrol staffing requires analysis of the following three factors:

- i. The number of community-generated workload hours handled by patrol.
- ii. The total number of hours that patrol is on-duty and able to handle those workloads, based on current staffing numbers and net availability factors (e.g., leave, administrative time, etc.).
- iii. The remaining amount of time that patrol has to be proactive, which can also be referred to as “uncommitted” time.

This study defines the result of this process as, **patrol proactivity**, or the percentage of patrol officers' time in which they are *available and on-duty* that is *not* spent responding to community-generated calls for service. This calculation can also be expressed visually as an equation:

$$\frac{\text{Total Net Available Hours} - \text{Total CFS Workload Hours}}{\text{Total Net Available Hours}} = \% \text{ Proactivity}$$

The result of this equation is the overall level of proactivity in patrol, which in turn provides a model for the ability of patrol units to be proactive given current resources and community-generated workloads. There are some qualifications to this, which include the following:

- Optimal proactivity levels are a generalized target, and a single percentage should be applied to every agency. The actual needs of an individual department vary based on a number of factors, including:
 - Other resources the department has to proactively engage with the community and address issues, such as a dedicated proactive unit.
 - Community expectations and ability to support a certain level of service.
 - Whether fluctuations in the workload levels throughout the day require additional or fewer resources to be staffed to provide adequate coverage.
- Sufficient proactivity at an overall level does not guarantee, based on workload patterns, and deployment schedules, that resources are sufficient throughout all times of the day and week.

Overall, as a department with numerous proactive and specialized resources in the field, and in order to achieve an effective level of patrol service, MPD should generally target an overall proactivity level of at least 35-40% as an effective benchmark of patrol coverage.

Any community engagement, proactive policing, and downtime in between calls would take place within the target range of 35-40% proactive time. Should proactive time be less than those levels, however, it would come at the expense of each of these activities.

(2) Patrol Unit Staffing and Shift Schedules

The following subsections examine the staffing levels assigned to regular patrol, reviewing assignments and how availability factors translate into actual hours that staff are deployed and on duty.

The Milwaukee Police Department follows an 8-hour shift configuration that assigns personnel to five shift teams on a 7 on – 2 off – 3 on – 2 off configuration, which totals 80 hours biweekly. Sergeant assignments vary, and their span of control can also include specialized assignments such as foot beats and proactive enforcement units. One lieutenant is assigned to each district’s day, early, and late shifts.

The following table outlines this schedule, showing the number of positions that are assigned to each shift team (including those on long-term and injury leave, but excluding vacancies). Officers assigned to specialized assignments are *not* included within the table.

Patrol Shift Configuration (Current Filled Staffing Levels)⁴

District	Shift	Start	End	Officers
District 1	Day	0800	1600	17
	Early Power	1100	1900	4
	Early	1500	2300	14
	Late Power	2300	0700	16
	Late	0000	0800	14
District 2	Day	0800	1600	26
	Early Power	1100	1900	9
	Early	1500	2300	21
	Late Power	1900	0300	9
	Late	0000	0800	26
District 3	Day	0800	1600	20
	Early Power	1100	1900	14
	Early	1500	2300	36
	Late Power	1900	0300	18
	Late	0000	0800	21
District 4	Day	0800	1600	16
	Early Power	1100	1900	11
	Early	1500	2300	21
	Late Power	1900	0300	9

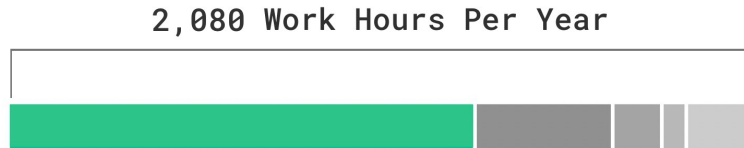
⁴ Figures displayed in the table also include those in injury and long-term leave, but exclude permanent vacancies in which the position slot is actually open.

District	Shift	Start	End	Officers
	Late	0000	0800	23
District 5	Day	0800	1600	25
	Early Power	1100	1900	12
	Early	1500	2300	10
	Late Power	1900	0300	19
	Late	0000	0800	17
District 6	Day	0800	1600	17
	Early Power	1100	1900	8
	Early	1500	2300	23
	Late Power	1900	0300	8
	Late	0000	0800	16
District 7	Day	0800	1600	22
	Early Power	1100	1900	17
	Early	1500	2300	22
	Late Power	1900	0300	11
	Late	0000	0800	23

(3) Net Availability Factors

While the scheduled staffing table provides the scheduled staffing levels, it does not reflect the numbers that are actually on-duty and available to work on at any given time. Out of the 2,080 regular work hours per year that each officer is scheduled to work in a year (excluding overtime), a large percentage is not actually spent on-duty and available in the field.

As a result, it is critical to understand the amount of time that officers are on leave – including vacation, sick, injury, military, or any other type of leave – as well as any hours dedicated to on-duty court or training time, and all time spent on administrative tasks such as attending shift briefings. The impact of each of these factors is determined through a combination of calculations made from MPD data and estimates based on the experience of the project team, which are then subtracted from the base number of annual work hours per position. The result represents the total **net available hours** of patrol officers, or the time in which they are on-duty and available to complete workloads and other activities in the field:



The table below outlines the calculation process in detail, outlining how each contributing factor is calculated:

Factors Used to Calculate Patrol Net Availability

Work Hours Per Year

The total number of scheduled work hours for patrol officers, without factoring in leave, training, or anything else that takes officers away from normal on-duty work. This factor forms the base number from which other availability factors are subtracted from.

Base number: 2,080 scheduled work hours per year

Total Leave Hours (subtracted from total work hours per year)

Includes all types of leave, as well as injuries and military leave – anything that would cause officers that are normally scheduled to work on a specific day to instead not be on duty. As a result, this category excludes on-duty training, administrative time, and on-duty court time.

Calculated from MPD data: 258 hours of leave per year

On-Duty Court Time (subtracted from total work hours per year)

The total number of hours that each officer spends per year attending court while on duty, including transit time. Court attendance while on overtime is not included in the figure.

CAD data specifies when officers attend court on their shift, averaging about two hours per appearance. At a per-officer level throughout patrol, this averages 3 hours per year.

Calculated from MPD data: 3 hours of on-duty court time per year

On-Duty Training Time (subtracted from total work hours per year)

The total number of hours spent per year in training that are completed while on-duty and not on overtime.

MPD information systems accurately record this information, allowing for training completed on straight (regular) time to be calculated specifically for officers assigned to patrol. It is important to note that this figure does not represent all of the training officers complete within a year – only the portion that is completed on regular time, and not on overtime.

*Calculated from MPD data: **28.5 hours of on-duty training time per year***

Administrative Time (subtracted from total work hours per year)

The total number of hours per year spent completing administrative tasks while on-duty, including briefing, meal breaks, and various other activities.

The number is calculated as an estimate by multiplying 60 minutes of time per shift times the number of shifts actually worked by officers in a year, after factoring out the shifts that are not worked as a result of leave being taken.

This category does not include report writing time. Instead, report writing time is included as an individual component of workload, as opposed to availability.

*Estimated: **228 hours of administrative time per year***

Total Net Available Hours

After subtracting the previous factors from the total work hours per year, the remaining hours comprise the total *net available hours* for officers – the time in which they are available to work after accounting for all leave, on-duty training, court, and administrative time. Net availability can also be expressed as a percentage of the base number of work hours per year.

Calculated by subtracting the previously listed factors from the base number:

1,563 net available hours per officer

The following table summarizes this calculation process, displaying how each net availability factor contributes to the overall net availability of patrol officers:

Calculation of Patrol Unit Net Availability

Base Annual Work Hours		2,080
Total Leave Hours	-	258
On-Duty Training Hours	-	28
On-Duty Court Time Hours	-	3
Administrative Hours	-	228
Net Available Hours Per Officer	=	1,563



Overall, each officer position contributes an average of 1,563 net available hours, or about 75% of their scheduled work hours.

(4) Factoring in Two-Officer Cars

The deployment patrol units (i.e., cars) with two officers is an important factor in this analysis. In contrast with many large metropolitan departments that staff patrol cars, with one officer unless a trainee is riding with an FTO (field training officer), MPD deploys a mix of one and two-officer cars. Some departments, such as the San Francisco Police Department and Los Angeles Police Department, deploy all patrol cars as two-officer units. Others, such as the St. Louis Metropolitan Police Department and the Kansas City Police Department (MO), deploy a mix of one and two-officer cars similar to Milwaukee.

This analysis focuses on the availability and workload of patrol units. Whether one or two officers staff a patrol car, the function as a single patrol unit in the field in response to events. As the unit is dispatched to a call, both officers are committed to the call. In determining whether sufficient officers are staffed to handle the number of calls for service that occur at a certain time, it is critical to use the number of patrol *units* that are on duty, rather than the number of patrol *officers*.

The final report will assess these issues in greater depth, including the relative impacts of adjusting how officers are deployed. However, at the current stage, it is important to develop assumptions to accurately model how officers are deployed. In particular,

estimates must be developed for the proportion of patrol cars that are staffed with one officer as opposed to two.

In order to construct this number, project team received watch sheets detailing how teams were staffed a specific point in time, using early 2022. The data shows, for every team and district, specific officers and their assignments, including whether or not their assignment was to a one or two-officer sector (i.e., regular patrol) car.

From this data, it can be determined how staff are generally deployed. Prior to taking into account leave and other factors that impact deployment, the data provides a means of determining the proportion of one and two-officer cars.

This can be confirmed by CAD data, which shows whether a unit responding to an event was staffed by one or two officers. That proportion can be used to reverse engineer a general estimate of the percentage of calls that are staffed by one or two officers.

The following table shows the results of this analysis, using watch sheets from early 2022 to construct the estimated proportion of one and two-officer cars by district:

Estimated Deployment of One and Two-Officer Cars (Using Early 2022 Watch Sheets⁵)

District	# Officer FTEs	# 2-Ofc. Cars	# 1-Ofc. Cars	Total Patrol Units
District 1	65	15	35	50
District 2	91	41	9	50
District 3	109	46	17	63
District 4	80	30	20	50
District 5	83	37	9	46
District 6	72	21	30	51
District 7	95	32	31	63

As discussed previously, “Total Patrol Units” represents an important figure in this analysis, as the analysis of staffing capacity uses it as the base metric, as opposed to FTEs.

As a percentage of district staffing, the percentage of cars that are deployed as two-officer units also varies considerably:

Percentage of Two-Officer Cars by District Cars (Using Early 2022 Watch Sheets)

⁵ Specifically, the watch sheets were used from a period in late February through early March 2022. The exact week used varies based on district and shift. These differences were based on the data received by the project team.

District	# Officer FTEs	% 2-Ofc. Cars
District 1	65	30%
District 2	91	82%
District 3	109	73%
District 4	80	60%
District 5	83	80%
District 6	72	41%
District 7	95	51%

District 1 deploys just 30% of its units as two-officer cars, while districts 2 and 5 each deploy at least 80% as two-officer cars. Note that this is not the same measure as the percentage as *officers* that are deployed as two-person units. For instance, in a scenario where a district with three officers has a two-officer car and a one-officer car, the percentage of units deployed with two officers would be 50%, while the percentage of *officers* deployed in two-person units would be approximately 67%.

The CAD data used to measure call for service responses, which indicates whether units are staffed by one or two officers, also echoes these results, showing similar proportion of responses by one and two-officer units.

(5) Overview of Call for Service Workload Factors

The previous chapter of the report examined various trends in patrol workload, including variations by time of day and of week, common incident types, as well as a number of other methods. This section advances this analysis, detailing the full extent of the resource demands that these incidents create for responding patrol personnel.

Each call for service represents a certain amount of workload, much of which is not captured within the handling time of the primary unit. Some of these factors can be calculated directly from data provided by the department, while others must be estimated due to limitations in their measurability.

The following table outlines the factors that must be considered in order to capture the full scope of community-generated workload, and provides an explanation of the process used to calculate each factor:

Factors Used to Calculate Total Patrol Workload

Number of Community-Generated Calls for Service

Data obtained from an export of CAD data covering a period of an entire year that has been analyzed and filtered in order to determine the number and characteristics of all community-generated activity handled by patrol officers.

The calculation process used to develop this number has been summarized in previous sections.

Calculated from MPD data: 222,086 community-generated calls for service

Primary Unit Handling Time

The time used by the primary unit to handle a community-generated call for service, including time spent traveling to the scene of the incident and the duration of on-scene time. For each incident, this number is calculated as the difference between 'call cleared' time stamp and the 'unit dispatched' time stamp.

In the experience of the project team, the average handling time is typically between 30 and 42 minutes in agencies where time spent writing reports and transporting/booking prisoners is *not* included within the recorded CAD data time stamps.

MPD is significantly above that range, at 71.8 minutes of handling time for the primary unit. Compared with other large metropolitan police departments that the project team has worked with, this is about 50% higher than the median overall handling time.

Calculated from MPD data: 71.8 minutes of handling time per call for service

Number of Backup Unit Responses

The total number of backup unit responses to community-generated calls for service. This number often varies based on the severity of the call, as well as the geographical density of the area being served.

This number can also be expressed as the *rate* of backup unit responses to calls for service, and is inclusive of any additional backup units beyond the first.

At 0.40 backup units per call for service, MPD has a relatively low backup rate, particularly compared to large metropolitan police departments. This may be largely due to the prevalence of two-officer cars, which ensures that calls requiring two officers do not need to wait for backup. Additionally, it may signal that workload exceeds capacity, impairing the availability of backup units to respond outside of emergency incidents.

*Calculated from MPD data: **0.40 backup units per call for service***

Backup Unit Handling Time (multiplied by the rate)

The handling time for backup units responding to calls for service is calculated using the same process that was used for primary units, representing the time from the unit being dispatched to the unit clearing the call.

When CAD data lists unique time stamps for each unit on a call (rather than only for the first unit or overall for the call), the handling time calculated individually. In this case, the CAD data only displayed time stamps for the first unit, and as a result, handling time for backup units was estimated at a rate of 75% of the primary unit's handling time on each individual call – a normative estimate based on the experience of the project team.

Nonetheless, because calls featuring backup unit responses tend to be more severe, and consequently, often require higher workloads for personnel on-scene, the average backup unit handling time is still actually higher than the overall average for primary units in this case. Even *after* the 75% factor is applied to backup unit handling time, the overall average handling time per backup response is 108.0 minutes. As with the primary unit average, this is an exceptionally high handling time value compared with other large metropolitan police departments.

*Calculated and estimated from MPD data: **108.0 minutes of handling time per backup unit***

Number of Reports Written

It is assumed that most report writing occurs while units are still attached to a call for service with the CAD/RMS system, thus partly explaining the exceptionally high average handling time.

In addition, there are a number of CAD events specifically coded as “REPORTS (FOR DISPATCHER AND MDC USE ONLY)”, which indicates that some report writing time is not included within handling time.

These incidents are directly counted from MPD data and measured as an additional workload factor.

Calculated from MPD data: 6,037 report events recorded in CAD by patrol units

Report Writing Time (multiplied by the report writing rate)

The average amount of time it takes to complete a report or other assignment in relation to a call for service. *Most of this time is captured within the handling time – the time in which an officer is attached to a call.* In certain instances, such as when a report takes an extended period of time to complete, officers self-initiate a report writing event within CAD. This time is measured in the same method as handling time. On average, the events have a duration of nearly an hour, at 57.2 minutes overall.

Calculated from MPD data: 57.2 minutes per report event recorded in CAD

Total Workload Per Call for Service

The total time involved in handling a community-generated call for service, including the factors calculated for primary and backup unit handling time, and reporting writing time.

The product of multiplying this value by the calls for service total at each hour and day of the week is the number of hours of community-generated workload handled by patrol units – equating to approximately 430,628 total hours in calendar year 2021.

Calculated from previously listed factors: 116.3 total minutes of workload per call for service

Each of the factors summarized in this section contribute to the overall picture of patrol workload – the total number of hours required for patrol units to handle community-generated calls for service, including primary and backup unit handling times, report writing time, and jail transport time.

These factors are summarized in the following table:

Summary of CFS Workload Factors

Total Calls for Service	222,086] 62%
Avg. Primary Unit Handling Time	71.8 min.	
Backup Units Per CFS	0.40] 37%
Avg. Backup Unit Handling Time	108.0 min.	
Reports Written Per CFS	0.03] 1%
Time Per Report	57.2 min.	
<hr/>		
Avg. Workload Per Call	116.3 min.	
Total Workload	430,424 hrs.	

Overall, each call represents an average workload of 116.3 minutes, including all time spent by the primary unit handling the call, the time spent by any backup units attached to the call, as well as any reports or other assignments completed in relation to the incident.

(6) Calculation of Overall Patrol Proactivity

Using the results of the analysis of both patrol workloads and staff availability, it is now possible to determine the remaining time in which patrol units can function proactively. The result can then function as a barometer from which to gauge the capacity of current resources to handle call workload demands, given objectives for meeting a certain service level.

The following table shows the calculation process used by the project team to determine overall proactivity levels, representing the percentage of time that patrol officers have available outside of handling community-generated workloads:

Calculation of Overall Patrol Proactivity

Total Patrol Net Available Hours		582,955
Total Patrol Workload Hours	–	430,624
Resulting # of Uncommitted Hours	=	152,331

Divided by Total Net Available Hours	÷	582,955
Overall Proactive Time Level	=	26.1%

Overall, MPD patrol units have a proactive time level of just 26.1% – well short of the minimum target of 35-40%. This indicates that resources are vastly insufficient to handle community-generated calls for service and have time to be proactive.

(7) Proactive Time by Hour

While at an overall level, the proactive time level is very low, workload levels do also vary significantly by time of day. Staffing, too, varies based on shift schedules and the number of officers assigned to each team. In response to changes in staffing and workload, proactive time fluctuates as a result of these factors. An overall proactive time level of 26.1% indicates that there are many times of the day where it actually is much lower than that, meaning that the day-to-day experience of officers is often more severe.

The following chart shows this analysis at a more detailed level, providing proactivity levels in four-hour blocks throughout the week:

Proactive Time by Hour and Weekday

	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Overall
2am–6am	24%	48%	52%	45%	45%	42%	31%	41%
6am–10am	28%	21%	20%	21%	21%	21%	26%	22%
10am–2pm	21%	13%	17%	17%	23%	17%	25%	20%
2pm–6pm	29%	23%	29%	25%	32%	30%	32%	32%
6pm–10pm	22%	18%	22%	25%	24%	21%	24%	22%
10pm–2am	-4%	3%	18%	4%	12%	-2%	1%	20%
Overall	24%	24%	29%	26%	30%	25%	26%	26%

During the early to mid-nighttime hours, proactive time is severely low, staying mostly below 10%, but sometimes as low as into the negative values as there is more workload being generated than there are staff to handle that workload.

(8) Comparing Response Time Performance Against Other Agencies

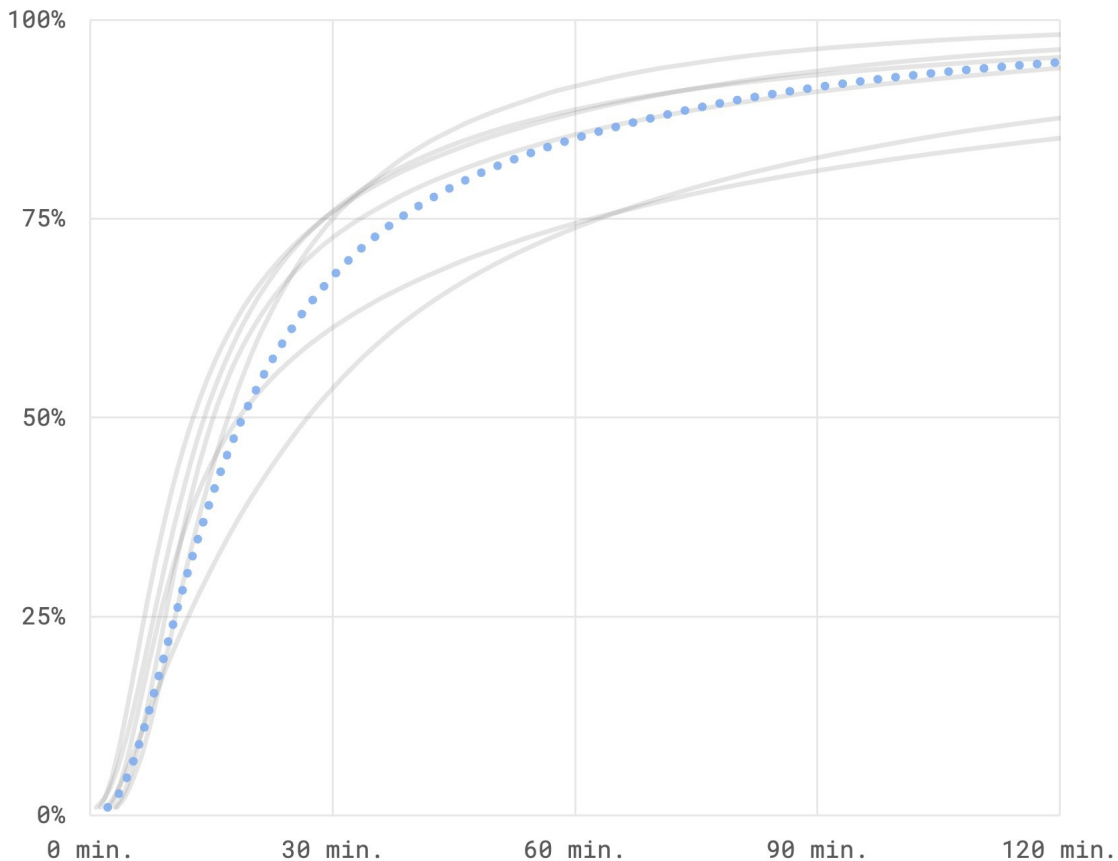
Examining response time performance, while not useful as a staffing indicator in itself,

can provide strong corroborating evidence for a particular finding in the proactive time analysis. If staffing is severely sufficient, evidenced by proactive time levels that often drop below 25%, it will be common for calls to hold in queues as there are not enough officers on duty to handle the call, thus resulting in longer response times to incidents. Previously in the workload analysis, this was shown to be the case – lower-priority calls had median response times around 40 minutes.

The project team compared these results against other large metropolitan police departments using the same methodology.

The following chart provides a visualization of response time performance by showing the probability of a call being responded to within a given timeframe. A department with faster response times will have a curve that is shifted to the top right (i.e., indicating that calls are more likely to be responded to quicker), while severely understaffed departments will have curves shifted to the bottom right.

Probability of a Call Being Responded to in a Given Timeframe:
Milwaukee vs. Other Large Metro Police Agencies



Many large metropolitan police departments have insufficient resources assigned to patrol, and so a curve in the middle of this range does not imply that staffing is adequate. To this point, the agencies with the nearest response time curves had proactive time levels of 21% and 31%, using the same analysis. This provides support to the result of this analysis – that the response time performance of MPD is reflective of a proactive time level of 26%.

(9) Findings and Conclusions from the Patrol Proactive Time Analysis

The findings made from the analysis of calls for service and patrol staffing capacity can be summarized as follows:

- Proactive time is a central measure of whether staffing levels are adequate in patrol.
- At an overall level, patrol proactive time should be at least 35-40% in a police department with numerous specialized assignments that are entirely proactive.
- MPD patrol proactive time is currently at 26.2%, significantly short of the target level.
- During most nighttime hours, proactive time drops to severely low levels, indicating that there is often more workload being generated than there are on-duty staffing hours to handle it.
- There is also extraordinary variation in proactive time by district, resulting in significant service level differences.
- Given these issues, three conclusions can be made:
 - At an overall level, patrol staffing is severely inadequate.
 - Staff are not deployed in a manner that efficiently matches resources against fluctuations in workload.
 - Staffing levels are not assigned by district in proportion to workload, leading to extreme differences in service levels experienced in one district versus another.

Solutions to each of these issues are addressed in the following sections.

3. Patrol Staffing Needs

The analysis has demonstrated that current patrol staffing is inadequate to provide a high level of service. In many cases, such as certain periods of the day and areas of the

city, these issues are particularly severe, with proactive time dropping to extremely low levels. While redeployment and reallocation can mitigate some of the most severe of these issues, these strategies cannot affect the overall resource deficiency. In other words, while proactive time (the measure of staffing adequacy used in this analysis) can be improved at specific times of the day and days of the week by shifting resources around, doing so does not affect the overall proactive time level.

The following sections examine different issues and benchmarks associated with proactive time, as well as calculation of the resources needed to achieve target proactive time levels, after factoring in the impact of staff turnover.

(1) Considerations Regarding Patrol Proactivity and Resource Needs

The overall patrol proactivity level should function as a barometer of potential resource capacity to handle workloads and be proactive, and different levels have varying implications for the effectiveness of an agency in being proactive at addressing public safety issues and engaging with the community. These considerations can be summarized as follows:

- As proactive time reaches severely low levels (**20% and below**), calls are frequently queueing, and response times are measurably becoming much higher, particularly for lower-priority calls for service. At these levels, proactive time is more a measure of how diminished the service level becomes, rather than one of the quality of proactive efforts.
- In agencies that are severely understaffed in patrol functions, and consequently have very little proactive time (**under 35% overall**), calls will often be held in queues as resources cannot handle the incoming workload. Proactivity also falls behind, as officers in such agencies would have little to no time to be proactive. When gaps do occur, the high rate of workload relative to available time can have a limiting factor on self-initiated generation, as officers avoid being tied up on a proactive activity such as a traffic stop in case priority calls for service occur.
- As proactivity increases (**around 35-45% overall**), the generation of self-initiated activity rapidly increases, as officers are able to deal with already-identified opportunities to proactively address issues in the community, some of which are prioritized and project-oriented engagements.
- Beyond those levels (**at least 45-50% overall**), depending on scheduling and deployment efficiency, the time available for proactive policing increases further, and opportunities to engage in self-initiated activity expand. However, the

number of priority needs for self-initiated activity (e.g., addressing narcotics activity) also decrease. Despite this, no limitations exist on the time that can be spent on activities such as saturation/directed patrols and community engagement activities.

It is also important to consider these proactive time thresholds not only within the context of overall proactivity, but also within each patrol district. This is because that is the level of organization that patrol staff are allocated to. Differences in staffing allocations can translate to fundamentally different service levels if the proactive time varies extensively.

(2) The Impact of Turnover on Staffing Needs

To determine staffing needs, it is also important to consider the number of vacancies that currently exist, as well as the rate of turnover. An agency will never be fully staffed, as there will always be vacancies occurring as a result of retirement, termination, and other factors. When these events occur, it takes a significant amount of time to recruit a new position, complete the hiring process, run an academy, and complete the FTO program before the individual becomes an on-duty officer. Given this consideration, agencies must always hire above the number needed to provide a targeted level of service.

The amount of 'buffer' that an agency requires should be based on the historical rate of attrition within patrol. Attrition can take many forms – if it is assumed that the majority of vacancies are carried in patrol staffing, a vacancy at the officer level in any other area of the organization would consequently remove one officer from regular patrol duties. Likewise, promotions would have the same effect, in that they create an open position slot in patrol. Not included, however, are positions that become vacant while the individual is still in the academy or FTO program, and they are not counted in our analysis as being part of 'actual' patrol staffing.

Given these considerations, based on the actual turnover experienced by MPD, **an additional 7.5% authorized (budgeted) positions should be added on top of the actual number currently filled (actual) positions in order to account for turnover**, while maintaining the ability to meet the targeted proactivity level. The resulting figure can then be rounded to the nearest whole number, assuming that positions cannot be added fractionally. It is worth noting that the number of officers needed without turnover is fractional, as it is an intermediate step in the calculation process.

It is important to note that the calculations do not take into account the effect of cumulative vacancies that are not able to be replaced and filled over a *multi-year* period. This is intended, as budgeting for additional staff does not fix recruiting, hiring, or

training issues. Instead, the turnover factor is designed to provide a balance against the rate of attrition, assuming new recruits can complete the academy and FTO program each year.

(3) Patrol Staffing Levels Required to Meet Service Level Objectives

With turnover factored in, patrol staffing needs can be calculated based on the goal of achieving a proactive time level of 35%. With current patrol workload having already been calculated at 430,624 hours over the course of 2021, staffing needs are based on the number of net available hours needed such that this amount of workload only represents 65% of net available time, with the other 35% as proactive time. Turnover is then factored in, at an additional 7.5% positions needed on top of the result of that calculation.

This calculation process is shown in the following table:

Calculation of Patrol Unit Staffing Needs

Total Workload Hours		430,624
Proactivity Target		35%
Staffed Hours Needed	=	662,498
Net Available Hours Per Officer	÷	1,563
Turnover Factor	+	7.5%
<hr/>		
<i>Patrol Units⁶ Needed</i>	=	456
Patrol Officer FTEs Needed	=	727

In order to achieve a proactive time level of 35%, after factoring in the recent turnover rate of 7.5%, a total of 727 patrol officer positions are needed. Currently, 595 patrol officer positions are filled, not including 26 vacancies, for a total of 621 *authorized* patrol officer positions. The 727 *authorized* positions needed to reach 35% proactive time represent an increase of 106 officer positions above current authorized (budgeted) levels.

In order to maintain adequate spans of control at a supervisory ratio of 1 sergeant per 8 officers, this would also require adding 13 additional sergeant positions.

To reach the upper end of the target proactive time range, at a 40% proactivity level, would require 788 patrol officer positions – 167 positions above the current authorized (budgeted) level.

⁶ Deployed car equivalents, which factors in the current proportion of one-officer cars versus two-officer cars.
Matrix Consulting Group

As proactive time levels increase further, there are diminishing returns to the effect that adding more patrol officers has on proactive time. The following chart visualizes this, showing the number of patrol officers to reach each increasing level of proactive time:



The target proactive time range of 35-40% is highlighted in blue. Clearly, given the exponential rise depicted in the chart, the best value for budgetary investment is now, with significant gains in adding resources to reach 35% proactive time.

Later in this chapter, the feasibility and effects of implementing a civilian CSO call diversion program are examined. Given the reduction in workload that is projected to occur from implementing that program, fewer officers would need to be added to reach the same level of 35% proactive time would be lower. If the CSO program is fully implemented as outlined in this report, 65 officers would need to be added instead of 106, and 8 sergeants would need to be added instead of 13.

Recommendations:

Increase staffing in patrol by 106 officer positions above current authorized (budgeted) levels in order to reach a proactive time level of 35%, resulting in a total of 727 officer positions allocated

regular patrol functions across the seven districts.

- *If the CSO program recommendation is implemented, only 65 additional officers are needed instead of 106 to reach the same proactive time level of 35%.*

In order to maintain patrol spans of control after increasing officer staffing, the number of sergeants assigned to regular patrol duties should be increased by 13, for a total of 119 sergeant positions.

- *If the CSO program recommendation is implemented, only 8 additional sergeants are needed instead of 13.*

4. Opportunities to Redeploy Personnel to Achieve More Equitable Service Levels

The staffing needs at an overall level are clear. Even with redeployment of personnel, more officers are needed to reach targeted proactive time levels. However, many of the most severe issues, in terms of proactive time at certain times of the day, inequities in service level by area of the city, can be mitigated through reallocation and reconfiguration of shift schedules. The following sections examine these opportunities.

(1) Variation in Proactive Time by Hour

As shown previously, while proactive time is insufficient on an overall basis, proactive time levels are much more severe at certain times of the day:

Proactive Time by Hour and Weekday

	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Overall
2am–6am	24%	48%	52%	45%	45%	42%	31%	41%
6am–10am	28%	21%	20%	21%	21%	21%	26%	22%
10am–2pm	21%	13%	17%	17%	23%	17%	25%	20%
2pm–6pm	29%	23%	29%	25%	32%	30%	32%	32%
6pm–10pm	22%	18%	22%	25%	24%	21%	24%	22%
10pm–2am	-4%	3%	18%	4%	12%	-2%	1%	20%
Overall	24%	24%	29%	26%	30%	25%	26%	26%

The late morning to early afternoon period has somewhat lower proactive than the other time periods, dropping to as low as 13% on Monday.

The most severe time period, however, is from 10:00PM to 2:00AM, where proactive

time drops into the negative values on two days, or the low single digits on most other days of the week. During these time periods, there is simply more workload being generated than there is capacity to handle it, resulting in calls queueing, limited backup availability, and essentially no proactive policing. Given disparities in service levels by district, these issues are further exacerbated.

With an overall proactive time level of 26% indicating insufficient resources across the board, there are certainly limited opportunities to redeploy staff. However, certain strategies could potentially mitigate some of the most severe service level issues. These will be explored in the next subsection.

(2) Potential Redeployment Strategies to Optimize Proactive Capabilities

In examining opportunities to redeploy staff, two levels of analysis are critical: Where there are shortages, as well as the magnitude of those shortages, and secondly, where there are 'surplus' resources above the base level needed. Of course, these 'surpluses' are not true surpluses in that the level of service is not excessively high, nor does it imply that there is no benefit gained in having that many officers on duty. Instead, they simply indicate where the level of service exceeds the target set and there is some room to redeploy resources to times where they are needed far more in order to correct a severe service level deficiency.

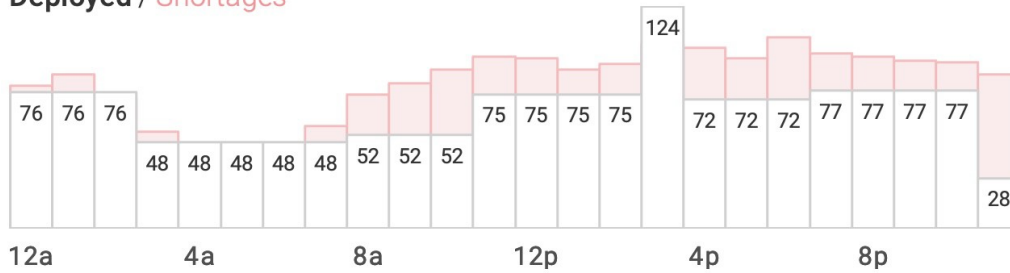
The following pair of charts illustrate this idea by showing two comparisons:

- **Deployed officers versus shortages:** Depicts the number of officers scheduled (in white columns with text) versus what is needed to reach 40% proactive time (**red-shaded columns**).
- **Needs versus surpluses:** Displays the number of officers that need to be scheduled to reach 40% proactive time (white columns with text), versus where the number currently scheduled exceeds that amount (**green-shaded columns**).

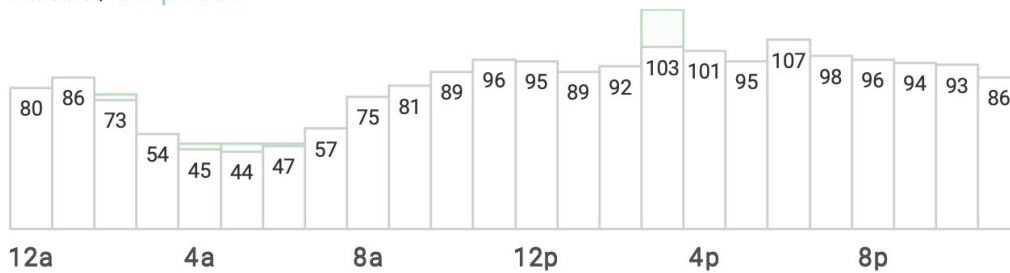
The charts factors in net availability and actual patrol workload, in order to provide a quick visualization of where the needs are versus where there is room to redeploy, as shown below:

Current Scheduled Deployment vs Officers Needed to Reach 40% Proactive Time

Deployed / Shortages



Needs / Surpluses



Of course, the late night/early morning hours where ‘surpluses’ are depicted reflect times where the primary concerns in staffing are for officer safety and emergency response capability, as workload levels are relatively low then.

There is certainly no way to redeploy staff that would alleviate these staffing shortages, as demonstrated by the low overall proactive time. However, it is evident that the shortages are significantly greater at certain times than they are at others, which demonstrates that steps can be taken to mitigate the most severe issues. This is exemplified by proactive time reaching very low levels during the nighttime, while staying mostly within the 17-30% range during the daytime. Rebalancing staff can help alleviate these issues.

While the effects of 25-30% proactive time, such as not having time to be proactive or engage with the community, are not ideal, the effects of -5-10% proactive time are much greater – calls queuing, longer response times, less backup availability. Thus, it is better for all hours to be at 20-25% than it is for some to be at 30% and others at -5 to 10%.

There are, of course, limitations to this reasoning. Late night and early morning proactive time will always be higher, as there is little activity occurring relative to the number of staff needed to maintain officer safety and emergency response capabilities – the primary concerns during those hours.

The most severe issue identified in the previous chart is the extreme shortage of officers from 11:00PM to 12:00AM. The cause of this is identifiable from the current shift start and end times alone:

Current Shift Start and End Times

Team	Start	End
Day	0800	1600
Early Power	1100	1900
Early	1500	2300
Late Power	1900	0300
Late	0000	0800

The Early shift ends at 2300 (11:00PM), but the Late shift does not start until 0000 (12:00AM), leaving just the Late Power shift on duty. Within this gap, officers are considerably understaffed.

The Early shift begins at 1500, with a one-hour overlap taking over from Day shift, which ends at 1600. This one-hour overlap, however valuable, comes at the cost of a one-hour *gap* at the end of the shift.

Fixing this issue by moving the start time of Early shift one hour later to 1600, which would have it end at 0000, would eliminate the gap before the start of Late shift that currently causes extreme resource deficiencies during that time.

This change should be prioritized, as it will significantly mitigate severe service level issues. Without this change, there is not a simple staffing fix, as the base problem is that only one shift team is on duty for that hour, while other hours on either side of a high-workload time of day have two shift teams.

Outside of the 11:00PM – 12:00AM gap, the shortages are relatively even in their severity. The morning hours – particularly 8:00- 10:00AM – do have moderately lower proactive time, however. This could be addressed by transferring some officers from the Late Power shift (where, after making the previous change, resource deficiencies would be the *least* severe) to Day shift. A relatively minimal transfer of officers – 1 each per district – would be sufficient to balance out proactive capabilities.

To improve evening capabilities, one further officer could be taken in each district from Late Power to Early shifts. Otherwise, the early nighttime hours attain have a moderate surplus relative to other times of the day after eliminating the coverage gap previously.

The following proactive time charts demonstrate the effects of making the changes:

Current Schedule

After Schedule Tweaks

	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Mon	Tue	Wed	Thu	Fri	Sat
2am-6am	24%	48%	52%	45%	45%	42%	31%	22%	47%	51%	44%	44%	41%	31%
6am-10am	28%	21%	20%	21%	21%	21%	26%	31%	24%	23%	25%	24%	24%	26%
10am-2pm	21%	13%	17%	17%	23%	17%	25%	25%	17%	21%	21%	27%	21%	25%
2pm-6pm	29%	23%	29%	25%	32%	30%	32%	25%	19%	24%	21%	28%	26%	32%
6pm-10pm	22%	18%	22%	25%	24%	21%	24%	21%	16%	20%	23%	22%	19%	24%
10pm-2am	-4%	3%	18%	4%	12%	-2%	1%	21%	27%	37%	27%	35%	23%	1%
Overall	24%	24%	29%	26%	30%	25%	26%	24%	24%	29%	26%	30%	25%	26%

These changes would improve the distribution of resources by time of day, better equalizing proactive capabilities and mitigating some of the most severe issues. Of course, the redeployment changes do not solve the overall question of inadequate resources – only diverting workload and/or adding staff can accomplish that.

Recommendation:

Change the start time of the Early shift to one hour later in order to address a coverage gap after it ends, making the new shift hours 1600 – 0000 (4:00PM to 12:00AM).

Transfer one officer from the Late Power shift in each district to Day shift teams in order to balance staff capacity and proactive time capabilities.

Additionally, transfer one officer from the Late Power shift in each district to *Early* shift teams in order to balance staff capacity and proactive time capabilities.

(3) Differences in Proactive Time by District

In the same sense that proactive time, representing patrol staffing’s capacity to handle workloads and retain the ability to be proactive, varies by hour and day of week, it also varies by district.

The following table shows workload hours and proactive time by district:

Workload and Proactive Time by District

	Total Workload Hours	% Proactive Time
District 1	41,031	47.5%

District 2	58,644	25.0%
District 3	73,483	25.4%
District 4	70,679	9.6%
District 5	62,846	12.6%
District 6	35,412	55.6%
District 7	87,091	11.5%

The variation in workload is not problematic as long as the staffing in each district is allocated proportionally to its workload. This is because there is a direct relationship between each district's level of proactive time and the ratio of workload hours per officer. Districts with higher workload levels relative to the number of officers assigned will have significantly lower proactive time levels.

However, this is not the case currently, as evidenced by the following table:

Resource Allocation Efficiency by District

District	# Officer FTEs	Workload Hours	Workload Hours Per Officer	% Proactive Time
District 1	65	41,031	631	48%
District 2	91	58,644	644	25%
District 3	109	73,483	674	25%
District 4	80	70,679	883	10%
District 5	83	62,846	757	13%
District 6	72	35,412	492	56%
District 7	95	87,091	917	12%

Note that officer FTEs is used as opposed to the number of patrol units (patrol cars).

The differences in proactive time by district indicate extraordinary service level inequities by area of the city.

- High proactive time levels, such as in District 1 (48%) and District 6 (56%), indicate that officers have quick response times to lower-priority calls for service, conduct proactive policing, and are able to engage with the community.
- In districts where proactive time is severely low, such as in District 4 (10%), District 5 (13%), and District 7 (12%), the reverse is true – response times will be higher, officers cannot conduct proactive policing, and have little time if any to engage

with the community.

Ultimately, variations in proactive time reflect fundamentally different experiences in terms of patrol level of service depending on which area of the city the call takes place in.

(3) Opportunities to Reallocate Staff to Improve Service Level Equity

While there are significant overall resource needs, as evidenced by the 26% overall proactive time level, the inequities in proactive time levels can be corrected with existing resources.

To prevent service level inequities, the number of officers allocated to each district should be proportional to the workload they handle. This ensures that proactive time is equal and consistent throughout the city.

Correcting these issues requires workload to be measured by district. For a simplified analysis, the number of calls of service can be used instead. Once workload is measured both overall and by district, the process for reallocation contains the following steps:

- A total of 429,186 hours of patrol workload were handled throughout the city.
- At the time of the analysis, there were 595 officers.
- Dividing the 429,186 total workload hours by the 595 officers results approximately 721 hours of workload per officer.
- This informs us that, in order to equalize service levels and improve equity, each district should be staffed such that there are 721 workload hours per officer.
- Thus, the number of officers needed to reach this level can be calculated by dividing the total number of workload hours in each district by 721.
- The resulting figures represent the number of officers that each district needs to maintain and equalized level of service.

The following table displays these calculations:

Reallocation Process to Equalize Patrol Service Levels

District	Curr. # of	Curr. Workload	Equalized Workload	Resulting #	+/-	% Proactive
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	Officers	Hrs. Per Officer	Hrs. Per Officer	of Officers	Change	Time
District 1	65	631	721	57	- 8	26%
District 2	91	644	721	81	- 10	26%
District 3	109	674	721	102	- 7	26%
District 4	80	883	721	98	+18	26%
District 5	83	757	721	87	+4	26%
District 6	72	492	721	49	- 23	26%
District 7	95	917	721	121	+26	26%

In some cases, the changes needed are significant – District 6, for instance, would lose 23 officers, while District 7 would gain 26 officers. These changes are needed, and their magnitude is reflective of the extraordinary service level inequities that exist today. And importantly, these changes would not eliminate the need to add officers to improve service levels overall. *The goal must be to raise all districts to the 35-40% proactive time range.*

This process should be repeated periodically in order to adjust for fluctuations in recruitment classes and retirements, as well as to reflect changes in activity levels by area of the city. Many departments that have such a process for balancing staffing levels conduct this adjustment at the shift bid process, whereby the number of slots in each district are based on an analysis of call for service workloads.

Recommendations:

Reallocate the current balance of officers assigned to each district in order to address inequities in service levels by district. The 595 filled officer positions in regular patrol assignments should be reallocated as follows:

- District 1: 57 officers
- District 2: 81 officers
- District 3: 102 officers
- District 4: 98 officers
- District 5: 87 officers
- District 6: 49 officers
- District 7: 121 officers

Repeat the patrol reallocation process periodically, such as during the shift bid process. Officers should be assigned to each district proportionally based on community-generated workload.

4. Feasibility of Implementing Alternative Response Strategies

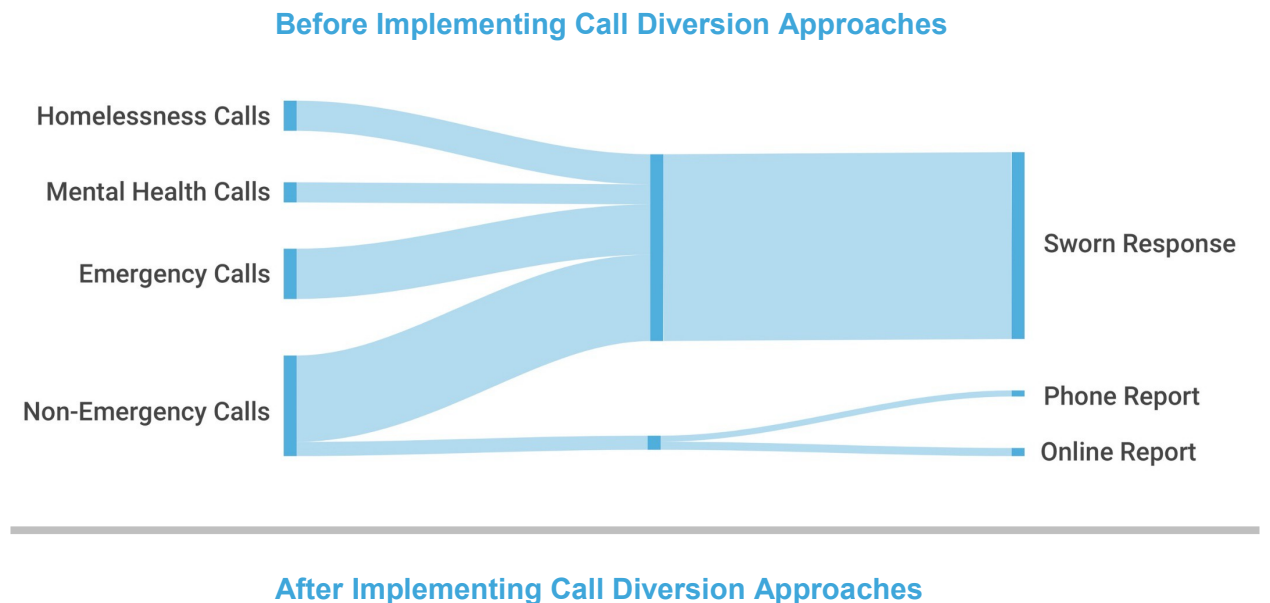
The following sections examine opportunities to divert calls for service from sworn patrol response to other means, allowing service levels to be improved with limited resources, while also providing the potential for quicker responses to lower-priority calls for service.

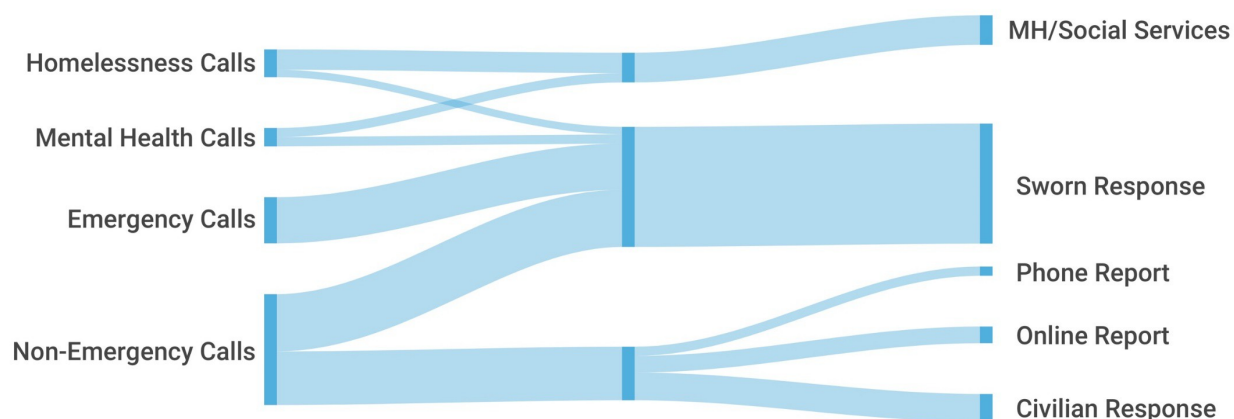
(1) Overview of the Call Diversion Framework

In recent years, more and more has been asked of police officers. Police have been called to function as social services in responding to issues of homelessness and mental health issues, and serve numerous other roles beyond what was expected in the past. At the same time, service level expectations have not diminished. Perhaps more than ever, police have been asked to respond to minor, non-emergency calls such as non-injury accidents, and calls that simply do not need to be not law enforcement matters.

Although this analysis focuses on establishing a civilian field responder classification to handle low-priority calls for service, it is critical to stress that this is part of a greater picture of call diversion. Reducing police workload involves using not only civilian field responders, but emphasizing and expanding phone and online reporting, as well as specialized teams to handle calls revolving around homelessness and mental health issues.

The following pair of diagrams provide an illustrative model for how call diversion can reduce the involvement of police in handling certain types of workload, handling those calls through other means instead:





Reducing patrol workload through an array of different approaches can free patrol officers' time to focus on the types of activities that benefit most from their skillsets, such as proactive policing, responding to emergency calls for service, and engaging with the community.

This chapter examines the feasibility of implementing call diversion, particularly through the establishment of a civilian field responder that can handle lower-priority calls for service.

The comparative survey indicated that there is significant potential for such a program in large metropolitan police departments, as Austin, Indianapolis, and Sacramento, among others, have similar programs.

To determine the number of calls in Milwaukee that could feasibly be handled by a civilian field responder, the project team examined the same CAD dataset used for the patrol, examining only incidents that have been identified as community-generated calls for service handled currently by patrol officers.

(2) Building a Call Diversion Program Based on the Experience of Other Agencies

Before the scope of such a program can be determined in Milwaukee, it is critical to first examine what the scope would actually be comprised of – in terms of which calls the civilian responders could feasibly handle, and how this translates to the call types used in MPD CAD data.

To better inform the call diversion analysis, the project team used comparative data from other agencies that deploy civilian CSOs (i.e., civilian call responders) to handle calls for service in the field. In each of these agencies, CAD data has been analyzed using the same methodology in order to provide for a more level analysis.

While agencies can have vastly different approaches to categorizing calls, many of the types of calls relevant to this analysis are largely congruent across datasets, with differences mainly affecting the striation of severity between call subtypes (e.g., minor and major injury accident categories).

To ensure that this is the case, agencies were selected that are in the same state, partly for their similarity in call types, since many reflect penal code numbering systems. Nonetheless, some aggregation of call types was needed in order to group calls under the same broad categories. For instance, one CAD database may have a call type for “Missing Juvenile” but not “Runaway Juvenile”, while others have distinct call types for both. On the issue of a different state being used, it should be noted that civilian responders would not require arrest or citation powers for the call types in question, thus removing some legal complexity in terms of the state they would be operating in.

The following table summarizes the results of this comparative analysis, showing percentage of calls that were diverted to CSOs in each agency by type of call:

% of Calls Handled by CSOs During Their On-Duty Hours

Type	Fremont	Rancho Cordova	Roseville	Mountain View	West Sacramento	Avg.	Max
Traffic Hazard	50%	11%		50%		37%	50%
Theft	25%	41%	39%	35%	53%	39%	53%
Accident (Non-Inj.)	20%	22%	14%	42%		25%	42%
Theft From Vehicle	65%	41%	56%	46%	66%	55%	66%
Auto Theft	66%	45%	42%	55%	62%	54%	66%
Recovered Stolen	65%	44%	35%	58%	21%	45%	65%
Lost/Found Property	70%	18%	47%	67%	50%	50%	70%
Graffiti	56%		80%		50%	62%	80%
Vandalism	15%	20%	37%	47%	49%	34%	49%
Runaway/Missing	50%	25%	40%	48%	37%	40%	50%
Burglary-Residential	60%	38%	39%	52%	50%	48%	60%
Burglary-Comm.	74%	60%	39%	60%	50%	57%	74%
Fraud		15%	33%	49%	63%	40%	63%
Parking Complaint	82%		27%	70%		60%	82%
Grand Theft		21%	31%	30%	59%	35%	59%
Accident (Min. Inj.)	16%	15%	12%	47%		23%	47%
Property Pickup		12%		93%		53%	93%

Type	Fremont	Rancho Cordova	Roseville	Mountain View	West Sacramento	Avg.	Max
Diversion Rate	20%	11%	10%	29%	12%	16%	29%

From this analysis, it is clear that there are prevailing practices and significant precedent for a wide range of calls to be handled by civilian responders as an alternative. This includes many calls involving the report of crimes, such as burglaries (cold only/past tense), fraud, and theft incidents; as well as a number of process-oriented workloads such as events involving lost/found property or recovered stolen property.

The common traits among the selected call types principally include the following:

- Lack of on scene suspects/perpetrators; consequently, low risk involved.
- Lack of two conflicting parties (such as in a domestic incident).
- Arrests do not need to be made in responding to the call.

The maximum values are most relevant in this analysis, as they should be the upper potential for call diversion. Lower values could largely be due to insufficient numbers of CSOs on duty, rather than their eligibility to handle the call if another agency is able to divert a much higher percentage.

(3) Analysis of Call Diversion Potential

Based on the comparative analysis of other departments that deploy CSOs to respond to lower priority calls for service, the project team conducted an analysis of the feasibility of implementing program with similar scope in Milwaukee.

MPD call types were mapped against the categories used in the comparative analysis, with percentages assigned that reflect rounded values from the upper potential (max) values of the comparative agencies. Translating the categories into the call type categorization MPD uses, the relevant calls are highly similar to those used in the comparative context. The following table categorizes them into broader groups, and lists their matching diversion percentage based on the comparative data:

Milwaukee Call Types Identified for Diversion

Category	Incident Type	% Divertible
Missing Person	MISSING REPORT	50%
	MISSING PERSON CHECK	50%
	MISSING RETURN	50%
Parking/Minor Traffic	PARKING TRB	80%

Category	Incident Type	% Divertible
	TRAFFIC HAZARD	50%
	ACCIDENT PERSONAL INJURY	45%
	ACCIDENT PROP. DAMAGE ONLY	40%
Property Logistics	PROPERTY PICKUP	90%
	ABANDONED/STOLEN PROPERTY	70%
	RECOVERED STOLEN VEHICLE	65%
Report Call	STOLEN VEHICLE	65%
	THEFT VEHICLE	65%
	FRAUD	60%
	PROPERTY DAMAGE	50%
	THEFT	50%
	GRAFFITI	50%

Importantly, it is also worth considering that agencies allow many of these call types to be reported online, such as non-injury accidents, thefts, thefts from vehicles, and property damage. The effectiveness of diversion can be increased by allowing for a spectrum of different parallel approaches, rather than relying on one method.

Nonetheless, as noted earlier, these percentages represent the maximum potential for diversion, rather than what is likely to take place based off of staffing, deployment, and other factors.

Using these percentages, MPD CAD data (covering the same time period used for the patrol analysis) can be used to identify how this potential translates into workload being diverted from patrol officers. The following table presents the results of this analysis:

Estimated Potential for Non-Emergency Call Diversion in Milwaukee

Incident Type	# CFS	% Diverted	# Diverted	Avg. HT	Workload Hrs. Diverted
ACCIDENT PROP. DAMAGE ONLY	6,792	40%	2,717	83.0	3,759
PROPERTY DAMAGE	5,992	50%	2,996	75.2	3,757
STOLEN VEHICLE	5,521	65%	3,589	101.9	6,093
THEFT	5,803	50%	2,902	75.5	3,653
THEFT VEHICLE	3,731	65%	2,425	89.8	3,628
ACCIDENT PERSONAL INJURY	2,970	45%	1,337	128.9	2,873
TRAFFIC HAZARD	2,350	50%	1,175	53.9	1,055

Incident Type	# CFS	% Diverted	# Diverted	Avg. HT	Workload Hrs. Diverted
ABANDONED/STOLEN PROPERTY	1,291	70%	904	78.7	1,186
RECOVERED STOLEN VEHICLE	272	65%	177	88.6	261
MISSING REPORT	240	50%	120	99.7	199
PROPERTY PICKUP	856	90%	770	60.5	777
MISSING PERSON CHECK	911	50%	456	55.8	424
PARKING TRB	200	80%	160	44.1	118
GRAFFITI	60	50%	30	66.5	33
FRAUD	115	60%	69	97.8	112
MISSING RETURN	152	50%	76	72.5	92
Total	37,256	–	19,903	84.5	28,022

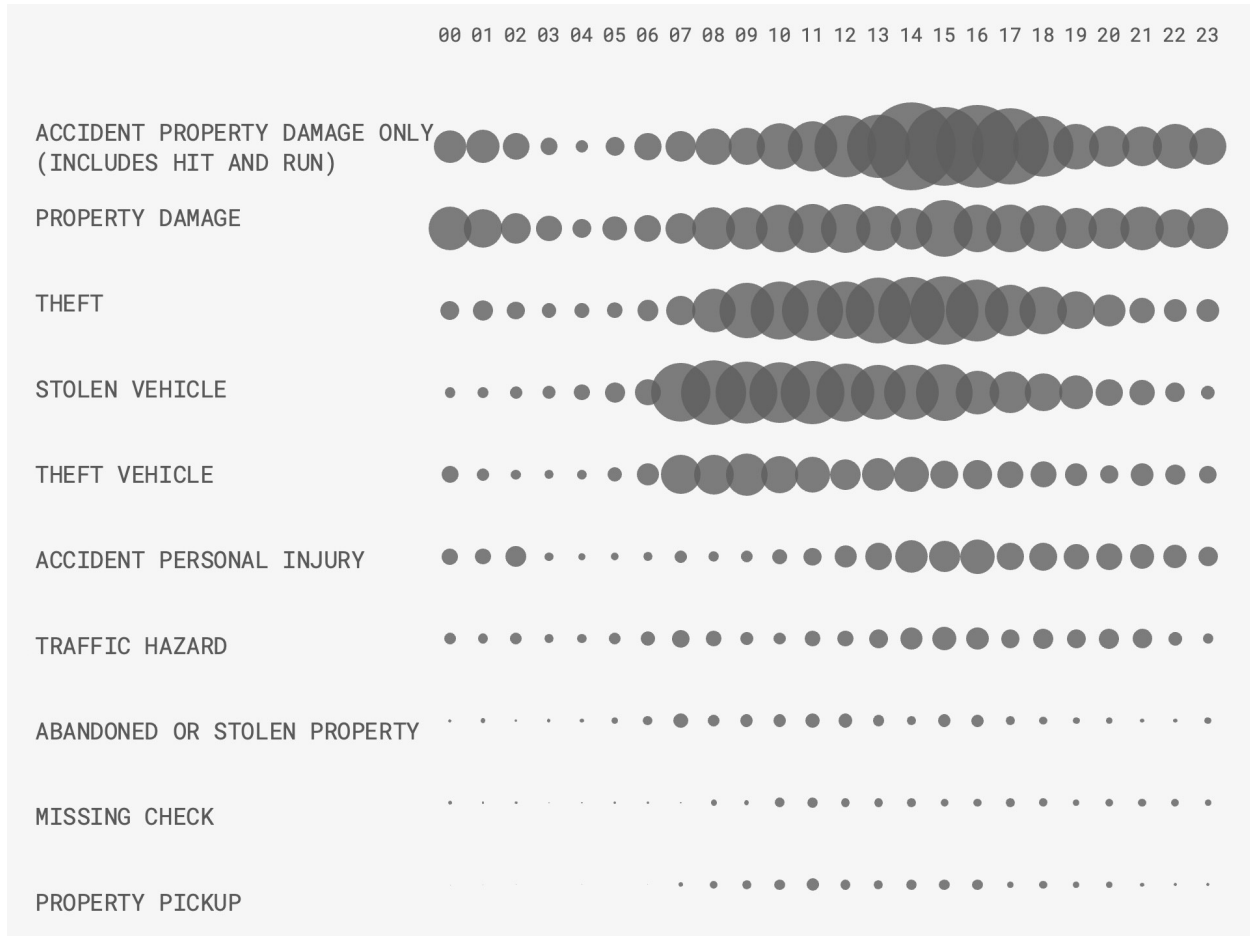
This analysis demonstrates that, based on the experience of other agencies, up to 19,903 calls for service could be diverted to civilian response. This represents about 9% of all calls handled by the department – an exceptional result that would have significant effects on patrol service levels.

The identified calls represent 28,022 workload hours, the diversion of which would reduce the workload handled by patrol officers and increase their ability to be proactive and engage with the community, as well as work towards addressing service level inadequacies and inequities throughout the city. In isolation – without considering the effect of other recommendations, such as staffing level changes – **diverting 9% of all calls for service would increase patrol proactive time from 26% to 31%, significantly improving service levels.**

To realize the potential for call diversion, the analysis must consider how such a program would be staffing and deployed. It would not be feasible for call responders to operate on a 24-hour basis, and so the hourly frequency of the identified call types is a critical area to examine.

The following chart provides a visualization of this by proportionally scaling hourly activity by call type, relative to the percentage of calls that are estimated to be divertible:

Hourly Frequency of Calls Identified for Diversion



Clearly, many of the call types have fairly well-defined ranges for when they are most likely to occur. From around 7:00AM until 11:00PM, a 16-hour period, most of the call activity can be captured. Conveniently, this time range can also be divided into two 8-hour shifts – a day shift from 7:00AM until 3:00PM, and a swing shift from 3:00PM to 11:00PM. This configuration decreases the complexity of deployment considerations, allowing for a more efficient staffing configuration to be used.

During the first half of this period (i.e., what would be the day shift), divertible call frequency averages around 2.96 calls per hour. Activity is somewhat slower in the second half (i.e., the swing shift), averaging about 5.56 calls per hour. With call handling times at around 84.5 minutes per call overall, more civilian call responders would need to be deployed than there are calls per hour.

The following table outlines the staffing calculations for civilian call responders based on a two-shift configuration, assuming a utilization rate of 75% (the percentage of net available on-duty hours that are spent handling calls):

Civilian Call Responder Staffing Calculations
 Matrix Consulting Group

	Day	Swing
# Diverted Calls	8,654	7,461
Diverted Workload Hrs.	12,184	10,504
% Utilization	75%	75%
Hours to Staff	16,246	14,006
Net Available Hrs. / FTE	1,680	1,680
FTEs Needed	10	9

In total, 19 civilian call responders would be needed citywide to staff the program and achieve significant diversion of calls for service and improve patrol service levels across the city. Four of the 19 positions needed would function as working leads, with operational supervision retained by on-duty patrol sergeants.

Recommendations:

Create a CSO (Community Service Officer) Responder classification to respond to certain types of low-priority calls for service that do not require a sworn officer to respond.

Increase staffing of the newly created CSO Responder classification by 19, and deploy staff on two 8-hour shifts: A day shift beginning at 0700 and a swing shift from 1500.

(4) Online Reporting

The Milwaukee Police Department recently launched an online reporting system (Police to Citizen, or “P2C”). It allows reports to be made online without an in-person police response for a few different types of calls for service, including minor thefts, minor vandalism, and lost property.

This is a significant step forward in the right direction, and has the potential to be highly effective in diverting calls for service from sworn response that do not require an officer to respond in person.

Not only does this reduce workload, but for many community members, it is a higher level of service. Requesting police help through 911 or the non-emergency number, waiting for police response – particularly during busy times of day – and then talking with the officer on scene can take time. For many people, if the option were there to use a simple online form to achieve the same effect of reporting the incident and obtaining a police report number, this option would be highly preferable.

While the department’s efforts are worthy of praise, it is critical that these efforts

continue and be expanded. The range of calls eligible for online reporting lags behind many other agencies with the service, including other counterparts in Wisconsin:

Comparison of Calls Eligible for Online Reporting

Milwaukee

Theft (*valued at less than \$2,500*)

Vandalism/Damage to Property (*valued at less than \$2,500*)

Lost Property

Madison

Annoying/Obscene Phone Call

Check Person

Check Property

Civil Dispute

Damage to Property

Forgery

Fraud/ ID Theft

Information

Landlord/Tenant Trouble

Lost Property

Neighbor Trouble

Stolen Bicycle

Stolen License Plates

Suspicious Person

Suspicious Vehicle

Theft

Theft From Auto

Threats Complaint

Worthless Checks

This underscores the idea that, based on what other Wisconsin agencies deem eligible, it is possible for MPD to widen the scope of calls eligible for online reporting. This should be prioritized, particularly given the current issues with patrol staffing.

Given their synergistic effect towards achieving greater diversion of calls for service, the civilian responder program should be conducted in conjunction with expansion of the new online reporting system. Although marketing efforts have been conducted in multiple languages, including Spanish and Hmong, the actual online reporting system itself is available only in English. This should be corrected in order to widen accessibility to the service.

Efforts should also be taken to improve the search engine optimization (SEO) functionality of the online reporting page. Searching on Google for “Milwaukee police

online reporting” does not return the page. This is a critical issue for the page to be accessible, as it is a primary means by which community members will seek to find the page.

Recommendations:

Expand the list of incident types eligible to be reported online.

Make the online reporting page available in Spanish and Hmong in order to widen accessibility to the service.

Improve the search engine optimization (SEO) functionality of the online reporting system.

(5) Response to Mental Health and Homelessness Calls

A specialized civilian-led team could be formed to handle lower and medium-priority, non-emergency calls centered around mental health and homelessness-related issues. In particular, such a unit would focus on calls that do not require sworn officers to respond to – but that are out of scope of the civilian call diversion program.

The department already has the CART Unit, which pairs officers with county mental health officials to respond to in progress mental health emergencies. The establishment of a *civilian* community response unit would be designed to handle the bulk of calls involving mental health and homelessness that are not necessarily acute emergencies requiring a co-response triage, but that currently take up a significant amount of patrol workload.

Alternative response models that have significant precedent around the country, having been pioneered by the Eugene CAHOOTS team in the late 1980s. The types of calls that such a unit would be tasked with handling often involve a nexus between needs for mental health services, connection to homeless services, and

In addition to other approaches such as civilian call responders and the expansion of online reporting, implementing a specialized response to certain types of calls for service can further divert calls for service from patrol response, as well as provide a higher level of service in areas where specialized alternative approaches can prove effective. Particularly, response to events involving mental health issues, as well as those centered around the experience of homelessness, have received national focus over the past several years. With police officers having been asked to increasingly function as social workers, implementing a separate team with these specific skillsets offers an opportunity to reframe the scope of what is asked of police officers.

Community response teams are an effective strategy for providing a specialized response to non-life threatening calls involving homelessness and mental health issues,

diverting a significant percentage away from sworn response. This approach has been implemented with great success in a number of cities, such as Eugene ([CAHOOTS](#) program) and Portland ([Portland Street Response](#)) in Oregon.

Despite frequently responding to mental health and homelessness-related events, the Eugene CAHOOTS team requested backup in only 0.6% of the roughly 24,000 calls they responded to in 2019. Nonetheless, it should be acknowledged that diverting these types of calls to civilian response does not entirely remove the need for police presence at these events, particularly the more critical incidents involving an individual engaged in or appearing to display a propensity to commit violent acts.

This requires the team to include several different roles:

- A field clinician that is trained to respond to events involving behavioral health issues.
- An EMT-trained responder that can provide basic medical care and administer naloxone (Narcan) in emergency situations.

Given these considerations, teams of two can be established, staffed by a field clinician and an EMT working in an assisting role. Each team would use one vehicle designated for the purpose, which should be outfitted similarly to a patrol vehicle in terms of the hardware installed, but should be kept visually distinct in order to not cause confusion.

There are not specific incident type codes or flags that correspond to events where mental health issues are involved or that a civilian would be able to respond to. Instead, the analysis models the incident types that *most likely correspond* to the types of events that a community response team could potentially respond to. As with the civilian call diversion analysis, estimates must be made based on the percentage of calls that a mobile response team could potentially respond to. This is done based on the experience of the project team, which includes former sworn law enforcement personnel.

The following table identifies the types of calls that most likely correspond to those eligible for a community response team to handle, and the percentage of those calls that could be diverted:

Call Diversion Potential for a Mental Health Community Response Team

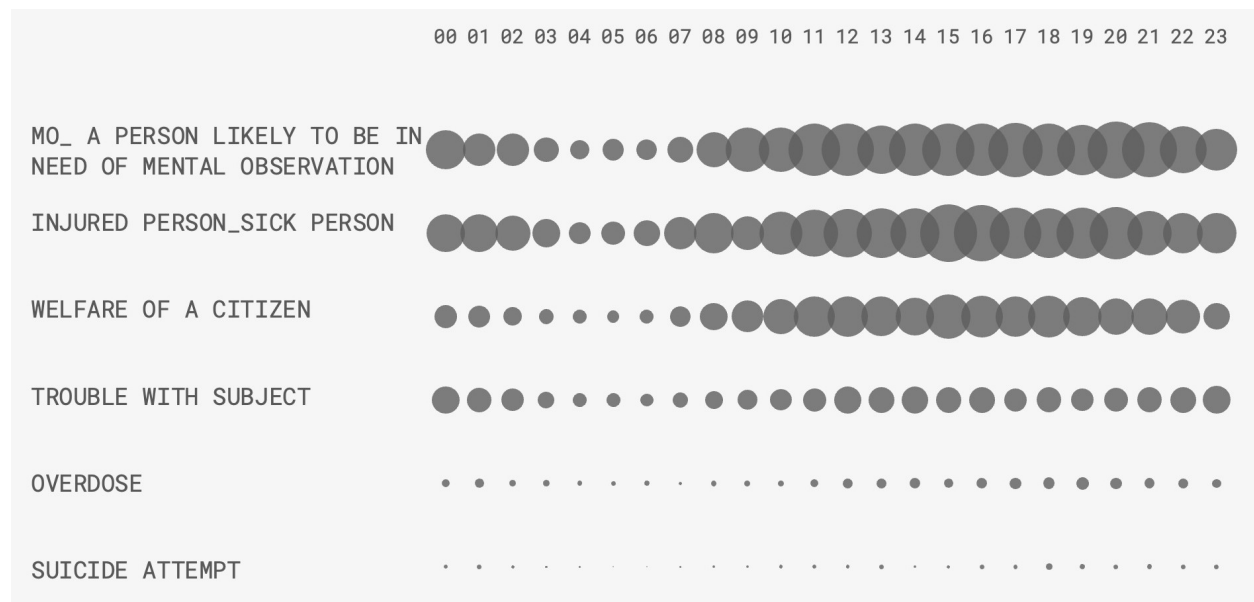
Incident Type	# CFS	% Diverted	# Diverted	Avg. HT	Workload Hrs. Diverted
PERSON IN NEED OF MENTAL OBS	6,346	95%	6,029	79.7	8,007
INJURED PERSON_SICK	7,034	85%	5,979	67.7	6,744

PERSON					
TROUBLE WITH SUBJECT	21,333	15%	3,200	47.2	2,519
WELFARE OF A CITIZEN	17,565	25%	4,391	50.4	3,687
OVERDOSE	1,503	80%	1,202	90.7	1,818
MEDICAL RUN	1,632	20%	326	209.7	1,140
SUICIDE ATTEMPT	1,032	50%	516	132.0	1,135
Total	56,445	–	21,643	69.4	25,050

Even if only half of this workload is completely diverted from sworn response (i.e., not requiring backup), such a team would have a significant effect on patrol proactive time, by freeing up patrol officers to focus on other workloads.

The workload is surprisingly constant by hour of day, dropping to lower levels for only about a four-hour period in the late night and early morning hours:

Hourly Frequency of Community Response Team Proxy Calls



The wide spread of activity that could be handled by community response units suggests that an approach featuring multiple shifts would be needed to adequately met service demand.

A critical reason underlying this need is in the organizational change needed to support the deployment of such a unit. If the community team is only available on certain hours and a limited set of days, it is difficult to engrain sending the community units in place of

sworn officers as a standard practice, even during the hours they are on duty. For operational strategy to fundamentally change for mental health and homelessness-related calls, a clear direction must be set to prioritize sending the community units if certain are criteria met.

Under a model with teams operating 20 hours per day, a 10-hour shift schedule would work most effectively. To staff the night shift, a shift pay differential could be used to incentivize hiring for the position.

With a 10-hour schedule configuration, at least two teams per shift would be required to have staffing seven days per week. Consequently, at least four teams are needed to achieve a general staffing of one team on duty. However, given call activity levels, as well as the need for backup in terms of leave and other net availability factors, more than one team should be scheduled to be on duty at a time.

Using the same selection of proxy calls identified for potential diversion to community responders, the following table shows that, for almost all hours of the day, two to three eligible calls are occurring per hour throughout the city:

Hourly Frequency of Calls Identified for Community Response Diversion

Hour	Total/Year	Avg./Day
00	846	2.3
01	787	2.2
02	716	2.0
03	565	1.5
04	465	1.3
05	473	1.3
06	496	1.4
07	608	1.7
08	797	2.2
09	848	2.3
10	936	2.6
11	1,067	2.9
12	1,104	3.0
13	1,082	3.0
14	1,088	3.0
15	1,165	3.2
16	1,161	3.2
17	1,122	3.1
18	1,147	3.1
19	1,099	3.0
20	1,128	3.1
21	1,073	2.9

Hour	Total/Year	Avg./Day
22	979	2.7
23	900	2.5

In order to establish a service that is readily available for response 20 hours per day, 7 days per week, at least two teams are needed on each of the two shifts. To cover the entire week, these needs are multiplied by two, for a total of eight community response teams. Given that each team is comprised of one field clinician and one EMT, this represents a staffing need of 8 clinicians and 8 EMTs. They would operate with 8 vehicles, 8 radios, and 8 computers, among other equipment needs.

There are, of course, numerous steps in the process for implementation. Classifications must first be written for these positions, policies must be written in support of the units, dispatchers must be trained, equipment purchased, and so forth. A strategy must also be established that delineates between the priority for which type of unit is sent – patrol, the community response teams, and existing co-response teams for mental health issues. Establishing such a team will require a dedicated organizational focus and a financial commitment from the city to fund the program.

Recommendations:

Create an all-civilian Community Response Team that diverts non-life threatening calls for service from sworn response to teams comprised of a field clinician and an EMT. The unit would be designed to complement the CART Unit by handling the bulk of less severe calls involving mental health and homelessness-related issues.

Create 8 Community Response Teams that operate 10-hour shifts, enabling two units to be scheduled at a time 20 hours per day, seven days per week.

Establish a civilian EMT classification for the Community Response Team, and increase staffing in that role by 8 positions.

Establish a civilian Field Clinician classification for the Community Response Team, and increase staffing in that role by 8 positions.

5. Patrol Self-Initiated Activity

The analysis to this point has focused exclusively on the reactive portion of patrol workload, consisting of community-generated calls for service and related work. In the remaining available time, which is referred to in this report as proactive time, officers are able to proactively address public safety issues through targeted enforcement, saturation patrol, community engagement, problem-oriented policing projects, and other activity. Equally critical to the question of how much proactive time is available is how

and whether it is used in this manner.

There are some limitations on how the use of proactive time is measured, however. Not all proactive policing efforts are tracked in CAD data, such as some informal area checks, saturation patrol, miscellaneous field contacts, and other types of activity. However, many categories of officer-initiated activity are nonetheless recorded, such as traffic stops, predictive policing efforts, and follow-up investigations.

Nonetheless, CAD data does provide for a significant portion of officer-initiated activity to be analyzed to examined for how utilized uncommitted time is for proactive policing.

(1) Self-Initiated Activity by Hour and Weekday

Self-initiated activity displays different hourly trends compared to community-generated calls for service, as illustrated in the following table:

Self-Initiated Activity by Hour and Weekday (Patrol Units Only)

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total
12am	687	767	740	759	925	823	736	5,437
1am	797	924	1,013	1,022	1,132	1,047	915	6,850
2am	602	673	810	802	832	742	694	5,155
3am	328	470	572	513	531	551	391	3,356
4am	290	449	550	545	529	541	376	3,280
5am	303	481	533	529	591	602	381	3,420
6am	341	470	530	531	541	509	386	3,308
7am	268	319	366	374	344	342	307	2,320
8am	363	441	452	570	452	477	323	3,078
9am	371	450	465	541	471	495	360	3,153
10am	337	418	476	576	448	464	313	3,032
11am	490	685	642	815	748	703	473	4,556
12pm	618	762	720	871	806	772	595	5,144
1pm	527	799	776	909	821	744	596	5,172
2pm	518	703	718	843	733	668	539	4,722
3pm	482	589	615	725	629	633	511	4,184
4pm	807	1,006	950	989	940	936	839	6,467
5pm	860	1,023	910	1,035	945	900	879	6,552
6pm	604	783	718	872	749	674	627	5,027
7pm	640	759	768	814	759	798	675	5,213
8pm	685	771	802	943	855	854	776	5,686
9pm	668	770	786	867	792	856	688	5,427
10pm	571	662	727	758	753	767	634	4,872

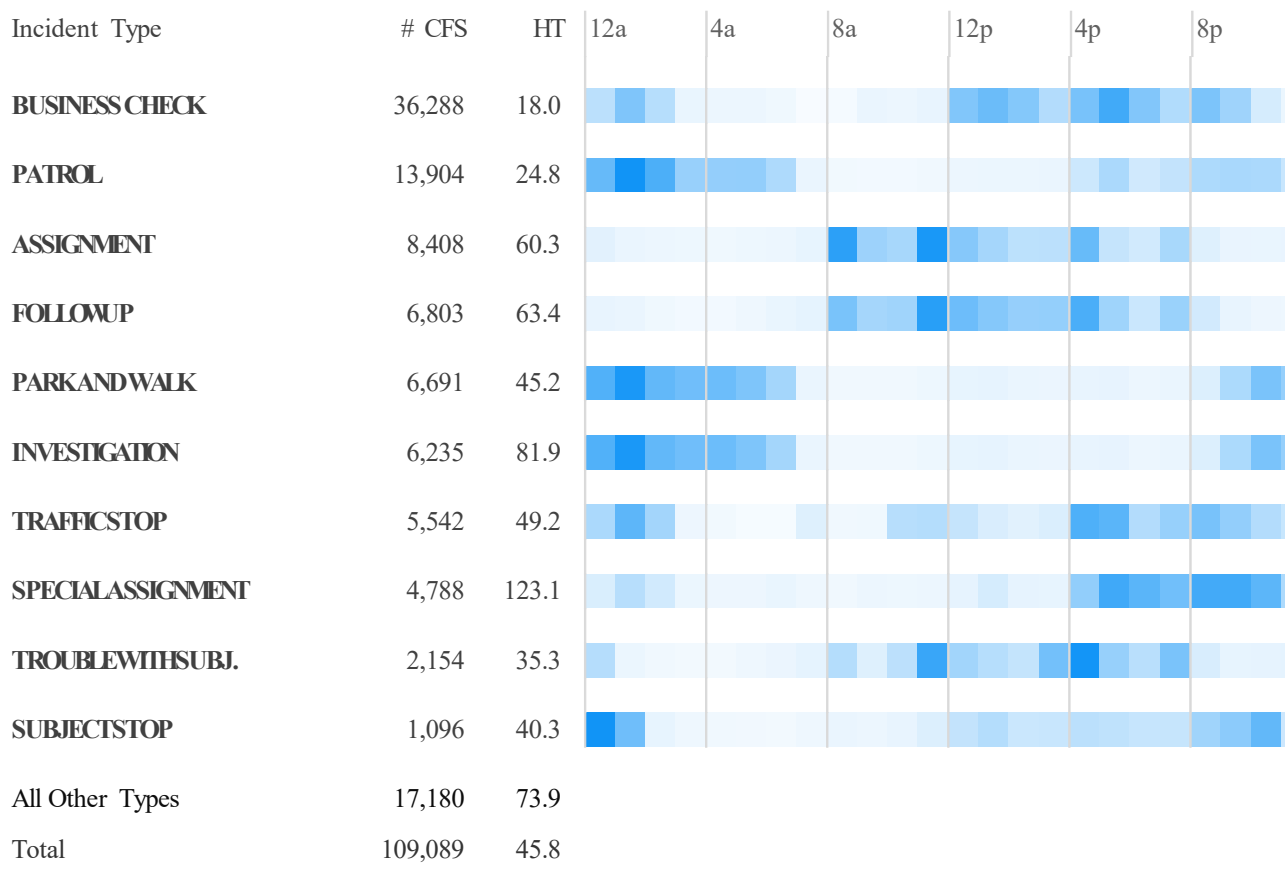
11pm	462	500	545	677	571	490	433	3,678
Total	12,619	15,674	16,184	17,880	16,897	16,388	13,447	109,089

Self-initiated activity appears to spike the hours just after shift change. This is true after the start times of the Early Power, Early, Late Power, and Late Shifts. Only the Day shift does not have such an increase, which may be due to the fact that it does not have any overlapping shifts remaining on duty at that time.

(2) Self-Initiated Activity by Category

Unlike community-generated calls for service, self-initiated activity is typically more concentrated over a few call types:

Most Common Categories of Self-Initiated Activity (Patrol Units Only)



There is a clear divide by shift in the types of self-initiated activities that are favored, with the Day shift prioritizing Assignment and Follow Up events, and the Early Power and Early shifts conducting more business checks, for instance.

On average, self-initiated incidents are completed much quicker – 45.8 minutes on average, in contrast with the average of 71.8 minutes per community-generated call for service.

(4) Findings and Conclusions

The following findings and conclusions can be made from the analysis of self-initiated activity:

- Despite limitations in the availability of proactive time, an average of around 300 self-initiated incidents are completed per day.
- The types of self-initiated activity that are prioritized differ starkly by shift.
- Ultimately, improving the consistency and use of proactive time requires the proactive time to exist in the first place – resources must be balanced by district and staffing should be augmented overall to accomplish this.

6. Specialized Units Within Patrol Districts

In addition to patrol and administrative staff, each district contains a number of specialized resources to which sworn staff are assigned. In total, these assignments represent 172 filled sworn positions (of 177 authorized)

The number of staff assigned to details and specialized units within each district varies considerably, as does their assignments. Certain specialized assignments do not exist in every district. For instance, foot beats exist in only 3 of 7 districts. Traffic units exist in 6 out of 7 districts. Ultimately, commander discretion is primarily responsible for the makeup of assignments, and the total allocation of resources to these functions as opposed to regular patrol staffing.

The following sections examine various types of specialized assignments, their workloads, differences in how staff are allocated by district, as well as how the staffing for these assignments balances with patrol.

(1) Analysis of Specialized Detail Workloads

Not all specialized assignments have unique identifiers in computer-aided dispatch (CAD) data, limiting the degree to which certain proactive details can be analyzed. However, the activity of larger categories of specialized patrol assignments, such as foot beats and CLOs/CPUs, is able to be tracked and evaluated.

(1.1) Foot Beats

Foot beat officers are assigned to proactively patrol selected neighborhoods in a community policing capacity. 12 are assigned in total, although only in three districts:

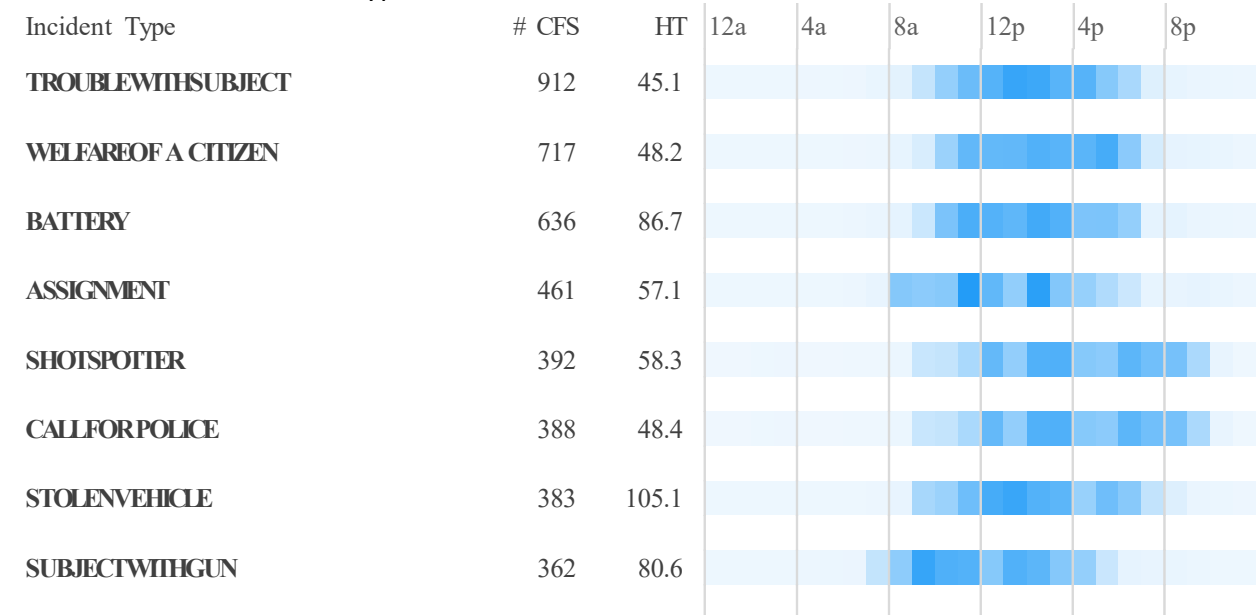
Foot Beat Staffing

	Curr.	Auth.
District 1	4	4
District 2	4	4
District 3	0	0
District 4	0	0
District 5	4	4
District 6	0	0
District 7	0	0
Total	12	12

In CAD data, they are designated with specific unit codes to indicate that they are assigned in a foot beat capacity. Over 2021, they were highly active, completing an average of around 842 responses per officer.

The following table displays their activity by incident type and hour, including both community-generated and self-initiated events, as well as both primary and backup unit responses (e.g., two foot beat officers responding to the same event would count as two responses):

Foot Patrol Most Incident Types



Incident Type	# CFS	HT	12a	4a	8a	12p	4p	8p
SUBJ WANTED- FEL/MISD	327	87.0						
ACCIDENTPROP DAMAGEONLY	292	80.7						
All Other Types	5,228	76.7						
Total	10,098	71.4						

Relative to their staffing levels, they are highly utilized, suggesting that the time that they have available to be proactive is not in abundance. To this point, only one of the ten most common incident types, "ASSIGNMENT", correlates to a self-initiated event. All other call types correlate to urgent or emergency community-generated calls for service. This suggests a strong tie to the issues caused by the state of inadequate resources in patrol.

As more calls are occurring than there are patrol officers to handle them, other types of units, such as foot beat officers, are being tasked with handling the incidents. Even with 12 officers assigned as primarily proactive officers focused on community policing in foot beat assignments, their utilization in practice appears to largely resemble that of regular patrol officers. This underscores the need for patrol staffing issues to be addressed with urgency, as they affect the functioning of other community-focused units as well.

(1.2) CLO and CPU

CLO (community liaison officers) and CPU (community partnership unit) work proactively in the field to engage and solve problems at the local level. At the macro level, their roles are interchangeable, and function within the same scope of responsibilities. However, based on each district and commander discretion, their roles specialize in part based on needs. In District 5, for instance, the CPUs have a targeted focus on abatement of nuisance properties that those in another district may not have. In total, there are 22 CLO and CPU officer positions across the seven districts:

CPU and CLO Staffing

	CLO		CPU	
	Curr.	Auth.	Curr.	Auth.
District 1	1	1	1	1
District 2	2	2	2	2
District 3	0	0	4	4
District 4	2	2	0	0
District 5	1	1	4	4

	CLO		CPU	
	Curr.	Auth.	Curr.	Auth.
District 6	1	1	1	1
District 7	0	0	4	4
Total	7	7	15	15

The activity of CLOs and CPUs in CAD data shows significantly less time spent on patrol calls for service than foot beats, as evidenced by the following table:

CLO/CPU Most Common Incident Types

Incident Type	# CFS	HT	12a	4a	8a	12p	4p	8p
ASSIGNMENT	526	93.3						
PROPERTY PICKUP	81	69.5						
TROUBLE WITH SUBJECT	60	49.1						
WELFARE OF A CITIZEN	45	68.0						
CONVEY PROPERTY	41	56.0						
BATTERY	37	159.5						
HOME VISIT	34	58.1						
ENTRY	28	110.7						
ACCIDENT/PROP DAMAGE ONLY	24	79.4						
STOLEN VEHICLE	23	123.5						
All Other Types	371	113.4						
Total	1,270	95.1						

This finding, which stands in stark contrast to the activity of foot beat officers, does not indicate a significant issue of utilizing CLO/CPU officers to handle patrol workloads.

Recommendations:

Increase CLO (Community Liaison Officer) staffing by 1 authorized officer position in District 6, up from 0 positions currently.

Increase CPU (Community Partnership Unit) staffing by 1 authorized officer position in District 6, up from 0 positions currently.

(1.3) Wagon and Booker Units

Wagon units are assigned in districts and are responsible for transporting individuals that are arrested to detention facilities. Bookers are responsible for booking prisoners, and similarly relieve patrol of significant workload. Their staffing is as follows by district:

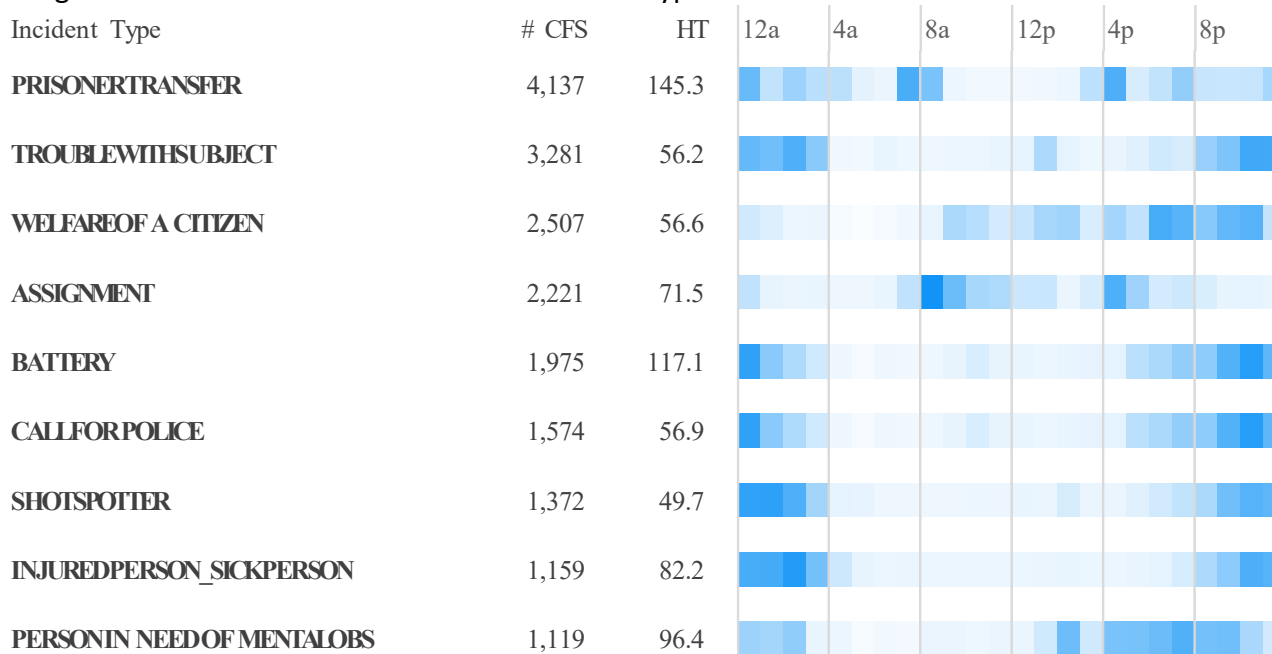
CPU and CLO Staffing

	Wagon		Booker	
	Curr.	Auth.	Curr.	Auth.
District 1	0	0	0	0
District 2	0	0	1	1
District 3	0	0	1	1
District 4	2	2	1	1
District 5	6	6	3	3
District 6	0	0	0	0
District 7	0	0	1	1
Total	8	8	7	7

In total there are 15 officers in Wagon and Booker assignments, with resources shared across districts.

Their activity recorded in CAD is representative of the types of events that they respond to; however, it should be viewed within the context that all of these events involve prisoner transfer, not only those with the specific incident type:

Wagon and Booker Unit Most Common Incident Types



ACCIDENTPROP DAMAGEONLY	1,090	96.9	
All Other Types	21,261	96.7	
Total	41,696	92.1	

Their deployment provides a valuable service to patrol, relieving them of what would otherwise be significant workloads. This is particularly important because the hours in which they are most active – the late night and early morning hours – are some of the busiest hours for patrol officers. Consequently, their staffing should be maintained.

(1.4) Specialized Proactive Details

Beyond the functions already mentioned, there are a wide variety of specialized assignments that can be loosely considered together as ‘special proactive details’. This includes anti-gang units, plain clothes squads, crime suppression units, bike units, and Captain’s Cars – which are generalized proactive units – among others.

The following chart displays current assignments by district and the number of staff allocated to each. Unless otherwise mentioned as a sergeant, the figures refer to officer positions:

District Special Proactive Details/Units

District 1	Curr.	Auth.
CC/Plain Clothes	1	1
Support Squads	1	1
Total	2	2

District 2	Curr.	Auth.
AGU	11	11
AGU/Beat	1	1
Plain Clothes	2	2
Specialized	1	1
Total	15	15

District 3	Curr.	Auth.
Bike/Desk Sgt.	1	1
Bike/Desk	6	6
VCR/DRUG	4	4
Total	11	11

District 4	Curr.	Auth.
Sgt.-Special.	1	1
AGU	7	7
AGU/Plain Cl.	1	1
Bike Patrol	2	2
Burglary Car	1	1
Captain’s Car	2	2
DV/Missing	1	1
Tavern Car	2	2
Total	17	17

District 5	Curr.	Auth.
Bike/GH/AGU	9	9

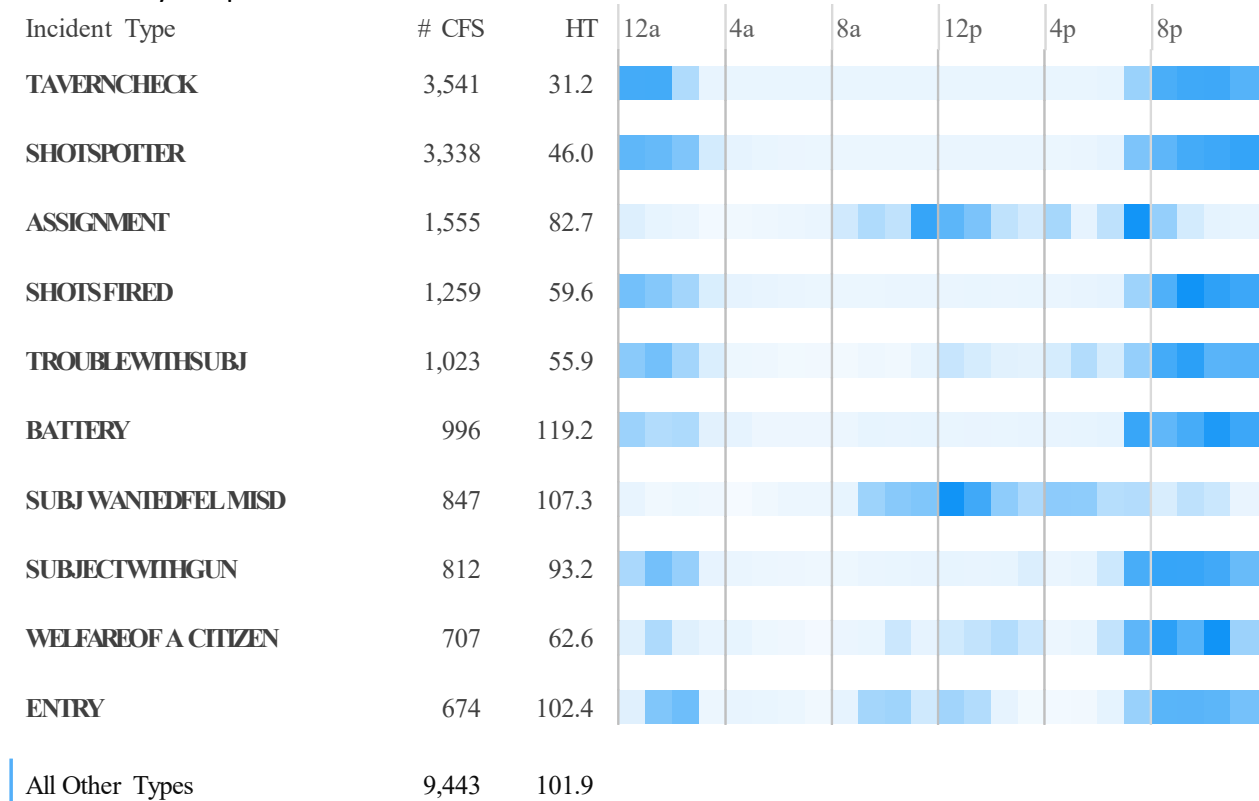
District 6	Curr.	Auth.
Bike/Traffic	2	4

Bike/Relief	3	3	Crime Reduction	2	1
DVLO	1	1	License Premise	2	2
Inv./Bike	1	1	RDR Initiative	1	2
Proactive Car	9	9	Total	7	9
Total	23	23			

District 7	Curr.	Auth.
Special Car Sgt.	1	1
AGU/ Capt.'s Car	1	1
AGU/Capt.'s Car	7	7
Bike Beat	1	1
Burg. Suppression	2	2
Captain's Car	1	1
DVLiaison	1	1
Tavern Car	1	1
Total	15	15

It is not possible to separate the call signs for each type of assignment. As a result, from a perspective of the analysis of CAD data, their activity can only be examined in aggregate:

CAD Activity of Specialized Proactive Details



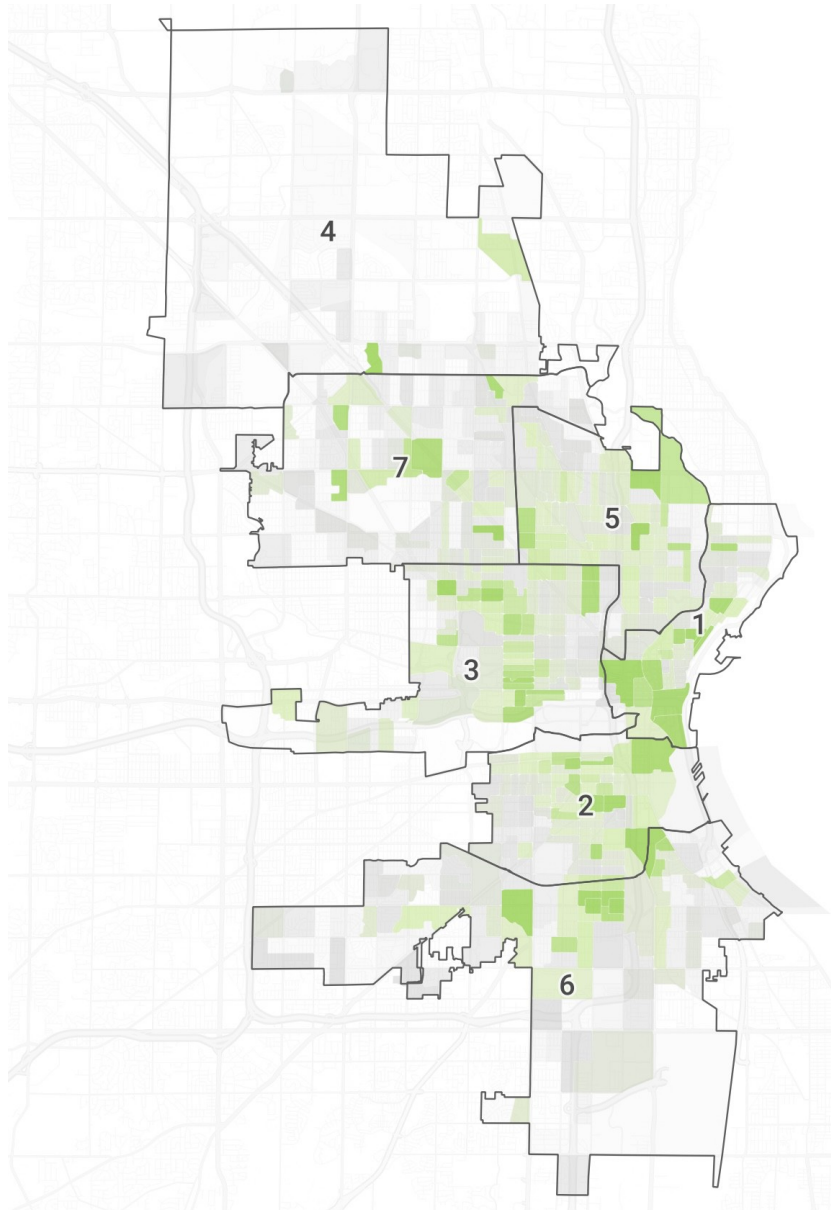
Total	24,195	77.9
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This data should be viewed within the context that, for many of these units (e.g., anti-gang units), much of their activity will not be recorded within CAD data. Thus, this represents an incomplete activity of each unit's workload.

The following map provides a visualization of where the activity of non-patrol specialized details is concentrated throughout the city, with green-shaded areas indicating greater concentrations⁷:

Geographic Distribution of Specialized Unit Activity Recorded in CAD Data

⁷ Map counts the number of responses by units organized within patrol districts that are not in patrol roles, such as foot beats, traffic units, proactive details, and other assignments. The counts are made against census block group boundaries, and then divided by the area of the block group in order to adjust for differences in size.



Again, it is worth noting that the map only counts activity recorded in CAD. Different specialized assignments are likely to have a different proportion of their activity recorded this way. For instance, a traffic unit will likely call out each time they make a traffic stop. In contrast, AGU (Anti-Gang Unit) officers are often part of larger efforts that are not always recorded in CAD, and so their activity will be less visible on the map.

Nonetheless, the results are interesting, and are reflective of the different types of units staffing in each area command. Districts that have a higher proportion of crime suppression units, such as AGUs, display less density of self-initiated incidents. District 4, which has the lowest proactive time level (10%), but the second-highest number of staff assigned to proactive details (29), has virtually no hotspots of self-initiated activity

shown on the map.

Principally, each unit has been created and allocated from total district staffing based on commander discretion, taking into account needs, community priorities, and overall strategy for crime reduction and community engagement.

As a result, it is critical to view these allocations within the text of overall district operations – including regular patrol. The following section examines this by reviewing specialized unit staffing as part of a greater balance with patrol service levels.

(2) Balance of District Resources Between Patrol and Special Districts

Command staff have the ability to prioritize and reallocate patrol district resources how they see fit. This allows for districts to specialize and target their most severe or unique problems in balance with patrol services, and adjust for differences in the need for activities such as crime suppression.

The allocation of these proactive resources, in addition to the total number in each district, varies considerably by district. In some districts, foot beats and CLO/CPU units occupy a large share and number of the discretionary resources a district has. In others, they are a small percentage that is dwarfed by crime suppression units.

The following page contains a visualization designed to show how discretionary resources are allocated by district, in terms of both the total number allocated to each district, as well as the breakdown of how these resources are used.

The “Proactive” category in the graphic encompasses both explicitly crime suppression units such as AGU (Anti-Gang Unit), Plain Clothes, as well as more generalized discretionary resources such as Bike units, Captain’s Cars). The broadness of this category was necessary, given that some assignments share multiple functions – e.g., 8 officers in District 5 are assigned as “Bike/GH/AGU”. Other groupings in the charts are more specifically tied to the actual assignment.

Distribution of Specialized/Discretionary Staffing by Patrol District (In # of FTEs)



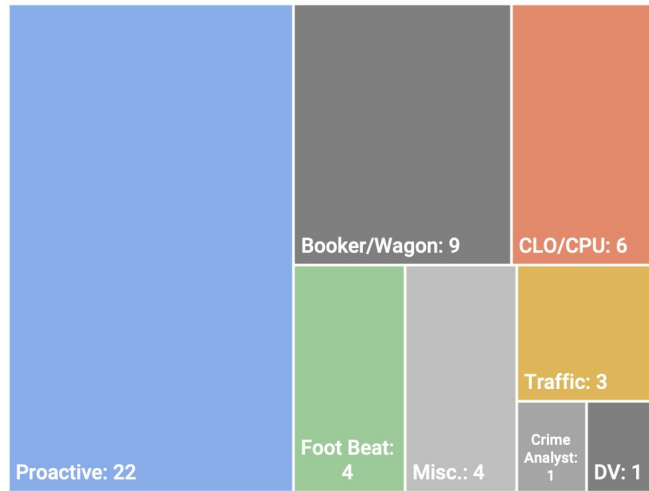
District 3



District 4



District 5



District 6



District 7



Apart from the breakdown of proactive staffing assignments by district varying considerably by district, the total number does as well.

The districts with more significant resources dedicated to crime suppression units and other proactive resources have the least investment in regular patrol units relative to their workload, as expressed by their proactive time levels:

Non-Patrol Discretionary Officers vs Proactive Time

District	# Non-Patrol	% Patrol Proactive
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	Discretionary Officers	Time
District 1	13	48%
District 2	28	25%
District 3	18	25%
District 4	29	10%
District 5	50	13%
District 6	8	56%
District 7	26	12%

Conversely, the districts with the highest proactive time (District 1 and 6) have the fewest number of officers assigned to discretionary functions.

In isolation, this would suggest that staff have been assigned to discretionary functions within patrol districts at the expense of patrol staffing. Of course this must be considered within the context of additional needs for crime suppression and other functions. As a result, a balance must be struck between patrol service levels and specialized proactive efforts. Currently, this balance is out of adjustment.

Achieving a basic level of patrol service – such that calls are not frequently stacking and officers have some time in between calls – must be prioritized over proactive crime suppression efforts.

The effects of the lower emphasis on regular patrol staffing directly translate to lower service levels. This is readily apparent in the following chart, which shows average response time to priority 3 and 4 (non-emergency) events by hour and district:

Average Response Time by District (Priority Levels 3 and 4)

Hour	District 1	District 2	District 3	District 4	District 5	District 6	District 7
0000	26.9	27.4	38.6	54.8	45.1	27.9	46.1
0100	26.3	25.6	38.5	51.4	43.2	25.2	50.1
0200	29.3	25.5	48.1	51.6	44.6	25.4	54.1
0300	28.6	27.2	50.1	66.3	51.6	24.9	65.5
0400	23.6	29.9	47.7	59.0	45.1	30.0	64.2
0500	27.9	24.4	45.3	57.9	50.9	26.7	62.6
0600	32.6	35.5	53.6	73.5	53.7	35.5	82.3
0700	49.3	60.3	71.2	70.9	73.7	59.1	84.7
0800	41.1	54.6	62.7	75.6	66.4	44.2	72.7
0900	39.1	54.7	71.0	88.2	77.7	39.9	86.8
1000	40.0	54.9	66.9	88.2	66.6	44.0	89.5
1100	46.3	51.4	50.4	89.9	59.5	46.8	81.4

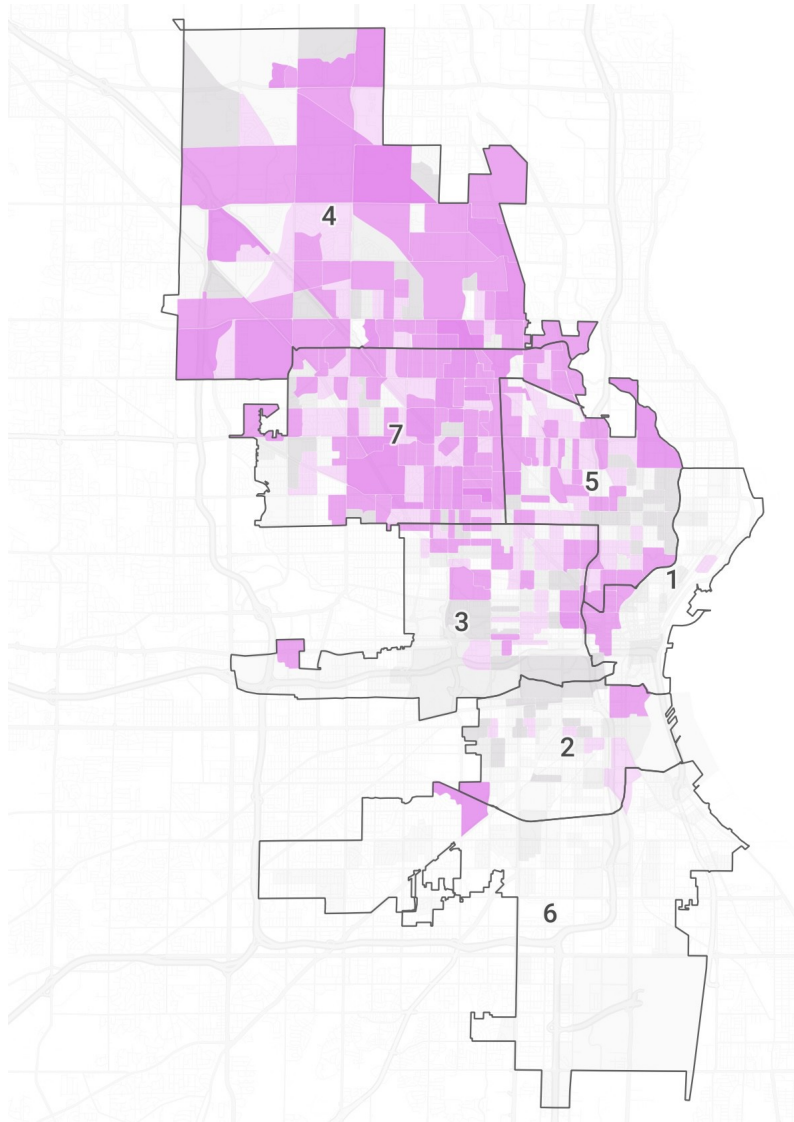
Hour	District 1	District 2	District 3	District 4	District 5	District 6	District 7
1200	41.2	42.0	52.3	77.7	53.5	48.6	84.8
1300	36.2	45.1	52.6	74.8	59.8	44.4	91.4
1400	46.3	52.4	55.8	82.5	55.0	48.0	92.6
1500	57.6	59.6	66.0	88.6	73.0	55.3	107.7
1600	43.1	42.1	57.7	84.7	60.3	41.0	90.8
1700	45.9	39.6	52.3	83.3	66.1	42.9	91.1
1800	45.0	50.2	70.3	76.5	86.8	46.6	88.5
1900	44.3	58.5	61.0	75.0	69.1	45.7	74.8
2000	36.7	54.1	59.7	61.2	75.8	38.0	75.0
2100	38.1	57.0	68.6	67.4	75.5	45.2	71.7
2200	43.7	57.4	72.4	70.5	90.8	44.9	74.4
2300	39.5	56.8	63.1	68.8	76.6	51.6	67.3

District 4, 5, and 7, which have proactive time levels in the range of 10-13% – but who have many more staff assigned to non-patrol specialized details – have significantly higher response times. All hours with average response times of at least 75 minutes are in these three districts.

By contrast, District 6, which has the highest proactive time level (56%), as well as the fewest number of officers assigned to special details (8), has clearly faster response time performance.

The following map provides another view of this issue, counting the number of calls with response times of over *four hours* (all priority levels), with green-shaded areas indicating greater numbers:

Areas With More Response Times Over Four Hours (By Census Block, All Priority Levels)



Extremely high response times are far more common in the northern three districts (4, 5, and 7), compared to other areas, where they sparsely occur.

The data strongly shows that the level of service in districts is fundamentally lower than in other districts. At the same time, significantly more resources are put into crime suppression details in these districts, suggesting that this focus has come at the cost of the basic level of service provided to the community.

As identified in the President's Task Force on 21st Century Policing, for crime reduction to be effective, it requires partnerships and trust from the community. If communities where the department prioritizes crime suppression activities do not feel that they are receiving a high level of service, these partnerships cannot be made as effectively. As the report writes, *"...public safety and well-being cannot be attained without the*

community's belief that their wellbeing is at the heart of all law enforcement activities."⁸

At proactive time levels in the range of 10-13% in districts 4, 5, and 7, patrol service is inadequate. While this can be corrected over the long-term and with additional funding through augmenting patrol staffing, mitigating these issues can also be achieved through the temporary redeployment of certain proactive details to patrol.

As identified in the patrol reallocation analysis, 48 additional officers are needed in these three districts to bring proactive time levels up to a *minimal* level of 26% – still short of the targeted range of 35-40% for a *high* level of service.

Currently, 52 officers are assigned across the seven districts as Captain's Cars, Plain Clothes units, Burglary Suppression teams, and Bike units. Additionally, 17 officers assigned to AGU (Anti-Gang Unit) teams. 7 are assigned to crime analysis functions. Any combination of these personnel, subject to command discretion, should be prioritized in reallocating personnel to mitigate the severe patrol resource shortages currently experienced in districts 4, 5, and 7.

Of course, this is also dependent on other recommendations. If reallocation between districts is conducted at the magnitude that is recommended previously, then no officers would need to be redeployed. If no reallocation is made, and special detail units are redeployed independent of any other recommendations, 48 officers would need to be reassigned to patrol in the three districts in order to address the severe staffing shortages.

Recommendations:

Temporarily redeploy officers assigned to certain district proactive assignments, such as Captain's Cars, Plain Clothes units, to patrol in districts 4, 5, and 7 in order to mitigate severe shortages and achieve a minimal level of patrol services.

- *The specific number that should be redeployed is dependent on the implementation of other recommendations, such as reallocation of patrol officers between districts. Independent of any other recommendations, 48 officers would need to be redeployed to districts 4, 5, and 7 to reach a basic level of service.*

(3) Civilianization Opportunities for District Crime Analysts

Currently, 7 officers are assigned to serve as district crime analysts. Another position is vacant, for a total of 8 authorized positions.

Crime analysis is function that relies heavily on technical skills, many of which take

⁸ Final Report of the President's Task Force on 21st Century Policing, page 42.
Matrix Consulting Group

significant time to develop to reach a level of adeptness. This inherently puts sworn personnel at a disadvantage, as the assignment is made mid-career and does not always last more than few years. Thus, given that it is often likely not the focus of an officer's career plan, there is not significant incentive from a perspective of career development to acquire new and more advanced skills in the area of crime analysis.

Upon initial assignment, it is unlikely that a sworn officer would already possess crime analysis skills. As a result, considerable training is needed before the sworn analyst can be fully functional in a role, unless the tasks mandated in the assignment are basic in nature, such as data tabulation. In contrast, a civilian analyst could be hired based on their skillsets, and would need very little training time. This also allows them to pursue more advanced forms of analysis and push capabilities forward beyond what is currently provided operationally.

Crime analysis is an established profession for civilians. Throughout the country, the role is predominantly held by civilian staff, rather than sworn officers. This is also considered the best practice for the reasons highlighted above – long-term stability, career development, and ability to higher specifically for skillsets that have already been acquired.

Given these considerations, the department should civilianize the 8 authorized crime analyst positions assigned to the seven districts and reallocate the positions elsewhere to more urgent needs.

Recommendations:

Civilianize the 8 authorized officer positions assigned as district crime analysts, reallocating the officer positions elsewhere.

- *This change represents an increase of 8 Crime Analyst positions, with the 8 officer positions offset by other staffing recommendations and thus reallocated elsewhere .*

6. Specialized Patrol Division

The Specialized Patrol Division (SPD) is part of the Patrol Bureau, and is comprised of several different units, all with diverse missions in support of Patrol Bureau operations. The division is led by a Captain who manages the day to day operations of the division and allocates division resources as needed.

Two Lieutenants assist in the management of the division. One Lieutenant is assigned dayshift (7:00AM – 3:00PM) and manages the Mounted Patrol Unit, the Tactical Enforcement Unit, and the Canine Unit. The other Lieutenant is assigned nightshift

(2:00PM – 10:00PM) and manages the Traffic Safety Unit, the Motorcycle Unit, the Harbor Patrol Unit, and the Logistics and Planning Unit. The division's leadership team is supported administratively by a Crime Analyst, two Administrative Clerks, and a Custodian.

The Specialized Patrol Division is comprised of the following units:

- Mounted Patrol Unit
- Motorcycle Unit
- Traffic Safety Unit
- Tactical Enforcement Unit
- Canine Unit
- Harbor Patrol Unit
 - Planning and Logistics Unit

(1) Mounted Patrol Unit

Unit	Curr.	Auth.	Position	Description
Mounted Patrol Unit	1	1	Sergeant	<ul style="list-style-type: none"> • The Sergeant supervises the day to day operations of the unit. • The Officers conduct mounted patrol, perform crowd control duties, community outreach, and horse/stable upkeep.
	8	8	Officer	

The Mounted Patrol Unit conducts patrols on horseback in the downtown area, assists with crowd control in anticipated large crowd events, and participates in various community outreach events. The unit is divided into two teams of four Officers each. One team works 8:00AM – 4:00PM and the other team works 11:00AM – 7:00PM. Both teams work a schedule consisting of five days on, two days off, 4 days on, and 2 days off. The Sergeant works an 8:00AM – 4:00PM, Monday through Friday schedule. The unit's work schedule changes often due to various community events and other work obligations.

Officer to Sergeant span of control ratios have a significant impact on the performance of first-line supervisors and their ability to fulfill the range of their duties effectively. While factors such as job functions, available technology, and the competencies of the supervisor and staff may play a role in this ratio, the recommended supervisory span of control is seven Officers to one Sergeant. The chart below depicts the current supervisory span of control in the Mounted Patrol Unit:

Supervisory Span of Control	Ratio
Sergeant	8:1

Although the current supervisory span of control exceeds the recommended ratio of 7:1, it is appropriate given the nature of the unit’s job functions. This supervisory span of control should not exceed the current 8:1 ratio. The current unit scheduling methodology results in a gap of supervisory overview during certain days and hours each week. The schedule should be adjusted in order ensure proper supervisory oversight is accomplished.

(1.1) Workload and Ability to Meet Unit Objectives

The following table provides the ten most common incident categories of calls for service handled by mounted patrol units in 2021, as well as the average call handling time (HT)⁹ for each:

Mounted Patrol Most Common Incident Types

Incident Type	# CFS	HT	12a	4a	8a	12p	4p	8p
SPECIALASSIGNMENT	39	266.8	█		█	█		█
ASSIGNMENT	13	86.5			█	█	█	█
STRANDED_DISABLEDVESSEL	4	49.7			█	█		
OVERTURNEDBOAT	2	83.3				█		
INVESTIGATION	2	21.5			█	█		
PATROL	4	153.7			█	█		
INJ PERSON_SICKPERSON	2	213.4	█				█	█
PARKANDWALK	9	254.4				█		█
FIGHT	3	35.1	█					
DEMONSTRATION	2	41.0				█	█	
All Other Types	6	89.5						

⁹ Handling time is defined as the total time in which a unit was assigned to an incident. It is calculated as the difference between the recorded time stamps the unit being dispatched and cleared from the incident.

Total	86	186.0
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Special assignment is the most common incident type. Given the nature of the unit's tasks and functions, CAD information is not necessarily indicative of the unit's overall productivity.

The Horse Mounted Unit participates in many events throughout the year. The below chart depicts total events for the years 2022 through 2018 (note, the unit did not maintain statistics in 2020 as most all events during this year were cancelled due to COVID:

Horse Mounted Patrol Unit Events

	2022	2021	2019	2018
January	Three Kinds Day	Three Kinds Day	N/A	N/A
February	Ground Hogs Day Safe and Sound Meeting Cub Scouts	N/A	N/A	N/A
March	Recruiting Event Shamrock Shuffle St. Pats Parade Safe and Sound St. Pats Day Rittner Family Tour Citizen Academy Graduation Girl Scout Troop	St. Patrick's Day Children's Hospital Video	St. Patrick's Day Shamrock Shuffle District 2 Recruitment Brewers Opening Day	St. Patrick's Day Easter Egg Event Hamilton High School
April	D7 Easter Boy Scouts Brewers Opening Day Heritage Funeral Home Tour SCD/Door Alarms Cub Scouts Retirement Ride Lange Family Tour CBS 58 Interview	N/A	Stable Groundbreaking Ceremony Easter Egg Hunt Rotary Club of Milwaukee	N/A
May	Vet Coming Ahern Inspection Block Party Mother's Day Walk South Side Business Club Tour Italian Immersion School Riley's Carnival Burdick School Open House EMS/LEO Celebration Public Safety Competition Lead Awareness Block Party Home School Field Trip/Tour Nativity Jesuit Academy	Police Memorial	Police Memorial Girl Scouts High Interest Day Blood Drive Brewers Game (x3) Jazz in the Park	Explorer Challenge Irish Pub Fund Raiser Jazz in the Park

	2022	2021	2019	2018
June	Notre Dame School St. Augustine Prep D4 Safe Summer Kick Off Milwaukee Tennis Foundation Law Enforcement Ride Howl On Howell PRIDE Parade Parade Committee Award Zablocki Elementary School D5 Safe Summer Kick Off Curtin Leadership Academy 1k for Kids Walk Lolas New Beginnings Auer School End of Year Historic Concordia Home Tour Juneteenth Block Party Camp Hero	Camp HERO Chief Norman Visit/Tour Juneteenth Safe Summer Kickoff New Covenant Temple United Holy Church Zablocki Elementary School Ebenezer Childcare Safe Driving Initiative Harley Davidson LE Ride	Historic Concordia Home Tour Explore Competition Street Angels Street Festival Tennis Event Camp Hero Safe Summer Kickoff Fathers for Progress Washington Heights Block Party Brewers Game (x8) River Rhythms Summer Fest	Children's Day of Hope DV Awareness Fathers For Progress Juneteenth Day FBI Family Day District 4 Safe Summer Initiative Summerfest River Rhythms
July	D4 Parade Summit Educational Center Summit Educational Center (x2) Iron Boys Tour of Barn COVID Vigil Vet Cal Ripken Sr. Foundation RAMP Picnic God Touch MKE Vet Hamilton HS Meet and Greet	RAMP Picnic Hamilton HS Meet and Greet Cops Kids Camp MPD Foundation YMCA Camp St. Peter Lutheran Church Fox 6 Wake Up Summit Educational Association Bill Durkin Celebration Wedgewood Park NNO District 2 Crime Meeting	RAMP Picnic Penfield Children's Center Parade COPS Kids Camp Hephatha Lutheran Church FBI Youth Camp Residents for Change Columbia Park Grand Opening Summer Sizzle Block Party Brewers Games (x6)	July 4th Parade Penfield Academy Safety Day Cancer Benefit Firken Fest Camp HERO Martin Dr. Summer Sizzle Admiral's Game
August	D2 NNO D4 NNO D6 NNO D7 NNO D3 NNO Loves Daycare Health Fair Summer Social D5 NNO Community Night	Puerto Rican Fest District 3 NNO District 2 NNO District 4 NNO District 7 NNO Boy Scouts Fox 6 News District 6 NNO Community Fair District 5 NNO Gordon Park D2 Crime Meeting Summer Social FBI Family Day Mariners Neighborhood NNO Bay View Block Party Irish Fest Back the Blue Cop on a Rooftop St. Anne Center	D3 NNO D7 NNO D2 NNO Mt. Zion Baptist Church 100th Anniversary D4 NNO Cross Lutheran Church D6 NNO Community Carnival Navy Family Day Puerto Rican Fest Washington Blvd Block Party Sobelman's Fundraiser Community Health Fair D5 NNO Community Walk	Malaika Back to School Event St. Matthews Church District 3 NNO District 2 NNO District 4 NNO Walk of Hope State Fair (Last Day) District 6 National Night Out Naval Reserve Family Day St. Cross Lutheran Church Salvation Army Back to School Event

2022	2021	2019	2018
		Block Party Robert James Memorial A Day Of Love Brewer Game (x6)	District 5 National Night Out Harley 115th
September	Redemption Church District 2 Open House PetFest Immaculate Conception Church District 2 Crime Meeting MKE Violence Prevention Back to School Harborfest Zablocki Elementary School Sukkos Extravaganza Thomas Moore Homecoming	Brewer Game (x6) D2 Open House Block Party Ciclovía Redemption Church Camp HOPE Harvest Day Fest Harbor Fest Block Party Tailgate for Rittner Milwaukee Doors Open Police Explorer Tour Block Party Boy Scout Tour	Redemption Church Picnic Garden District Community Social Washington Heights Block Party Sojourner Family Peace Center Third Ward Art Festival Hamilton High School Parade Marine Reserve Family Day NTOA Conference (TEU) District 2 Open House Rocking the Block for Jesus
October	National Faith Week Brady St. Pet Parade Block Party Block Party Pet Blessing District 7 Halloween Wedgewood Park Halloween District 2 Crime Meeting Burbank Elementary Fall Fest Trunk or Treat Bruce Guadalupe School Story Hill Halloween	Jackson Park Halloween Safe and Sound Trick or Treat D7 Halloween Pet Parade Summer BBQ Pet Blessing High School Football/Recruiting Succos Event Health Fair D5 Open House Juvenile Diabetes	Milwaukee Brewers Playoffs (x4) Community Health and Resource Fair Marcus Center Performance (x5) Pet Parade WI Equine Clinic D7 Halloween Bay View Trick or Treat Wedgewood Park Trick or Treat Jackson Park Trick or Treat
November	District 2 Crime Meeting Longfellow School	Boy Scout Tour Holiday Lights MKE Urban Stable Luncheon	Family Fun Day Streetcar BID 21 Tree Decorating Bid 21 Holiday Lights Open House Christmas in the Ward

	2022	2021	2019	2018
December		District 2 Crime Meeting Candy Cane Lane OCOE Xmas in the War Kettle Bell Challenge (x2) Pabst Theater Traffic (x3) Harambee Xmas	Christmas on KK Christmas in the Ward Kettle Bell Challenge Kettle Bell Challenge Riverside Theater (x2)	Holiday Train Kettle Challenge
Total Events	72 (through August)	85	123	68

(1.2) Civilianization Potential

While the responsibilities of the Mounted Patrol Unit inherently require a sworn Police Officer to perform, there is the potential to augment the unit with Reserve Police Officers if such a program is established. Reserve Police Officers are volunteers used to enhance certain police units and functions at a long term cost savings.

Reserve Police Officer programs typically consist of unpaid, certified volunteer Reserve Officers. The primary focus of such a program is to provide additional resources to the Department. Reserve programs expand available police resources and increase citizen participation in the Department’s activities. Work is performed in accordance with department rules, regulations, and policies. Reserve Police Offices are certified Police Officers as determined by the Wisconsin Training and Standards Bureau. Reserve Police Officers must meet the minimum qualifications to be a certified Police Officers as defined by Wisconsin Law Enforcement Standards Board (WLESB).

There are many benefits to having a Reserve Police Officer program. These benefits include giving citizens a firsthand glimpse into law enforcement through extensive training, participation in various units, and serving during community events. Reserve programs are often conduits to full time police officer employment and can serve as an effective recruitment tool.

(1.3) Staffing Needs and Findings

Staffing needs and findings of the analysis include the following:

- Current unit scheduling accounts for a gap in supervisory overview at certain times.
- Current supervisory span of control exceeds the recommended 7:1 ratio.

Recommendations:

Adjust current Mounted Patrol Unit scheduling in order to achieve full supervisory overview.

Ensure Mounted Patrol Unit supervisory span of control does not exceed the current 8:1 ratio.

Evaluate the practicability of augmenting the Mounted Patrol Unit with Reserve Police Officers.

(2) Motorcycle Unit

Unit	Curr.	Auth.	Position	Description
Motorcycle Unit	4	4	Sergeant	<ul style="list-style-type: none"> The Sergeants supervise the day to day operations of the unit. The Officers investigate traffic crashes and OWIs, conduct proactive traffic enforcement, and escorts.
	43	43	Officer	

The Motorcycle Unit is responsible for investigating traffic crashes, OWI enforcement and investigations, performing proactive traffic enforcement, and assisting with vehicle escorts as needed. The Accident Reconstruction Team is also housed within the Motorcycle Unit. Officers work either dayshift (7:00AM – 3:00PM) or nightshift (3:00PM – 11:00PM). All Motorcycle Unit officers work Monday through Friday schedule. The below chart depicts current officer shift assignments:

Shift	#
Dayshift	26
Nightshift	12
Accident Reconstruction Team	5
Total	43

The Motorcycle Unit Sergeants each work an 8-hour shift, Monday through Friday. One Sergeant works dayshift, and the other three Sergeants work nightshift. Sergeants are not assigned to specific teams of Officers and have general supervisory oversight of all Officers while they are on shift.

Officer to Sergeant span of control ratios have a significant impact on the performance of first-line supervisors and their ability to fulfill the range of their duties effectively. While factors such as job functions, available technology, and the competencies of the supervisor and staff may play a role in this ratio, the recommended supervisory span of control is seven Officers to one Sergeant. The chart below depicts the current supervisory spans of control in the Motorcycle Unit:

Supervisory Span of Control	Ratio
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Sergeant #1	31:1
Sergeant #2	4:1
Sergeant #3	4:1
Sergeant #4	4:1

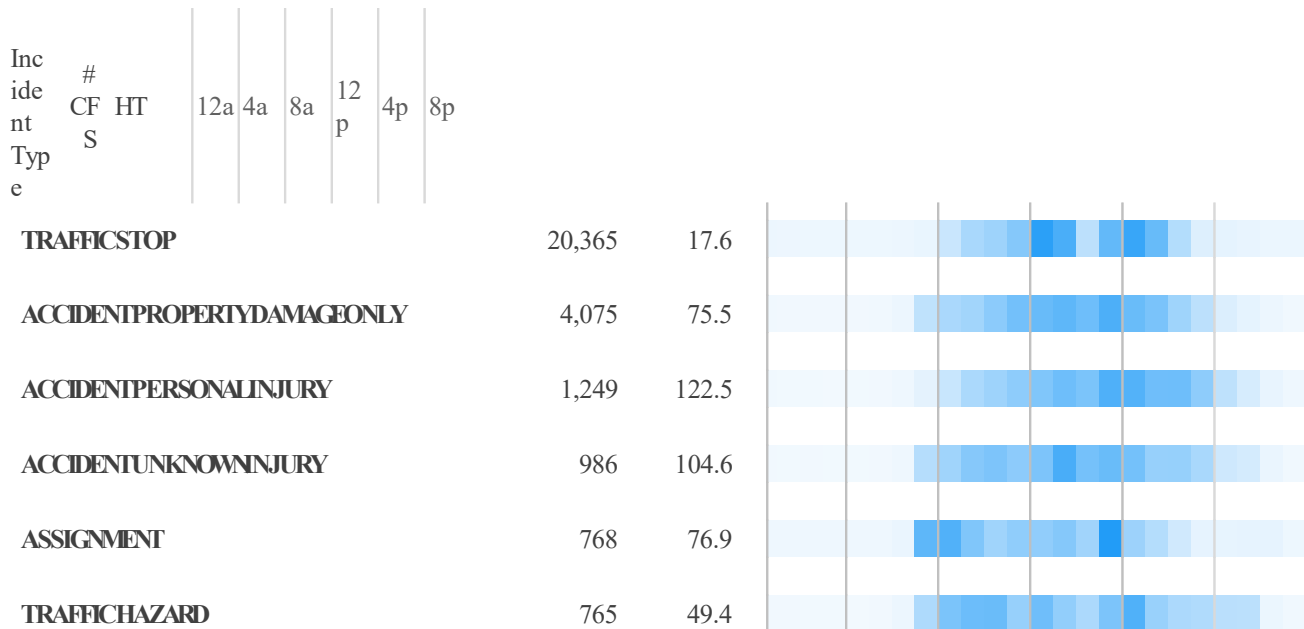
As demonstrated above, the current span of control for one Sergeant far exceeds the recommended supervisory ratio of 7:1. Spans of control among the unit Sergeants are also inconsistent. A majority of traffic related calls for service occur between 7am and 8pm. A large majority of the Officers work dayshift, which ends at 3pm.

The current scheduling methodology should be adjusted in order to ensure an equal number of Sergeants and Officers work both the dayshift and nightshift. Ensuring an equal number of Sergeants and Officers work both shifts will not ensure the recommended supervisory span of control is achieved. Given the proactive nature of this unit, it is recommended that two Sergeant positions be added to the unit in order to bring the supervisory span of control to the recommended ratio of 7:1.

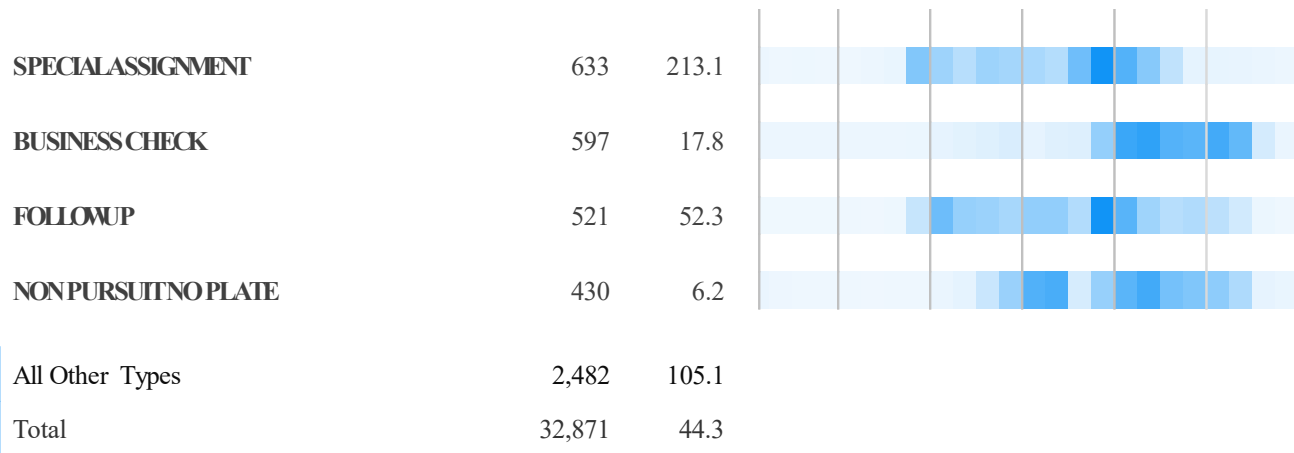
(2.2) Workload and Ability to Meet Unit Objectives

The following table provides the ten most common incident categories of calls for service handled by motor units and traffic safety units in 2021, as well as the average call handling time (HT)¹⁰ for each:

Motors Unit Incident Types



¹⁰ Handling time is defined as the total time in which a unit was assigned to an incident. It is calculated as the difference between the recorded time stamps the unit being dispatched and cleared from the incident.



Traffic stops are by far the most common incident type, with the highest number occurring between 9:00AM and 6:00PM. The second most common incident type is accident property damage only, with the highest number occurring between 7:00AM and 7:00PM.

(2.3) Civilianization Potential

While many of the responsibilities of the Motor Unit inherently require a sworn Police Officer to perform, there are certain responsibilities which can be performed by civilian or non-sworn employees. The second most common incident type Motor Officers responded to in 2021 was an accident with property damage only. The average handling time for each of these incidents was 75.5 minutes. These investigations can be accomplished with trained non-sworn employees. Other traffic related functions which do not require full police powers can also be accomplished through non-sworn employees. One such police program, which utilizes non-sworn employees to assist with calls for service is a Community Service Officer Program.

Community Service Officer programs are non-sworn positions which support crime prevention, investigations, and other responses where full police powers are unnecessary. Typically, Community Service Officers handle a wide variety of call types such as crime scene investigations, certain traffic crash investigations, crimes not in progress, or where a suspect is currently not on scene. Community Service Officers spend a majority of their workday in the field.

(2.4) Staffing Needs and Findings

Staffing needs and findings of the analysis include the following:

- Supervisory span of control exceeds recommended ratio of 7:1 and are inconsistent among Sergeants.

- A majority of accidents occur between 7:00AM and 7:00PM time range. Consequently, a majority of the Officers only work until 3:00PM.
- A majority of the accidents that Motor Officers respond to are property damage only.

Recommendations:

Add an additional 2 full time authorized Sergeant positions to the Motorcycle Unit in order to achieve the recommended supervisory span of control of 7:1.

Adjust the Motorcycle Unit scheduling methodology in order to redistribute Sergeants and Officers equally across both the dayshift and nightshift.

Create a new non-sworn Community Service Officer classification within the department that responds to certain types of non-emergency calls in the field.

Divert calls for service currently assigned to the Motorcycle Unit which do not require full police powers to be completed by a Community Service Officer.

(3) Traffic Safety Unit

Unit	Curr.	Auth.	Position	Description
Traffic Safety Unit	2	2	Sergeant	<ul style="list-style-type: none"> • The Sergeants supervise the day to day operations of the unit. • The Officers perform high visibility/proactive traffic enforcement in areas with high crime, high traffic crashes, and reckless drivers.
	20	20	Officer	

The Traffic Safety Unit is responsible for high-visibility proactive enforcement in areas with numerous traffic crashes, reckless drivers, and citizen complaints of traffic safety issues. The unit is divided into two teams. One team consists of one Sergeant and twelve Officers who work an 11:00AM – 7:00PM schedule, and the other team consists of one Sergeant and eight officers who work a 3:00PM – 11:00PM schedule.

Officer to Sergeant span of control ratios have a significant impact on the performance of first-line supervisors and their ability to fulfill the range of their duties effectively. While factors such as job functions, available technology, and the competencies of the supervisor and staff may play a role in this ratio, the recommended supervisory span of control is seven Officers to one Sergeant. The chart below depicts the current supervisory span of control in the Traffic Safety Unit:

Supervisory Span of Control	Ratio
Sergeant #1	12:1

Sergeant #2 **8:1**

As demonstrated above, the current span of control for one sergeant far exceeds the recommended supervisory ratio of 7:1. Spans of control among the unit Sergeants are also inconsistent. Given the proactive nature of this unit, it is recommended that one Sergeant position be added to this unit. The current scheduling methodology should be adjusted in order to ensure consistent spans of control are achieved.

(3.1) Most Common Incident Types

The following table provides the ten most common incident categories of calls for service handled by motor units and traffic safety units in 2021, as well as the average call handling time (HT)¹¹ for each:

Traffic Safety Unit Incident Types

Incident Type	# CFS	HT	12a	4a	8a	12p	4p	8p	
TRAFFICSTOP	9,334	14.5							
FOLLOWUP	451	26.9							
NONPURSUITNO PLATE	165	3.2							
ASSIGNMENT	140	54.4							
INVESTIGATION	100	162.9							
SPECIALASSIGNMENT	78	135.2							
NONPURSUIT	55	11.2							
BUSINESS CHECK	54	16.4							
ENTRY	28	113.5							
RECKLESSVEHICLE	28	42.5							
All Other Types	354	102.3							
Total	10,787	20.8							

Traffic stops are by far the most common incident type, with the highest number occurring between 4:00PM and 9:00PM. The second most common incident type is

¹¹ Handling time is defined as the total time in which a unit was assigned to an incident. It is calculated as the difference between the recorded time stamps the unit being dispatched and cleared from the incident.

follow up, with the highest number occurring between 7:00AM and 10:00AM.

The Traffic Safety Unit utilizes a data-driven approach in order to prioritize traffic enforcement. This approach incorporates citizen complaints, high numbers of traffic crashes, and other traffic safety issues.

(3.2) Civilianization Potential

The responsibilities of the Traffic Safety Unit inherently require sworn Police Officers to perform.

(3.3) Staffing Needs and Findings

Staffing needs and findings of the analysis include the following:

- The current supervisory span of control is inconsistent and exceeds the recommended span of control ratio of 7:1.

Recommendations:

Add 1 additional full time authorized Sergeant position to the Traffic Safety Unit in order to achieve the recommended supervisory span of control of 7:1.

(4) Tactical Enforcement Unit

Unit	Curr.	Auth.	Position	Description
Tactical Enforcement Unit	5	5	Sergeant	<ul style="list-style-type: none"> • The sergeants supervise the day to day operations of the unit. • The officers provide tactical assets to high risk incidents, serve search warrants, provide dignitary protection, and special event security.
	24	24	Officer	

The Tactical Enforcement Unit is responsible for providing assets to high risk incidents, serving search warrants, providing dignitary protection, and providing special event and large crowd security as needed. The team is broken up into shifts. One Sergeant and Nine Officers are assigned to dayshift (11:00AM – 7:00PM), two Sergeants and six Officers are assigned to an early powershift (11:00AM – 7:00PM), and two Sergeants and nine Officers are assigned to early nightshift (4:00PM – 12:00AM).

Officer to Sergeant span of control ratios have a significant impact on the performance of first-line supervisors and their ability to fulfill the range of their duties effectively. While factors such as job functions, available technology, and the competencies of the supervisor and staff may play a role in this ratio, the recommended supervisory span of control is seven Officers to one Sergeant. The chart below depicts the current

supervisory span of control in the Tactical Enforcement Unit:

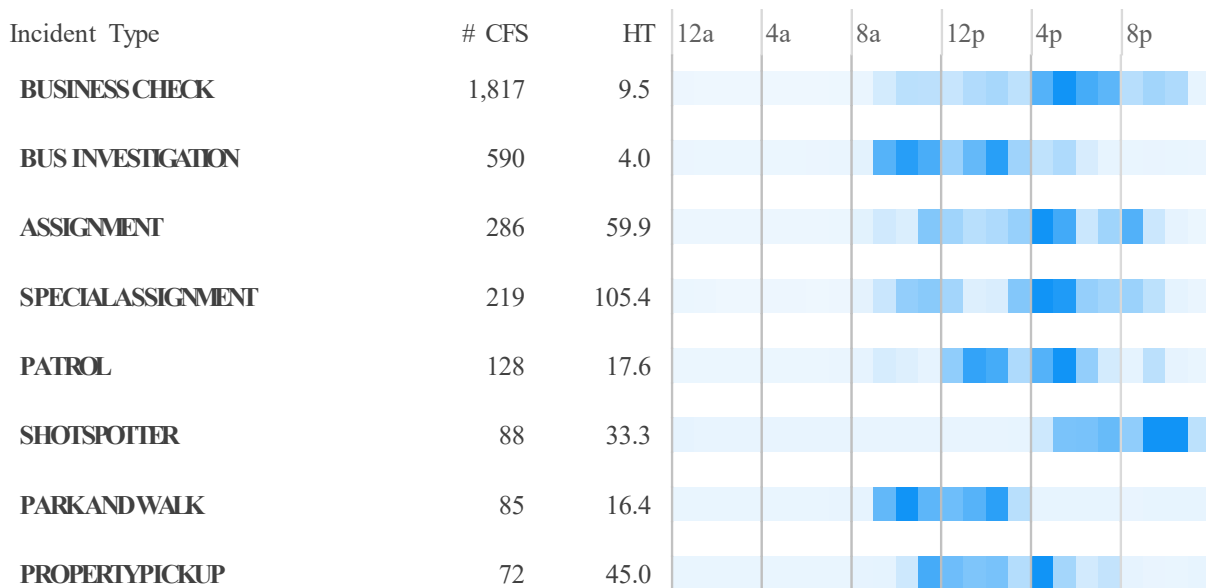
Supervisory Span of Control	Ratio
Sergeant #1	9:1
Sergeant #2	3:1
Sergeant #3	3:1
Sergeant #4	4:1
Sergeant #5	5:1

As demonstrated above, one Sergeant’s supervisory span of control exceeds the recommended ratio of 7:1. Supervisory spans of control are also inconsistent among the Sergeants. Given the nature of the unit, it is recommended that the scheduling methodology be adjusted in order to ensure consistent supervisory spans of control. If Sergeants and Officers are redistributed, the supervisory span of control will be 5:1 for four Sergeants and 4:1 for one Sergeant. Reducing the total number of Sergeants from five positions to four will account for a supervisory ratio of 6:1, which is within the recommended supervisory span of control ratio of 7:1.

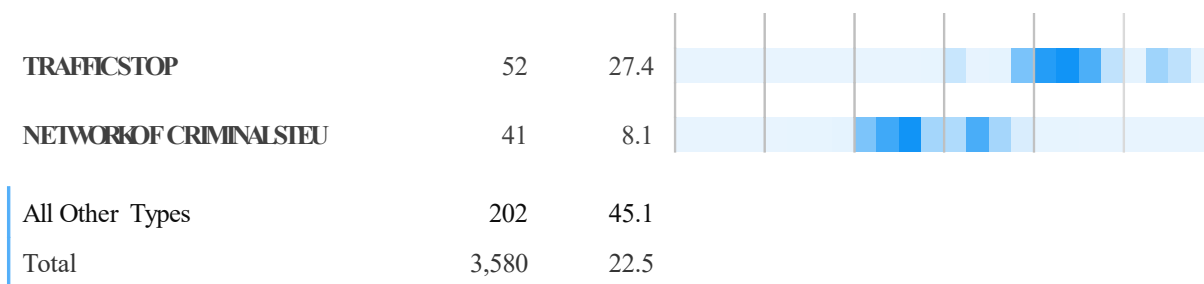
(4.1) Workload and Ability to Meet Unit Objectives

The following table provides the ten most common incident categories of calls for service handled by tactical enforcement units in 2021, as well as the average call handling time (HT)¹² for each:

Tactical Enforcement Unit Incident Types



¹² Handling time is defined as the total time in which a unit was assigned to an incident. It is calculated as the difference between the recorded time stamps the unit being dispatched and cleared from the incident.



Business check is by far the most common incident type, with the highest number occurring between 4:00PM and 7:00PM. The second most common incident type is bus (public transit) investigation, with the highest number occurring between 9:00AM and 2:00PM.

The Tactical Enforcement Unit is one of eight SWAT teams within the Aligned Law Enforcement Response Team (ALERT) for the State of Wisconsin. ALERT was formed in order to strengthen the state’s defense against terrorism type incidents and respond to catastrophic events throughout the state. The unit follows the National Tactical Officers Association (NTOA) guidelines for training hours.

Each member trains a minimum of 192 each year (a total of 24 days). Specialty teams (sniper, maritime, ropes, explosive breach, and hazardous environment response officers) train additional hours each year. Each team trains an average of 8 to 10 days each year; eight hours each day. Many members train between 320 to 350 hours each year (a total of 40 to 44 days each year). The NTOA recommends annual training of 24 to 60 days each year.

The below chart depicts the total number of search warrants served and set-ups in the years 2022 through 2019:

	Search Warrants and Set-Ups			
	2022 (through August 25 th)	2021	2020	2019
Search Warrants	249	367	268	349
Set-Ups	12	17	11	20

During a search warrant service, the unit typically utilizes ten officers and two supervisors. Officer utilization during a set-up is typically fourteen officers and three supervisors. Utilization is dependent on circumstances such as response time, duration of incident, and situation. Set-ups are defined at incidents which require a unit call-out such as a barricaded person or a hostage situation.

(4.2) Civilianization Potential

The responsibilities of the Tactical Enforcement Unit inherently require sworn Police Officers to perform, and thus there is no potential for civilianization.

(4.3) Staffing Needs and Findings

- The current supervisory span of control for one Sergeant exceeds the recommended span of control ratio of 7:1. Supervisory span of control is inconsistent among Sergeants.

Recommendations:

Reduce the total number of authorized full time Sergeants in the Tactical Enforcement Unit from 5 to 4 and ensure supervisory span of control is consistent.

(5) Canine Unit

Unit	Curr.	Auth.	Position	Description
Canine Unit	1	1	Sergeant	<ul style="list-style-type: none"> The Sergeant supervises the day to day operations of the unit. The Officers assist with canine resources and respond to general canine calls and requests.
	10	10	Officer	

The Canine Unit is responsible for delivering both explosive detection canine resources and general patrol canine resources to the department. The unit is divided into two teams. One team consists of five handlers who work explosives detection canines (7:00AM – 3:00PM, Monday through Friday). The other team consists of five handlers who work general purpose patrol canines (3:00Pm – 11:00PM, Monday through Friday). The Sergeant works an 8:00AM – 5:00PM, Monday through Friday shift.

(5.1) Span of Control

Officer to Sergeant span of control ratios have a significant impact on the performance of first-line supervisors and their ability to fulfill the range of their duties effectively. While factors such as job functions, available technology, and the competencies of the supervisor and staff may play a role in this ratio, the recommended supervisory span of control is seven Officers to one Sergeant. The chart below depicts the current supervisory span of control in the Canine Unit:

Supervisory Span of Control	Ratio
Sergeant	10:1

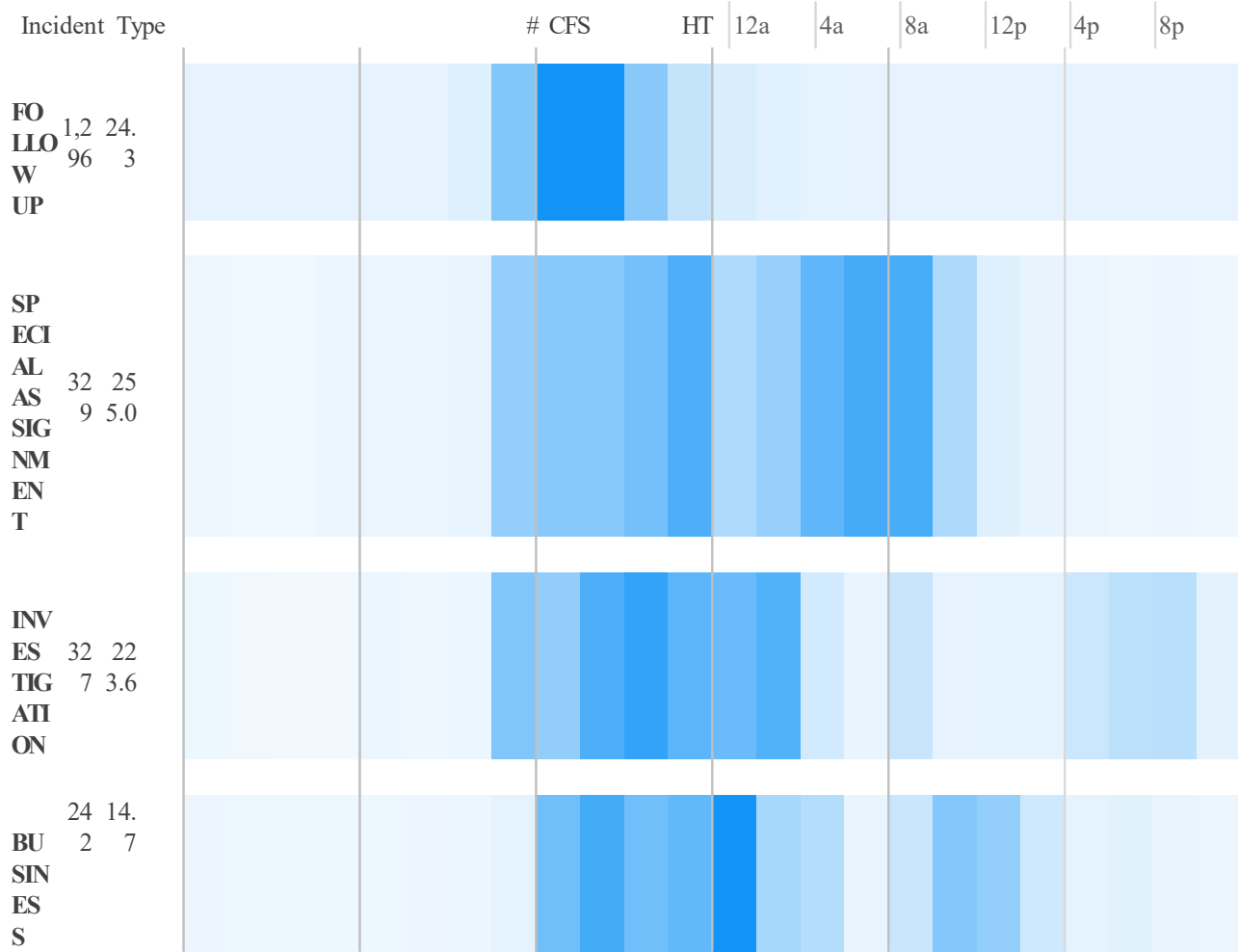
As demonstrated above, the current span of control exceeds the recommended 7:1

ratio. The current unit scheduling methodology results in a gap of supervisory overview during certain hours each day. The schedule should be adjusted in order ensure proper supervisory oversight is accomplished. An additional Sergeant position would result in a supervisory span of control ratio of 5:1. Although this ratio is not optimal, given the proactive nature of this unit, it is recommended a second Sergeant position be added. The additional sergeant would supervise the later 8:00AM – 5:00PM shift, with the existing sergeant supervising the earlier 7:00AM – 3:00PM shift.

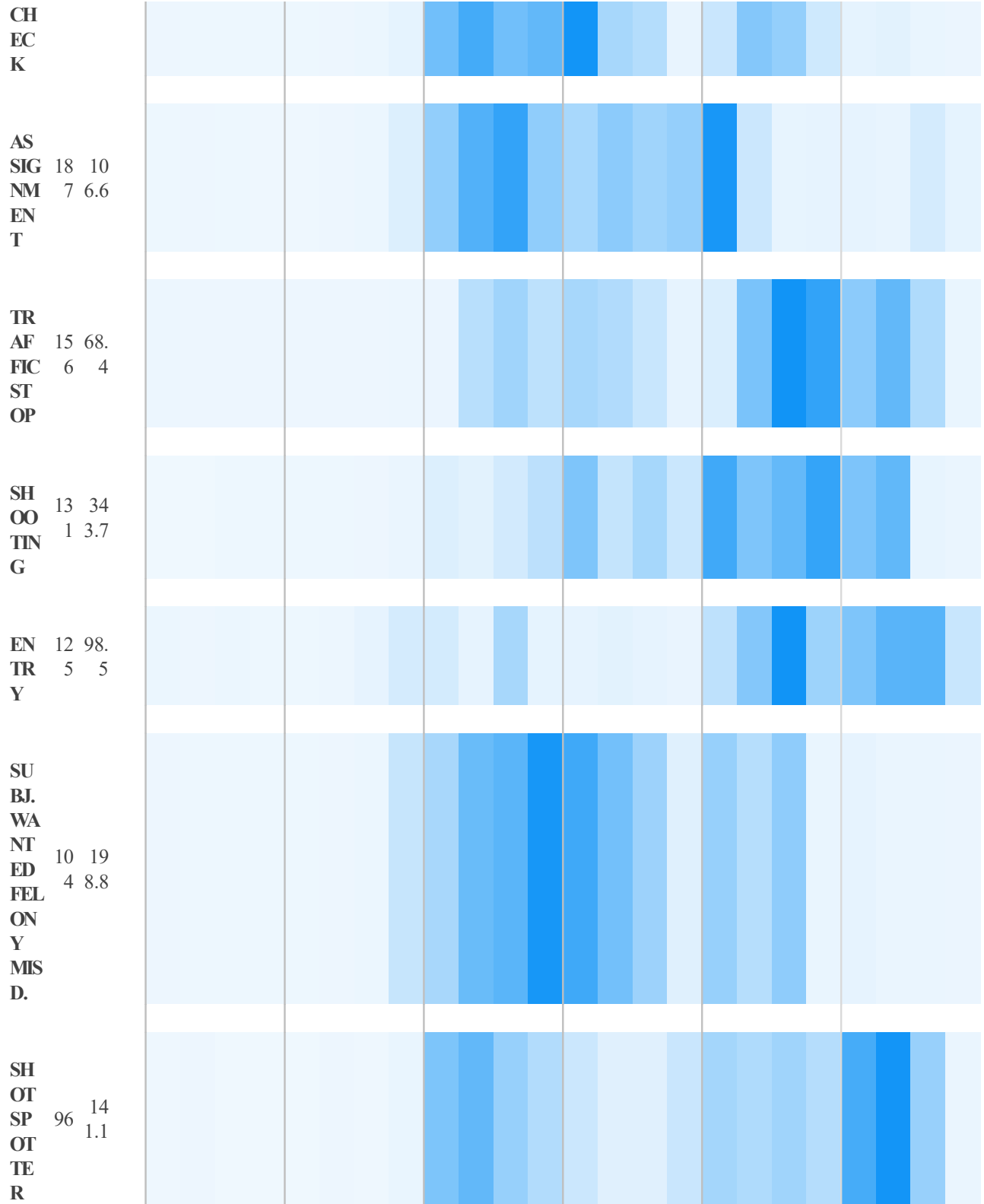
(5.2) Workload and Ability to Meet Unit Objectives

The following table provides the ten most common incident categories of calls for service handled by K9 units in 2021, as well as the average call handling time (HT)¹³ for each:

Canine Unit Most Common Incident Types



¹³ Handling time is defined as the total time in which a unit was assigned to an incident. It is calculated as the difference between the recorded time stamps the unit being dispatched and cleared from the incident.



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Follow Up incidents are by far the most common category, occurring most frequently between 7:00AM and 10:00AM. The second most common incident type is special assignment, with the highest number occurring between 7:00AM and 4:00PM.

(5.3) Civilianization Potential

The responsibilities of the Canine Unit inherently require sworn Police Officers to perform. Consequently, there is no potential for civilianization.

(5.4) Staffing Needs and Findings

Staffing needs and findings of the analysis include the following:

- Supervisory span of control exceeds the recommended ratio of 7:1.

Recommendations:

Add 1 additional authorized full time Sergeant position to the Canine Unit in order to achieve the recommended supervisory span of control of 7:1.

(6) Harbor Patrol Unit

Unit	Curr.	Auth.	Position	Description
Harbor Patrol Unit	1	1	Sergeant	<ul style="list-style-type: none"> • The Sergeant supervises the day to day operations of the unit. • The Officers conduct police operations on the water, perform community outreach, and support the Wisconsin Department of Natural Resources.
	10	12	Officer	

The Harbor Patrol Unit is responsible for delivering police enforcement and safety operations on the water. The unit also performs community outreach and supports the Wisconsin Department of Natural Resources. The Harbor Patrol Unit Sergeant works an 11:00AM – 7:00PM, Monday through Friday shift. The Officers work either a 7:00AM – 3:00PM shift, 2:00PM – 10:00PM shift, or a 4:00PM – 12:00AM shift, Monday through Friday. The unit’s schedule frequently changes depending on the season.

Officer to Sergeant span of control ratios have a significant impact on the performance of first-line supervisors and their ability to fulfill the range of their duties effectively. While

factors such as job functions, available technology, and the competencies of the supervisor and staff may play a role in this ratio, the recommended supervisory span of control is seven Officers to one Sergeant. The chart below depicts the current supervisory span of control in the Harbor Patrol Unit:

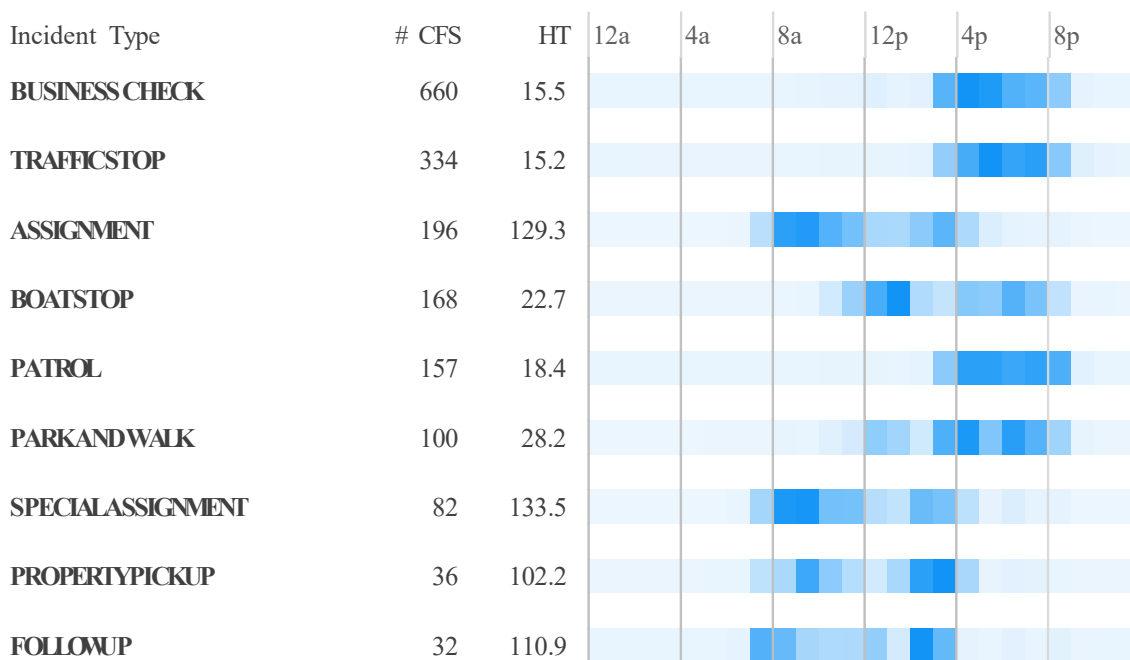
Supervisory Span of Control	Ratio
Sergeant	12:1

The Sergeant assigned to the unit has a span of control of 12:1 when all positions are filled, which exceeds the level recommended for a proactive specialized unit. Moreover, the Officers assigned to the unit work two sets of shift hours, meaning that for many hours in which they are on duty, the Officers have no direct supervision. Adding one Sergeant to the Harbor Patrol Unit will ensure the supervisory span of control remains within the recommended span of control of 7:1. Adding an additional Sergeant will also ensure supervisory oversight of both shifts.

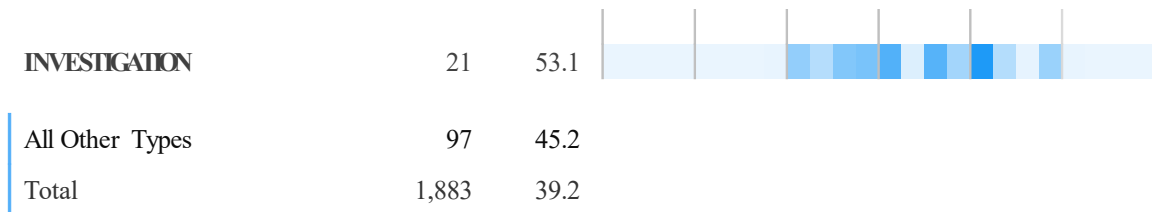
(6.1) Workload and Ability to Meet Unit Objectives

The following table provides the ten most common incident categories of calls for service handled by harbor patrol units in 2021, as well as the average call handling time (HT)¹⁴ for each:

Harbor Patrol Most Common Incidents



¹⁴ Handling time is defined as the total time in which a unit was assigned to an incident. It is calculated as the difference between the recorded time stamps the unit being dispatched and cleared from the incident.



Business checks are by far the most common incident type, with the highest number occurring between 1:00PMPM and 8:00PM. The second most common incident type is traffic stop, with the highest number occurring between 1:00PM and 8:00P<M.

(6.2) Civilianization Potential

While the responsibilities of the Harbor Patrol Unit inherently require a sworn Police Officer to perform, there is the potential to augment the unit with Reserve Police Officers if such a program is established. Reserve Police Officers are volunteers used to enhance certain police units and functions at a long term cost savings.

(6.3) Staffing Needs and Findings

Staffing needs and findings of the analysis include the following:

- Current unit scheduling accounts for a gap in supervisory overview at certain times.
- Current supervisor span of control exceeds the recommended ratio of 7:1.

Recommendations:

Adjust current Harbor Patrol Unit scheduling in order to achieve full supervisory overview.

Add 1 additional full time authorized Sergeant position to the Harbor Patrol Unit in order to achieve the recommended supervisory span of control of 7:1.

Evaluate the practicability of augmenting the Harbor Patrol Unit with Reserve Police Officers.

(7) Planning and Logistics Unit

Unit	Curr.	Auth.	Position	Description
Planning and Logistics Unit	1	1	Sergeant	<ul style="list-style-type: none"> • The Sergeant supervises the day to day operations of the unit. Oversees contracts between department and special event coordinators. • The Officers coordinate special event logistics between division's units and oversee department secondary employment program.
	2	2	Officer	

(7.1) Workload and Ability to Meet Unit Objectives

The Planning and Logistics Unit is responsible for creating and planning missions for special events throughout the city of Milwaukee. Responsibilities include scheduling, planning, and coordinating department personnel and resources for special events. The unit also oversees contracts between the department and special event coordinators. The unit works an 8:00AM – 4:00PM, Monday through Friday schedule.

Interviews indicate that in 2021, the unit staffing numbers was reduced from one Sergeant and three Officers to its current staffing level. Interviews also indicate that at times, there is confusion between the Planning and Logistics Unit and individual district commands in who should coordinate certain special events. The city ordinance currently used which dictates anticipated special event spectator to officer ratios was enacted in 2010 and should be updated. Interviews indicate that this particular ordinance does not allow for appropriate resource allocation for certain special events.

The chart below depicts the total number of special events the unit has planned and staffed in the years 2021 and 2020:

Year	Total
2022	11 (through May)
2021	68
2020	15

In 2020, 76 more special events were planned but cancelled due to COVID. Many of the larger events require unit personnel to provide on-site logistical support during the event as well.

(7.2) Civilianization Potential

The tasks assigned to the Planning and Logistics Unit are administrative in nature. These tasks do not require full police powers and can be accomplished through civilian employees. The use of civilian employees will allow police officers to answer calls for service which require full police powers elsewhere within the department. Civilian employees are cost effective, and at times can improve relations between the police and community. It is recommended that the Planning and Logistics Unit duties be performed by a civilian Police Planner.

Police Planners perform a variety of functions in police organizations such as researching and analyzing operational needs for special event planning. A Police Planner will also evaluate and allocate the proper resources for each event. It is recommended two Police Planners be added to the Planning and Logistics Unit in order to meet current workload demands. These two Police Planners will report directly to the

Lieutenant who currently manages the unit.

(7.3) Staffing Needs and Findings

Staffing needs and findings of the analysis include the following:

- In 2021, the unit planned and staffed a total of 68 special events. The unit staffing level was reduced from 1 sergeant and 3 officers to its current staffing level.
- Confusion between the unit and district commands in who should be planning certain special events.
- City special event ordinance does not meet current staffing needs.

Recommendations:

Establish clear special event responsibilities between the Planning and Logistics Unit and individual district commands.

Update city special event ordinance in order to meet current staffing needs.

Civilianize the Planning and Logistics Unit and transfer current sworn staff to duties that require full police powers.

Create a new Police Planner classification or adjust existing classification, such as Management Analyst.

Add 2 civilian Police Planners to the Planning and Logistics Unit

4. Criminal Investigations Bureau

The Criminal Investigations Bureau (CIB) performs a variety of investigative services for MPD to include persons crimes, forensic services, regional Fusion Center, and others. CIB is composed of several divisions and is overseen by an Inspector position reporting to an Assistant Chief. The following chart outlines the organization of the Criminal Investigations Bureau by functional unit:

1. Part 1 Investigations Data

Various data sets are available to assist in a review of the Criminal Investigations Bureau operations. In reviewing investigative units, it is important to understand the amount of reported crime as this directly impacts potential caseloads. Most agencies report their crime statistics to the Federal Bureau of Investigation (FBI) for purposes of tracking crime nationally. There are two types of crimes reported to the FBI Part 1 and Part 2. Part 1 are the most serious types of violent and property crime. Part 1 crimes include: Homicide, Rape, Robbery, Aggravated Assault, Burglary, Larceny-Theft, Motor Vehicle Theft and Arson. Part 2 crimes include: Simple Assault, Forgery, Fraud, Vandalism Weapons Possession, Prostitution, etc.

(1) UCR Part 1 Offenses by Type

Information for MPD include Uniform Crime Reporting (UCR) data provided through the FBI and State's web portal. This information reveal important Part 1 crime trends over the last five year period. Note that certain data are only available through the 2020 or 2021 calendar year.

Uniform Crime Report – Crime by Part 1 Offense Type

	2017	2018	2019	2020	2021
Violent Crime	9,514	8,495	7,966	9,548	9,449
Criminal Homicide	119	100	97	190	194
Rape	434	524	453	478	462
Robbery	2,920	2,288	1,920	1,946	1,880
Agg. Assault	6,041	5,583	5,496	6,934	6,913
Property crime	22,892	18,184	15,401	16,620	25,194

	2017	2018	2019	2020	2021
Burglary	5,522	4,295	3,613	3,448	2,879
Larceny-Theft	11,553	9,013	8,122	8,362	9,771
Motor Veh. Theft	5,504	4,624	3,468	4,522	12,304
Arson	313	252	198	288	240

5YR Violent Crime - 1%
 YR Property Crime + 10%

(2) UCR Part 1 Case Clearances

Case clearance information is also available on a multi-year basis, as shown below. Cleared cases are done so through arrest or various exceptional means (e.g., if DA will not prosecute). These data represent other important macro-information which informs how investigative operations for Part 1 crimes are performing year-over-year. Clearance rates may indicate problems in the investigative process which may warrant further exploration for cause, if such granular data is available.

(3) UCR Part 1 Outcomes

The following observations are made with respect to the aforementioned data.

- Violent crime has fluctuated over the last five year period, with the total violent crimes experienced in 2021 similar to that of 2017.
- Notably, homicides have increased significantly over the last five years, from 119 in 2017 to 194 in 2021. Other data available shows homicides at 92 through early June, 2022. This trajectory will place homicides higher than 2021 if it were to continue.
- Conversely, robberies have declined significantly over the last five years, from 2,920 to 1,880—a decrease of 36%
- Case clearance for violent crime over the last five years has declined modestly. In 2020 clearance was 34% compared to a high of 40% in 2017 (five-year average is 37%). Non-fatal shooting (NFS) case clearance is an important sub-

set for crimes that take significant work efforts as shown in the table below (two-year data available):

Non-Fatal Shootings Clearance Rate		
NFS Data	2021	2022 (YTD)
Non-fatal Shootings	317	187
Cases Cleared	873	607
Percentage Cleared	36%	31%

- Overall property crime had declined significantly from 2017 through 2020 but then spiked in 2021, increasing by 52% over the year prior.
- This property crime increase has largely been the result of a near tripling in motor vehicle thefts—an endemic problem currently in Milwaukee and being experienced in other states nationally.
- Property crime clearance rates have experienced a year-over-year decline for the past five year—decreasing from 10% in 2016 to 4% in 2020 (five-year average is 7%). It should be noted that the CIB does not focus on these crimes as the large majority are investigated by officers in the field.

In summary, over the five year period the Part 1 crime profile in Milwaukee has changed significantly, with investigative case clearances overall declining for the police department during that period of time for both property and violent crimes. Reasons for declining case clearance are multi-faceted, and can range from reduced resources, shifting staff expertise, detracting administrative responsibilities, Covid-19 impacts, etc. Changes in clearance rate should not be considered alarming unless it is a longer-term and notable downward trend such as MPD property crime clearance. Data is not readily available to determine this downward trend in property crime clearance.

The data above is limited to Part 1 crime events, and excludes lesser Part 2 and other investigative efforts conducted by the CIB. These workload metrics are tracked nationally only by arrest, and thus data are limited with respect to investigative undertakings performed on these crime types. Nevertheless, it is noted that Part 1 crimes do not portray the entire picture of work undertaken by the CIB, and only reflect the major Part 1 crime efforts performed.

2. Major Investigations Overview

CIB performs major violent/persons crime investigations within four divisions as portrayed previously in the organization: Homicide, Violent Crimes, Sensitive Crimes

and General Crimes.

The investigative approach by the CIB is different than many of their national law enforcement counterparts. The significantly different tools and methods used can be summarized in the following points:

- Most law enforcement agencies of medium to larger size have in place a computerized Case Management System (CMS) that is integrated into a police department's Records Management System. The CMS is designed to help facilitate effective case management among different work units and individual detectives. The CIB has no such program, and instead relies on a SharePoint file repository to help maintain case tracking and related efforts.

This software lacks the sophistication of a dedicated CMS.

- Many law enforcement agencies assign a lead detective to a particular case who is responsible for the bulk of the investigative work related to that case. While assistance is periodically provided to this case-assigned detective by colleagues, the lead detective is ultimately held responsible for the case until case closure.
- The CIB does not operate with single lead detective but rather a point contact in some divisions; work is typically shared among several detectives. Given CIB operates on a 24/7 shift schedule, a case is assigned based on staff availability when the case occurs and is then continually transferred between different shifts, to the next detective work group, for continued case follow-up. In sum, there is no single detective held accountable for a case's outcome, and with no CMS being used, accountability requires detective supervisors to manage caseload assignments based on daily shift briefings and use of SharePoint referencing.
- The CIB has a shift "Assignment Lieutenant" who interacts with Patrol supervision. Regularly Patrol will request a detective call-out at which point the "Assignment Lieutenant" makes a decision if detectives will respond to the field and directly take over the case. This is universally done on homicides but other cases (e.g. robbery) requires decision-making on the part of this Lieutenant based on facts relayed to them from Patrol. Field response by detectives is not uncommon in larger departments, but with no "Lead Detective" assigned in the field, it makes case accountability problematic.

In summary, major investigations performed by the CIB is philosophically a group investigative process, with very limited case management technology supporting the investigative effort from initiation to case closure.

As a consequence of this 24/7 and team-based investigative approach, case management, tracking and accountability largely relies on the interpersonal communications performed among different divisions and between shifts to help manage a case through the investigative protocols. Moreover, the lack of a CMS, in conjunction with this approach, significantly complicates case tracking and accountability.

(1) Case Workloads and Data Limitations

Given the aforementioned investigative approaches combined with the case management limitations, data available to evaluate casework is very problematic, particularly at the individual detective level. The SharePoint software does not easily allow for workload evaluation, and in fact the data appears convoluted in many respects. In effect, the SharePoint data is a repository of “things done” on a case, as opposed to any information that can easily facilitate workload management.

With respect to overall workloads, it was suggested by MPD to look at various other metrics such as reports filed, warrants written, court time, etc. Some of these data elements were not made available to the project team and cannot be evaluated. More importantly, however, existing data has some notable limitations which restricts data usefulness.

Several different kinds of reports were run for the Matrix Consulting Group (MCG) based upon the SharePoint database, none of which contain specificity with regard to effectively tracking caseload work. SharePoint files provided include:

- A 2021 file containing references to an initial report as well as supplemental reports and over a dozen different report types written for cases. This file contained nearly 38,000 case entries of which approximately 28,000 are supplemental reports written in support of the initial report.
- A 2021 file containing arrests associated with each case. Many cases had multiple entries as multiple charges were filed.
- A 2021 file containing field interviews conducted. Typically these are provided by Patrol staff, so the linkage to cases is not clear in the SharePoint filing system.
- A 2021 file containing other paperwork related to a case, such as District Attorney filings, etc. This SharePoint file had over 16,000 entries of which 6,000 had no definition.

In summary, the types of SharePoint files provided validated that the data repository is a

listing of things done on a case; of which its accuracy is suspect. Data with respect to warrants, court time, and similar efforts were not provided in SharePoint files. Overall, this information has limited use for the Matrix Consulting Group with respect to evaluating caseloads by person, work unit, Division, etc.

Irrespective of the noted limitations, MCG abstracted different kinds of data from the SharePoint filing system to devise a framework for case evaluation. The following graph shows initial reports written, by type of report, and reflect casework that is apparently assigned to the CIB.

The graphic reflects 5,467 cases in 2021 that had initial reports written. There are some notable and unexpected CIB inclusions and exclusions to the dataset, further exacerbating data collection issues:

- There are far more theft/burglary cases than expected given these were allegedly assigned to Patrol unless part of a major pattern crime.
- The graph excludes 674 Stolen Auto reports. These are processed in Forensics which is part of CIB. It is unusual they are not part of the SharePoint data repository and as such reflects another SharePoint shortcoming.

When juxtaposing this SharePoint CIB data against UCR Part 1 crimes reported as shown previously, a key case management issue area becomes evident: CIB investigative caseload data for many different person and property crimes types is well below the 2021 UCR data for just violent crime (5,467 vs. 9,449). And while some Part 1 crimes including robbery are investigated by Patrol as previously noted, this data differential cannot be explained other than the noted SharePoint limitations.

In sum, the totality of information demonstrates that the SharePoint data is unreliable as a case management substitute, and can only be relied upon as an accomplishment of various tasks on a case if it has been accurately entered into the system. Consequently, given SharePoint limitations for a case workload review, MCG can only use the broadest of metrics provided by UCR reporting.

(2) Case Management Systems

Whereas the scope of this project is largely dedicated to resource (staffing) needs, it does not preclude the identification of other critical resources required in order to enhance MPD operations. To that end, one of the most vital interests of the CIB is to fully implement a comprehensive Case Management System (CMS) software product to

help facilitate investigations, case tracking, case management, and ultimately provide information to help determine investigative staff resources. SharePoint is not this system. Rather, a CMS has the following characteristics which SharePoint in most instances lacks:

- Storage and rapid retrieval of important information such as witness, victim and suspect statements, and related supplemental reports.
- Locating and retrieving audio and video files linked to cases.
- Tracking physical evidence and the completion of processing related thereto.
- Managing assigned major tasks to each case.
- Determining caseloads by detective by time period.
- Effectively determining case closures, by time frame, as a result of arrest or exceptional means. Relevant data is available for case clearance.
- Cross-indexing all information with easy search capabilities for all investigators and supervisors assigned to the case.
- Cross-indexing allows for the linkage of cases to develop patterns or series of crime.
- Ability to regular run investigative reports for supervision and management to include standard as well as customized reports.
- Ideally, linkage to other information systems such as Records Management (RMS).
- Ability to use reported information to help inform required investigative staffing levels.

In the absence of a CMS, as previously noted, the ability to help determine appropriate CIB investigative staffing levels is extremely limited, particularly given the shared investigative approach used by the 24/7 CIB operation. In summary, the benefits of a robust CMS are worth the financial investment, particularly for a law enforcement agency the size of MPD. To that end, implementing a robust CMS should be considered a vital few priority.

Recommendations:

Develop an internal CIB team to identify critical features of a computerized Case Management System (CMS) to be used at the Milwaukee Police Department, particularly, though not exclusively, by CIB personnel. Prepare an associated Scope Document.

Based upon the development of a CMS Scope Document, devise a Request for Qualifications (RFQ) for select vendors, then purchase a robust CMS based upon RFQ results and desired features. This should be considered a vital few recommendation.

2. CIB Major Investigations Divisions' Assessment

In order to determine appropriate investigative staffing levels, there are a variety of approaches that can be used, some more sophisticated than others. Investigations has more subjective and qualitative determinants of workload and work practices need to be considered. Patrol has the benefit of numerous quantitative metrics to assist in the evaluation of staffing requirements whereas investigative services have fewer such measures. Factors making quantitative analyses more difficult include:

- Approaches used to screen, assign, and monitor cases are different among law enforcement agencies. By example, CIB uses the "Assignment Lieutenant" in an important case screening/management capacity.
- What is actually investigated varies by agency. The extent to which agencies assign misdemeanor level property crime cases to detectives varies. Also, the extent to which patrol performs preliminary investigation varies widely and thereby impacts detective caseloads.
- Work practices vary tremendously among agencies, relating to interviewing techniques, mix of telephone and in-person interviews, use of computer technologies (CMS), time devoted to administrative tasks, etc.
- Complexity of caseloads is also a critical factor to consider when examining quantitative factors relating to investigative activity. Each case is different in terms of workable leads, suspect description, evidence availability, victim/witness

cooperation, quality of information provided by the original report taker, and numerous other factors. The way information in a single case may combine with information on other cases (e.g. serial crime) also impacts investigative actions.

- Finally, the nature of the community itself is a factor in evaluating investigative workload and staffing needs. Citizen expectations translate into service levels impacting detectives in terms of what is investigated and how investigations are conducted.

Based on these considerations and unlike patrol, investigative workload does not have as many well-established performance metrics that can be converted into quantitative methodologies to arrive at required staffing levels. Qualitative issues must also be considered which are often difficult to measure. Investigative staffing requirements need to be examined from a variety of perspectives in order to obtain an overall portrait of staffing issues, case handling issues and operational philosophies that have an impact on staffing needs.

(1) How Detective Staffing Numbers are Calculated

Not all investigative cases require the same number of investigative efforts or work hours. For example, a homicide investigation requires more investigative time (and resources) than a domestic violence. The Matrix Consulting Group has over the years developed several different approaches to investigative assessments.

- Number of investigators per Part 1 crime. This broader benchmark has lost its utility given the ever-increasing sophistication of investigative efforts, the shifting importance of Part 2 crimes follow-up, and the difficulty in collecting updated data from other agencies. For illustrative purposes only, the benchmark was approximately 400 Part 1 crimes per investigator, recognizing that many of these cases would not be assigned due to lack of solvability.
- Number of cases per detective, by type of case, is a quantitative approach Matrix Consulting Group has utilized for several years. It has been revised and adjusted based upon new investigative approaches, and is now considered supplemental to a more refined approach subsequently described.

These caseload metrics are summarized in the following table:

Measures	Comparative Industry Patterns
Active cases assigned to “property” crimes Detectives (e.g., burglary/theft).	15 to 20 active ¹⁵ cases per month based on a survey of dozens of law enforcement agencies performed by the Matrix Consulting Group over many years. Recent research in California and elsewhere suggests this range has been reduced to 12-15 cases as the complexity of evidence collection and testing has increased the overall time required to investigate a case.
Active cases assigned to “person” crimes Detectives.	8 to 12 active cases per month based on the same survey. 3 to 5 active cases for complex person crimes such as felony assault (shootings) to include homicides. Domestic Violence (DV) cases vary widely dependent upon State mandates that result in varied workloads. Some DV Units can handle 20 to 30 cases per detective per month, whereas others can only handle DV caseloads typically attributed to the “felonious person crimes.” For the same evidentiary reasons noted previously, person crime caseloads are often being lowered to 6-8 cases per month.
Active cases assigned to sex crimes.	Because of the sophisticated and sensitive nature of sex crimes, these specialized person crime cases have a lower active case range of 5-7 cases per month.
Active cases assigned to White Collar Crimes Detectives (e.g., fraud).	These have a broader range due to their varied complexity, from 10 to 20 active cases per month unless they are particularly difficult (e.g. embezzlement or high value) in which case the range is closer to 8-12 per month.
Active cases assigned to “generalist” crimes Detectives.	12 to 15 active cases per month based on the Matrix survey. Because of the sophisticated evidence-related processing noted previously, a lower range can result in 9-12 cases per month.
Maximum Investigations that Can be Handled	Varied data from different sources has developed benchmarks based on the sophistication of certain crime types and the extensive time investment often required. A key example is one benchmark suggesting a single lead detective could handle well no more caseload than five (5) homicides annually.

- Expanding beyond case types, the Matrix Consulting Group has developed several caseload work hours *for the average case* by case type. These were developed through dozens of recent studies and interviews with detectives

¹⁵ An active case is one with sufficient leads that it is actively worked. It is not a reflection of an assigned case which can often be for initial review purposes and ultimate suspension.

working cases throughout the nation. Average hours to perform various tasks were developed and the frequency in which these tasks occurred was also devised based upon these participants' interviews on prior studies. The following case type caseload workload hours are presented as the baseline for analysis, and supplemented by references to the prior table's monthly caseload metrics, as well as other information, where appropriate.

The following sections describe the staffing assessment for the four Major Investigations Divisions staffed accordingly¹⁶:

Major Investigations Actual Staffing Levels

Division	Capt.	Lieut.	Sgt.	Det/Ofc	Total
Homicide	1	3	5	42	51
Violent Crimes	1	3	6	38	48
Sensitive Crimes	1	3	3	29 ¹⁷	36
General Crimes	1	3	3	33	40

(2) Homicide Division Detectives

The Homicide Division operates over three shifts, is overseen by a Captain, and has 42 detectives assigned that investigates major persons crime involving homicides, officers involved shootings, sudden infant death, suspicious deaths and high-profile suicides. Two of the staff are cold case detectives.

Homicide cases are major person crimes which are typically the most complex cases. These very complex cases often require exhausted effort in the first 48 to 72 hours. They are typically worked in teams with a lead or multiple lead detectives dependent upon case circumstances. As previously noted in CIB, investigations are rotated among different detectives in the various shifts.

In 2021, based on the MPD Annual Report, the Homicide Division cleared 96 homicides for a UCR clearance rate of 50%.

The following Homicide table illustrates the average hours required by the primary detective assigned the case based on MCG's devised workload metrics. It does not include support from Patrol and others in initial crime scene canvassing, suspect interview teaming, etc.

¹⁶ As of corrected data from Asst. Chief staff, June 2022.

¹⁷ 17 detectives and 12 police officers.

Approximate Homicide Case Hours

Common Tasks	Common Processes	Approximate Time	% of Time Completed
DNA	Evidence to Crime Lab	4 hours (Includes submission and report)	100%
Crime Scene Material (Evidence left by suspect)	Evidence to Property Control	4 hours (Includes Inspecting and writing report)	100%
Cell Phones	Cell Phone Downloads	30 hours (Some phones take much longer)	100%
Video	Review of video recovered from scene	40 hours (To review and write report)	100%
Social Media / Electronic Records / Physical location	Warrants / Subpoenas / Review of Evidence Obtained	100 hours (Includes reviewing and report writing)	100%
	Surveillance (Locating suspect)	10 hours (Includes report writing)	100%
Post Mortem Exam	Autopsy performed by ME (Dets. observe consult)	6 hours (Includes Inspecting and writing report)	100%
Witnesses	Witness Interviews (Locating)	40 hours (Includes report writing)	100%
Suspect	Suspect Interview	12 hours (Longer if lodged -Includes report writing)	50%
Jail Call Monitoring	Review Calls	40 hours	50%
DA Contact/Filing	Consult with DA	30 hours	50%
Total		316 hours- <i>If all tasks completed</i>	

This homicide table serves as a good illustration of how average case time is determined (for all case types). Estimated time is multiplied by the frequency of occurrence, and where the 316 hour resultant is if all tasks are performed, 275 hours is the case average (as a consequence of the latter 3 tasks occurring 50% of the time due to a suspect arrest).

This list is not all inclusive and does not contain all elements and not every homicide will have same amount of evidence or interviews conducted. Included in these hours is the assumption that detectives will be using records management searches, social media searches, checking association files, receiving informant information and other

investigative techniques (trackers, cell tower data, etc.) if available. It also assumes that detectives work as a team and not all investigative hours will be worked by the primary detective—more hours will likely be dedicated to support the primary detective's efforts in a support role, but these are extremely variable (above hours shown are for lead detective only). Some immediately solvable cases will not require the number of hours listed, but several cases may require significantly more.

Using the case time estimates shown in the table, the leading detective time translates to approximately **275.0 hours** allotted per solvable case. Based on 2021 UCR reported homicide data, an estimated 53,350 hours¹⁸ distributed among 40 homicide detectives.¹⁹

It is assumed a detective has a baseline 1,500 core work hours annually after scheduled and unscheduled leave, training, and administrative support (e.g. back-up to lead detective on some homicide tasks). As a consequence, the staffing outcome is:

- 36 Homicide detectives at average case hours for each case.
- 41 Homicide detectives at maximum case hours for each case.

Homicide case work information from a 2008 *FBI Law Enforcement Bulletin* suggests that based upon a survey of 55 law enforcement agencies, a competent homicide detective can efficiently work an average of 5 homicide cases a year as the lead. With 40 detectives handling 194-226 criminal homicides reported annually (based on either UCR or SharePoint data), this benchmark of 5 homicides per detective suggests that the CIB Homicide Division is within the appropriate detective staffing range.

As of mid-October 2022 there were 184 homicides reported—on track to equal or exceed 2021. Notably, the last two years has a much higher homicide rate than 2017-19 which, of course, impacts necessary staffing levels.

While it is recognized that the Homicide Division also investigates other higher profile events such as officer involved shootings, sudden infant death, suspicious deaths and high profile suicides, these cases and the method of personnel assignment lack sufficient detail to understand their staffing impacts due to the aforementioned data limitations resulting from no CMS. In sum, during periods in which homicides are predominant, the level of effort cannot be expended on these case types when homicides are at a lower annual rate. As such, until a CMS can be implemented to help drive staffing decisions, the guidelines herein regarding Homicide staffing levels can be used to inform personnel decisions.

¹⁸ 194 homicides X 275 hours = 53,350

¹⁹ Excludes 2 cold case detectives.

(3) Violent Crimes Division Detectives

The Violent Crimes Division operates over three shifts, is overseen by a Captain, and has 38 detectives assigned that investigate major persons crime involving aggravated assaults, infant deaths, Non-fatal Shootings (NFS) and robberies involving gunshot wounds.

Assault cases are treated more seriously by the judicial system and tend to have more witnesses and evidence requiring more time in interviews and recovering and processing evidence than property crimes. Unlike homicides which are always investigated, aggravated assaults may have various extenuating circumstances that do not facilitate case solvability and thus are not worked.

As a result, the 6,913 cases reported in UCR are not used as an investigative baseline; rather, MCG summed battery, weapons and endangering safety as reported in SharePoint and noted in the prior graph. This resulted in 1,432 cases possibly investigated while understanding that it could be more (or possibly less given current department records).

According to the 2021 MPD Annual Report, the Division effectively investigated Non-Fatal Shootings of 872 victims and cleared 293 for a 34% clearance rate.

The following Aggravated Assault table illustrates the average hours required by a detective based on MCG's devised workload metrics.

Approximate Assault Case Hours

Common Tasks	Common Processes	Approximate Time	% of Time Completed
DNA	Evidence to Crime Lab	3 hours (Includes submission and report)	10%
Crime Scene Material (Evidence left by suspect)	Evidence to Property Control	4 hours (Includes Inspecting and writing report)	30%
Cell Phones	Cell Phone Downloads	10 hours (Some phones take much longer)	50%
Video	Review of video recovered from scene	10 hours (To review and write report)	50%
Social Media / Electronic Records / physical location	Warrants / Subpoenas	30 hours (Includes reviewing and report writing)	20%

Common Tasks	Common Processes	Approximate Time	% of Time Completed
Surveillance	Surveillance (Locating suspect)	10 hours (Includes report writing)	10%
Victim Statement	Victim Interview	1 hours (Includes report writing)	100%
Witnesses	Witness Interviews	1 hours (Includes report writing)	100%
Suspect	Suspect Interview	2 hours (Longer if lodged -Includes report writing)	50%
Jail Call Monitoring	Review Calls	10 hours	10%
DA Contact/Filing	Consult with DA	4 hours	10%
Total		82 hours- <i>If all tasks completed</i>	

This list is not all inclusive and does not contain all elements of an investigation. Not every case will have same amount of evidence or interviews conducted. Included in these hours is the assumption that detectives will be using RMS searches, social media searches, checking association files, receiving informant information, and other investigative techniques (trackers, cell tower data, etc.), if available. Many cases will not require the number of hours listed, but some cases may require significantly more. Based on the percentage for how often each subtask is completed, each solvable case equates to an average of approximately **22.6 hours**.

Using the case time estimates shown in the table, detective time translates to approximately 32,363 hours based on the estimated 1,432 cases worked and distributed among a staffing contingent of 38 detectives. It is assumed a detective has a baseline 1,500 core work hours annually as described previously. As a consequence, the staffing outcome is:

- 22 Violent Crimes detectives at average case hours for each case.
- 78 Violent Crimes detectives at maximum case hours for each case.

While the staffing range is broad given the potentially significant workload hours if a case requires all tasks, the lower end of the range (average case hours) illustrates that this caseload would be approximately a half-time work requirement for the 38 detectives assigned to the Violent Crimes Division. This estimated metric based on SharePoint data is very likely incorrect, and further illustrates the shortcomings of a data repository as a case management system and personnel management tool.

In addition to task hour estimates, based on other methodologies MCG has used as shown in a previous table, we typically recommend no more than 6 to 8 major person crimes be assigned per detective per month resulting in 72 to 96 cases assigned to each detective per year. With 38 detectives in the Violent Crimes Division, the overall average caseload could potentially be accomplished by 20 detectives²⁰ This is based exclusively on estimated SharePoint cases worked (1,432) and not the 2021 UCR report of 6,913 aggravated assaults.

Based on all data available, it is concluded that this Division is likely adequately staffed in the absence of detailed case management information.

Recommendations:

Reduce Violent Crimes Division detective staffing by 2 authorized positions, resulting in a total of 38 detective positions. At the time of this analysis, these positions are currently vacant.

(4) Sensitive Crimes Division Detectives

The Sensitive Crimes Division operates over three shifts, is overseen by a Captain, and has 29 investigators (17 detectives and 12 police officers) assigned that investigates major persons crime involving sexual assault, child abuse, critical missing persons and serious domestic violence. Sensitive Crimes is also supporting the Internet Crimes Against Children (ICAC) effort at MPD, and as such this is a staff time investment that must be considered.

These types of person crimes, sex assault and crimes against children, are even more complex cases and are treated very seriously by the judicial system. They tend to have more evidence and victim contact requiring more time in interviews and the recovering and processing of evidence when compared with some other person crimes (e.g. robbery). These cases generally involve the use of forensic interviewers who must be scheduled and the interviews tend to be lengthier.

UCR records only show rapes in 2021 at 462 reported; this is only one crime type investigated by Sensitive Crimes. Consequently, an abstraction from SharePoint must serve as the baseline. MCG summed sexual assault²¹, child crimes and domestic violence as noted in the prior graph. This resulted in 1,025 cases possibly investigated.

²⁰ 1,432/72 cases = 19.9 staff

²¹ A continued illustration of SharePoint shortcomings is sex assault was listed as 126 cases while UCR reported was 462 in the 2021 period.

Approximate Sensitive and Sexual Assault Case Hours

Common Tasks	Common Processes	Approximate Time	% of Time Completed
DNA	Evidence to Crime Lab	2 hours (Includes submission and report)	50%
Crime Scene Material (Evidence left by suspect)	Evidence to Property Control	2 hours (Includes Inspecting and writing report)	50%
Cell Phones	Cell Phone Downloads	4 hours (Some phones take much longer)	40%
Video	Review of video recovered from scene	4 hours (To review and write report)	50%
Social Media/Electronic Records/physical location	Warrants/Subpoenas	30 hours (Includes reviewing and report writing)	33%
Surveillance	Surveillance (Locating suspect)	10 hours (Includes report writing)	20%
Sex Assault Kit	Sex Assault Exam	6 hours (Done by Hospital Staff, but a detective is required to be present at hospital and requires submission to lab)	90%
Victim Statement	Victim Interview	4 hours Interviews are recorded (Includes report writing)	100%
Witnesses	Witness Interviews	2 hours (Includes report writing)	100%
Suspect	Suspect Interview	2 hours (Includes report writing)	50%
Jail Call Monitoring	Review Calls	2 hours	20%
DA Filing	Consult with DA	1 hours	20%
Total		69 hours- <i>If all tasks completed</i>	

This list is not all inclusive and does not contain all elements of an investigation and not every case will have same amount of evidence or interviews conducted. Included in these hours is the assumption that detectives will be using RMS searches, social media searches, checking association files, and other investigative techniques (trackers, cell tower data, etc.), if available.

Many cases will not require the number of hours listed, particular domestic violence which represents about half the cases in the SharePoint file, but some cases may require significantly more. Based on the percentage for how often each subtask is

completed, each solvable case equates to an average of approximately **30.6 hours**.

It should be noted that many of these sensitive crimes cannot be conducted quickly, but rather is a time investment over a longer period.

Using the case time estimates shown in the table, detective time translates to approximately 31,365 hours based on the estimated 1,025 cases worked and distributed among a staffing contingent of 29 investigators. It is assumed these personnel have a baseline 1,500 core work hours annually as described previously. As a consequence, the staffing outcome is:

- 21 Sensitive Crimes investigators at average case hours for each case.
- 47 Sensitive Crimes detectives at maximum case hours for each case.

As Domestic Violence represents approximately half the cases worked, it is reasonable to assume that average case hours and related staffing is generally illustrative of the personnel needed. Nevertheless, in 2016 the Division had 42 investigators which is closer to the maximum case hours staffing calculation.

Through our experience over many studies we have found that a competent detective can efficiently work an average of 5 to 7 of these case types a month—more if they are exclusively dedicated to domestic violence crimes, some of which are lesser complexity²². This results in 60 to 84 cases assigned to each detective per annum. Based on the estimated caseload, this results in a requirement of 12-17 investigators needed in Sensitive Crimes.

The variance in staffing related to different investigative metrics, combined with suspect SharePoint data, suggests that current staffing must be the default recommendation. As with all other staffing recommendations in this chapter, staffing levels should be revisited upon implementation of a comprehensive computerized CMS.

Recommendations:

Given various expertise required and changing caseload annually, regularly revisit the ratio of detectives to police officers assigned in the Sensitive Crimes Division.

(5) General Crimes Division Detectives

The General Crimes Division operates over three shifts, is overseen by a Captain, has 33 detectives assigned that investigates major persons crime involving robberies, car

²² Dedicated DV detectives and “average” domestic assault cases are calculated at 21 maximum hours and an average of 8.7 hours per case.

jackings and infant deaths. Additionally, the Division investigates major property crimes involving cross-district suspects, major business burglaries, arsons, financial crimes, and related. They have recently implemented the Milwaukee Area Violent Crimes Task Force within the Police Administration Building.

Because this Division investigates an eclectic group of crimes to include both property and persons crimes, it is assumed they investigate the remaining cases associated with the SharePoint data provided and as shown in the prior bar graph. This would include:

- Robbery (627 cases in 2021)
- Other crime types assigned (891)
- Theft, Burglary and Vandalism (972).
- Arson (73)

In 2021, based on the MPD Annual Report, the General Crimes Division had a 67% clearance rate for bank robberies and a 34% clearance rate for carjacking.

As portrayed with other CIB Divisions the following tables reflect caseload hour estimates based upon crime type/category.

Approximate Person Crime Case Hours

Common Tasks	Common Processes	Approximate Time	% of Time Completed
DNA	Evidence to Crime Lab	3 hours (Includes submission and report)	10%
Crime Scene Material (Evidence left by suspect)	Evidence to Property Control	4 hours (Includes Inspecting and writing report)	30%
Cell Phones	Cell Phone Downloads	10 hours (Some phones take much longer)	50%
Video	Review of video recovered from scene	10 hours (To review and write report)	50%
Social Media / Electronic Records / physical location	Warrants / Subpoenas	30 hours (Includes reviewing and report writing)	20%
Surveillance	Surveillance (Locating suspect)	10 hours (Includes report writing)	10%

Common Tasks	Common Processes	Approximate Time	% of Time Completed
Victim Statement	Victim Interview	1 hours (Includes report writing)	100%
Witnesses	Witness Interviews	1 hours (Includes report writing)	100%
Suspect	Suspect Interview	2 hours (Longer if lodged -Includes report writing)	50%
Jail Call Monitoring	Review Calls	10 hours	10%
DA Contact/Filing	Consult with DA	4 hours	10%
Total		82 hours- <i>If all tasks completed</i>	

Burglary / Property Crimes are typically less complex investigative cases than person crimes and generally require less investigative time or resources. These cases are treated less seriously by the judicial system, and they tend to have less witnesses. The following chart describes approximate investigative times for Burglary / Property Crimes:

Approximate Property Crime Case Hours

Common Tasks	Common Processes	Approximate Time	% of Time Completed
DNA	Evidence to crime lab, includes submission and report.	2 hours	20%
Crime Scene Material	Evidence to property control, inspection, and report writing.	2 hours	20%
Cell Phones	Cell phone downloads, with some taking longer than others.	4 hours	50%
Video	Review of video recovered from scene and report writing.	2 hours	50%
Social Media/ Elec. Records	Warrants/subpoenas, including submission and report.	6 hours	30%

Common Tasks	Common Processes	Approximate Time	% of Time Completed
Location Data	Warrants/subpoenas, including submission and report.	20 hours	40%
Surveillance	Surveillance, including locating suspect and report writing.	10 hours	20%
Victim / Witness Interviews	Interview(s), including report writing.	1 hours	50%
Suspect Interview	Interview(s), including report writing.	1 hours	50%
Jail Call Monitoring	Listen to calls, report writing.	2 hours	10%
Consult with DA	Review case, perform follow up, includes report writing.	1 hours	10%
Total		<i>51.0 hours- if all tasks completed</i>	

The person crime component averages **22.6 hours** per case (for 627 cases), whereas property (and other) crimes are calculated at **16.9 hours** per case (for 1,936 cases). This results in 46,889 hours of workload distributed among 33 detectives. It is assumed these personnel have a baseline 1,500 core work hours annually as described previously.

As a consequence, the staffing outcome is:

- 31 General Crimes investigators at average case hours for each case.
- 100 General Crimes detectives at maximum case hours for each case.

MCG's confidence is high that the vast majority of cases of these types would approach the average case hours required as opposed to the maximum; as such the current staffing level of 33 detectives appears reasonable.

Based on the average cases per month methodology used by MCG as shown in a previous table, we typically recommend no more than 6 to 8 major person crimes be

assigned per detective per month, resulting in 72 to 96 cases assigned yearly. Furthermore, property crimes range in the 12 to 15 monthly cases assigned resulting in 144 to 180 cases assigned per annum. At the low-end of the caseload scale, 22 detectives would be required in General Crimes.

In summary, various caseload metrics for the General Crimes Division suggest that a range of 22 - 31 detectives is adequate to handle caseload based on SharePoint data. Based on the potential accuracy issues discussed throughout these sections with respect to that data, it can be assumed that the Division's staffing contingent is reasonable given personnel's commitments to comprehensively investigating arson (2 detectives assigned per case) car-jackings, bank and business robberies as well as the time investment of 7 investigators participating with the Violent Crimes Task Force.

(6) CIB Major Investigations Management and Supervision

The importance of appropriately staffed management and supervision cannot be over-emphasized. The CIB has an Assistant Chief and Inspector position overseeing the Bureau with appropriate organizational structuring composed of Captains, Lieutenants, and Sergeants.

Whereas upper level management such as Captain and Lieutenant positions are appropriate, there are instances in which Sergeants are short-staffed based on staffing patterns MCG believes is reasonable for first-line supervisors in sophisticated positions requiring effective expertise. The following table demonstrates the current Sergeant staff to supervision ratio.

Division Sergeant to Staff Ratios

Division	Sergeants	Sgt to Investigator Ratio
Homicide Division	5	8.4
Violent Crimes Division	6	6.3
Sensitive Crimes Division	3	9.7
General Crimes Division	3	11

Supervision to staffing ratios typically should not fall outside the boundaries of 1: 6-9 in any law enforcement group with the exception of high profile units such as Homicide, patrol special enforcement teams, and the like requiring close supervision that may demand even lower supervision to staffing ratios. Supervision levels beyond 1-to-9 is acceptable in some circumstances if line personnel are seasoned, do not require close supervision, do not have overly complicated tasks to perform, perform low risk duties, and can generally operate well in a supervisory "hands-off" environment.

Based on the first-line supervision ratios noted in the table above, the Homicide, General Crimes and Sensitive Crimes Divisions should be staffed with 6 sergeants with the former potentially having a viable option for 9 sergeants (ratio of 1 Sergeant to 4.7 detectives in Homicide) given the critical investigative nature of these crime types.

Recommendations:

Increase staffing in the Homicide Division by 1 sergeant position, for a total of 6 authorized sergeant positions.

Increase staffing in the Sensitive Crimes Division by 3 sergeant positions, for a total of 6 authorized sergeant positions.

Increase staffing in the General Crimes Division by 3 sergeant positions, for a total of 6 authorized sergeant positions.

3. Special Investigations Division

The Special Investigations Division is composed of the following functional units:

- A Fugitive Apprehension Unit (21 officers).
- A Violence Reduction Unit (9 detectives and officers).
- Federal Task Force (11 detectives and officers).
- A HIDTA (High-Intensity Drug Trafficking Area) Program to include participation in DEA task force, US Marshalls, Metro Drugs task force, Opioid task force and others (19 detectives and officers).

(1) Special Investigations Division Overview

The key duties and responsibilities of these specialized investigative operations is to conduct proactive efforts dedicated to high profile career criminals, fugitives, gang members, wanted suspects, felons with guns, and other efforts designed to identify and apprehend the most serious offenders.

The 60 detectives and officers are dedicated to these proactive effort using a variety of investigative approaches, technologies and specialized vehicles. As with most law enforcement proactive units, member of the Special Investigations Division are responsible for developing their own cases, and unlike other “reactive” investigative units such as those found in Major Investigations, these units’ caseloads are developed through other investigations, human intelligence or community generated tips.

Law enforcement specialized investigative units that can range from vice and narcotics to fugitive apprehension teams, are dedicated to proactive efforts that require very close scrutiny given their unique roles. Staffing levels are often dictated by the perceived value of performance outcomes, management and executive management's expectations with regard to these units' abilities to suppress and resolve community crime, and staff resource availability not dedicated to the more traditional core functions of Patrol and Detective reactive case investigations.

The allocation of staff resources to these types of functions is generally a policy decision driven by the law enforcement executives of the jurisdiction. There is no formula to evaluate the level of staff resources a community should allocate to these enforcement efforts because:

- Proactive investigations are, by their very nature, discretionary. These investigations relate to a community's values to address a wide variety of problems.
- Dedicated proactive investigative units are found in agencies which have the resources for such specialized full-time activities and which are committed to addressing important quality of life issues.
- The caseloads of proactive investigative units are typically different from the kinds of caseloads handled by core investigative units. Caseloads for proactive investigative units are long-term oriented, rely on specific problem identification and varied targeting techniques. Results, then, need to be measured differently than for traditional case handling investigators – clearance rates and active cases are not a useful measure for proactive investigations.
- Proactive investigations are often regional in nature, and therefore can periodically rely on the support of other additional local, State and Federal agencies in higher profile cases.

As a result of these factors, and because staffing levels often become an outcome of performance, the effectiveness of proactive investigative units needs to focus more on the process of targeting problems in the community and making assigned staff accountable for results. In brief, proactive investigative units require close scrutiny given their unique roles and have established performance expectations.

(2) [Special Investigations Data Review](#)

Similar to the CIB Major Investigation data review, there is limited SharePoint workload

data available. This is not as problematic for proactive investigative teams. 221 drug cases were registered in 2021 as shown in the previous bar graph, but it is unclear if these cases were exclusively performed by staff in Special Investigations.

More importantly, however, there are output or outcome performance measures accomplished by the Special Investigations Division. The following table provides multi-year data with respect to various metrics:

Special Investigations Division Activity Summary – 3 ½ Year Period

	2022 (Jan- Jun)	2021	2020	2019	3.5YR Total
Adult Arrests	350	716	935	1,039	3,040
Juvenile Arrests	24	27	38	42	131
Firearms Recovered	168	272	226	255	921
Search Warrants Executed	52	85	79	117	333
Monies Recovered	\$117,218	\$481,325	\$263,904	\$248,608	\$1,111,055
Drugs Recovered:					
THC - grams	28,128	61,007	37,466	38,766	165,367
Heroin - grams	470	386	3,223	1,533	5,612
Cocaine - grams	3,254	1,200	1,305	3,210	8,969
Meth - grams	9	306	261	1,786	2,362
Fentanyl (+mixed) -grams	2,034	905	140	105	3,184
MDMA - grams	4,244	106	7	1,409	5,766
Pills - #	162	835	96	1,011	2,104
Other- grams/ml	23,000	251	103	2,194	25,548

This data is valuable, but also somewhat daunting to help inform performance and productivity. In summary, the 3 ½ year performance metrics for the Special Investigations Division can be summarized as follows:

- Recovered 478 pounds of narcotics and over 2,100 pills.
- Recovered over \$1.1 million in cash.
- Arrested approximately 18 individuals weekly.
- Recovered and confiscated approximately 5 firearms weekly.
- Executed approximately 2 search warrants per week.

These performance statements provide a better grasp on the outcomes of the Division's proactive investigative work. As mentioned above, performance measures of proactive units should be tied to effective management of resources to address specific community issues. These performance metrics can help establish the perceived value of Special Investigations Division efforts and the required staffing in accomplishing community safety.

The fundamental issue with respect to staffing is the value of these 3 ½ years of output worth the dedication and investment of 60 officers and detectives, plus supporting management, supervision and clerical personnel. This should also be placed in the context of a time period in which Covid-19 occurred. Some of the outputs are impressive, but clearly represent a significant personnel investment for these overall returns.

In summary, the current staffing level should be used as the baseline for future adjustments based on performance expectations. The current outputs can serve as a potential baseline for future expectations, and staffing adjustments made accordingly.

Recommendations:

In the Special Investigations Division, use the current staffing level of 60 detectives and as a baseline for annual staffing adjustments.

Based on community need and Department enforcement focus, annually revise staffing in the Special Investigations Division based on annual performance expectations and outputs related to narcotics seized, asset recoveries, arrests, warrants, firearm confiscated, and other similar metrics.

(3) CIB Special Investigations Management and Supervision

As discussed in detail in the CIB Major Investigations section, appropriate levels of management and supervision are critical, particularly for proactive teams such as Special Investigations. The assignment of 6 sergeants to oversee the complexity of these operations and 60 sworn personnel is not ideal for effective oversight and staff work direction. To that end, additional first-line supervision should be deployed at a supervisor-to-staff ratio that is more practical for these sophisticated proactive units.

Recommendations:

Increase authorized staffing in the Special Investigations Division by 4 sergeant positions, resulting in a total of 10 authorized sergeant positions.

4. Fusion Center

Fusion Centers are state-owned and operated centers that serve as focal points in states and major urban areas for the receipt, analysis, gathering and sharing of threat-related information between State, Local, Tribal and Territorial, federal and private sector partners. As one of 79 national locales, the fusion center is an effective and efficient mechanism to exchange information and intelligence, maximize resources, streamline operations, and improve the ability to fight crime and terrorism by merging

data from a variety of sources.

The MPD Fusion Center is a regional law enforcement intelligence group that covers Southeastern Wisconsin and is responsible for real-time crime and threat analysis centers, crime analysis functions, and various specialized support including JTTF, NIBIN, dignitary protection and other services. It provides a variety of support services to MPD's Criminal Investigations Bureau directly, and is a notable benefit to the Department.

(1) Fusion Center Overview

The Fusion Center is currently staffed with 38 positions and authorized 69 personnel, making this one of the highest vacancy rate operations in the Department. Despite this, its operation offers some notable advantages.

- The fact that virtually all operational analysis and intelligence gathering is largely centralized.
- Real time crime information and operational intelligence support is a leading and 'best practice' in law enforcement.
- Operation of a FUSION center is a necessary approach for large law enforcement agencies and regions.
- The nexus of guns and crime is an effective strategy in getting serious criminals off of the streets.
- Approaching crime analysis and intelligence gathering in a centralized fashion provides huge advantages to an agency, including the coordination and use of the data for Patrol and Investigations operationally but also for planning purposes for crime control purposes internally and externally.

(2) Fusion Center Data Review

While there are some data elements associated with the Fusion Center, this information certainly does not capture the variety of duties and responsibilities performed by the Center. In fact, only two work elements have been reported: data for the High-Tech Unit performing (HTU) performing digital forensics and National Integrated Ballistic Information Network (NIBIN) staff. These metrics are as follows for a 3 year period:

Fusion Center HTU and NIBIN Workload – 3 year Period

Workload Type	2020	2021	2022
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			(annualized) ²³
HTU Devices Analyzed	1,181	1,237	1,271
NIBIN Casing Entry	4,509	7,991	7,856
NIBIN Test Fires	3,043	3,280	3,075

These metrics point to consistency in outcome, but in a broader context with respect to HTU these performance outputs occurred while staff was reduced from 4 to 2 positions illustrating an apparent increase in efficiency.

While these Key Performance Indicators (KPIs) reflect work, they do not reflect backlog and thus are not a critical driver in staffing determination. Moreover, these KPIs do not reflect the bulk of staff assigned to the Fusion Center. Far more personnel positions are dedicated to Crime Analysis and the Real Time Event Center (RTEC) with no data outputs. Furthermore, lack of quantitative data has been further illustrated by the 2021 MPD Annual Report which focused upon the following qualitative outcomes for the Fusion Center:

- There was a pole camera expansion to the Villard Avenue BID. This expansion was used to create Operation Greenlight, which helps strengthen our partnership with the Villard Avenue BID and commitment to the safety and success of our community.
- STAC and the Real Time Event Center created and operated a command post for our partners to collaborate during the Milwaukee Bucks Championship victory.
- Extended the hours of operation of the NIBIN lab across all shifts to be able to process more casings and expedite the results.

While these accomplishments are important, they do lend themselves to staffing performance or related needs.

Thematically and similar to the several other CIB divisions, there is very limited workload data available from the Fusion Center to identify what many of these staff are accomplishing and the positive impact the Center is having. This is a common theme in the CIB—a notable lack of data for any kind of relevant decision-making with regard to devising appropriate staffing levels based upon accurate workload information.

This absence of comprehensive performance, backlog, and other information creates an inability to effectively determine whether existing staffing of 38 positions versus 69 authorized is a net detriment to the Department. Significant vacancies in the Fusion

²³ Data for 2022 through August annualized.
Matrix Consulting Group

Center off-set, in a practical matter, the potential vacancies in another Division. As such, until such time when the Fusion Center can justify further staffing through output, outcome and KPIs, it is difficult to warrant staffing changes in the operation.

Recommendations:

Collect comprehensive performance data for the Fusion Center, such as work outputs, outcomes, back-logged work, and other key performance indicators, and periodically re-evaluate staffing needs.

5. Forensics Division

The Milwaukee Police Department's Forensics Division reporting to the CIB includes four operational sections as shown in the organizational chart at the beginning of this chapter. They include:

- An Evidence Collection Unit (26 authorized staff) performs crime scene evidence collection of all types and ancillary records management duties.
- A Latents Print Unit (5 authorized staff) conducts latent print examinations collected by MPD staff and other jurisdictions.
- A Lab (7 authorized staff of which 2 are part-time) performs video retrieval and management, DNA and fingerprint processing, photo archival and interface with other organizations.
- Forensics Administration (22 authorized staff) conducts a variety of records-related functions.

Details of duties and responsibilities can be found in the Profile document which was a predecessor to this report. Evidence, Latents, and Lab are conducting operations consistent with other law enforcement agencies' performance of duties and responsibilities. Importantly, with the exception of managerial positions and Forensics Administration, all authorized staffing positions are filled. Forensics Administration is a rather unique development compared to counterpart agencies, as discussed below.

(1) Forensics Division Overview

The Forensics Division maintains the most comprehensive performance indicators in the CIB. A monthly report is submitted to CIB management with respect to a variety of task outputs for the various functional units and core responsibilities. While MCG obtained nearly 2 years of data on a follow-up request from MPD, some of this data was incomplete over the course of the two year period.

To accommodate an analysis based on some of this missing data, MCG performed the following:

- Evaluated monthly reports from January 2021 through August 2022 for content and data accuracy. As noted, a portion of the reports were missing data elements and restricted the usefulness of some monthly work outputs.
- Based on a review of the monthly data, selected 2 of the highest workload and 2 of the lowest workload months with complete data to develop an average monthly workload assessment.
- The average monthly workload assessment outcome was compared to all months with available data to ensure it was representative of workload and appropriately illustrated outputs for the Forensics Division.

Based on this analytical effort the following table displays the various workload metrics for the operations within the Forensics Division.

Forensics Division Key Monthly Workload Tasks and Averages

	March	April	June	Sept.	Monthly Avg.
Evidence Collection Unit					
Crime Scene Assignment	428	457	451	455	448
PR assign	1	0	0	0	0.3
Lab					
Lab Cases	252	206	228	234	230
Firearms Processed	226	199	260	257	236
Backlog	-	-	75	52	64
Video Examiners					
Video Recovery/Analysis	41	98	67	61	67
PIO Assignment	10	9	11	5	9
Media Release	2	1	0	1	1
Latents					
Latent Cases	340	381	357	358	359
Backlog	-	-	331	820	576

	March	April	June	Sept.	Monthly Avg.
Photo Lab					
Photo Uploads	2056	2889	728	642	1579
Photo Requests	34	31	47	30	36
Criminal Records					
Non-bookings	148	133	129	106	129
Non-booking backlog	2	4	0	4	3
Admin Release Book	8	12	7	4	8
Jail book	1242	1051	1128	1096	1129
Dead File	13	22	33	24	23
Evidence Mgmt. Unit					
Submittal to Crime Lab	56	86	77	81	75
Follow-up Assign	11	7	9	18	11
Closed out	120	60	105	93	95
Stolen Lic. Plates					
Active Stolen	73	67	59	49	62
Recovered Stolen OJ	6	9	4	7	7
Recovered Stolen MPD	5	2	4	1	3
Fingerprinting/Licensing					
Ppl Fingerprinted	226	96	182	122	157
Printed Personal Use	29	22	21	21	23
City Lic Issued	171	124	264	186	186
City Applicants Proc	29	152	23	14	55
Felony Warrants					
Warrants Rcvd	32	32	52	40	39
Warrants Cleared	33	28	46	34	35
Active Warrants	367	371	373	351	366
Suspect Alerts					
Suspect Alerts Entered	318	388	443	355	376
Suspect Alerts Cleared	369	319	315	266	317

	March	April	June	Sept.	Monthly Avg.
Investigative Alerts					
Inv. alerts entered	180	213	209	153	189
Inv. alerts cleared	110	77	86	72	86

Based on the information provided and summarized in the above table, assessments regarding staffing levels and adequacy can be estimated using the following workload activity per full-time equivalent (FTE) exercise. Major tasks performed by the various units were calculated and summarized in the table below:

Work Unit	Staff	Core Weekly Work	FTE Output/Week
Evidence Collection Unit	19	448	24
Latent Prints Unit	5	359	72
Lab	5	723	145
Forensics Administration	14	2,771	198

The following points related to the above information is provided:

- While the various outputs provide a range of different types of activities that must be assessed differently, the data in the table above provides an important workload context.
- As an illustration, are 24 field evidence collections activities per week performed by assigned Forensic Investigator a reasonable performance benchmark particularly when the actual average is higher as a consequence of likely weekly absenteeism among the 19 staff. Based on other information, this unit was staffed at a historically high level of 32 personnel, providing context for potential additional staffing needs, particularly as crime increases.
- Latent Prints Unit and the Lab have work activities that average approximately 2 to 4 activities per person performed per work hour, respectively. The data in the previous 'Key Monthly Workload' table also shows a work backlog associated with these latent print and lab metrics (an important indicator that should be tracked by any operational unit that has backlogged work). This points to staffing needs.
- Forensics Administration has lost several staff positions, and is executing overtime to provide coverage. Activities conducted average nearly 200 per week or 5 per hour per FTE which is not conclusive for records-related functions;

however given information provided in the interview, consistent overtime usage, etc., staffing should be increased to authorized staffing levels.

Concluding, other staff-related opportunities may evolve through co-location of Forensics Administration with Police Records. Current facility staff distribution now prohibits this, but Forensics Administration is largely a police records function—not a Forensics function—and as such should be located, when practical, with records personnel to achieve economies of scale in staffing.

Recommendations:

In the Evidence Collection Unit, increase the number of Forensic Investigators by 5, for a total of 24 authorized Forensic Investigator positions.

In the Latents Unit, increase the number of Latent Examiners by 1, for a total of 5 authorized Latent Examiner positions.

In the Lab, increase the number of authorized Forensic Investigators by 1, for a total of 4 authorized Forensic Investigator positions.

Prioritizing the filling of vacant positions in Forensics Administration.

In the Forensics Division, increase the number of sergeants by 1, for a total of 6 authorized sergeant positions.

Eliminate the authorized Lieutenant position in the Forensics Division.

6. CIB Civilians and Civilianization

Beyond the civilian staffing accommodated for in the prior Forensics Division chapter, there are other civilian positions assigned throughout the CIB. These include Office Assistants in Bureau Administration, other administrative support staff such as analysts, police service specialists, and others. There is no current evidence to suggest these staffing levels should change other than those noted in Forensics Administration.

As it relates to civilianization opportunities in CIB, the Department has appropriately begun civilianization of the sworn Forensic Investigator with an equivalent civilian position in the Evidence Collection Unit. This is consistent with national practice where civilianization of “crime scene investigators” is becoming more acceptable and common.

The Forensic Investigator (FI) position is a sworn position that has some historical precedent at MPD. These are police officer positions promoted to this classification that previously had a separate promotional track as a “specialist / technician” when making a career at the Forensics Division. Consequently, many positions in the Forensics

Division are FI personnel, including lab, video, and ID system specialist, and many FIs periodically support various duties such as fingerprinting that can be performed by civilian specialist staff.

Like the current MPD efforts undertaken with the civilianization of Forensic Investigators in the Evidence Collection Unit, similarly the civilianization of all FI positions in the Forensic Division should take place. Civilian specialists assigned to law enforcement labs, video acquisition/review, records management and purging, etc., are all common in national local police and sheriff departments. As such, MPD should continue the civilianization of the FI position with a longer term objective of fully civilianizing the Forensics Division.

Recommendations:

Continue the civilianization effort of the Forensic Investigator (FI) position in the Evidence Collection Unit. Further these civilianization efforts among remaining FI staff in the Forensics Division in lab, video and ID specialist totaling 5 converted positions.

Over the longer-term, consider full civilianization of the Forensics Division to include the Captain and Sergeants management and supervisory positions

5. Administration Bureau

The Administration Bureau is comprised of the Internal Affairs Division, Inspection Section and 8 divisions that provide technology support, human resource services, property and evidence functions, facilities/fleet maintenance, and records support for the Patrol and Investigation Bureaus. The Administration Bureau is overseen by an Inspector.

1. Internal Affairs Division

The Internal Affairs Division is overseen by a captain and includes the Special Investigations Section, Civil Litigations Section, Open Records (for IAD documents), and the Internal Affairs Section.

(1) Internal Affairs Section

(1.1) Staffing and Roles

The sections within the Internal Affairs Section are staffed as follows:

- 1 Lieutenant
- 12 Sergeants (5 of which are currently vacant)

The lieutenant reviews initial complaints, manages investigator caseloads and reviews investigations for accuracy before submitting cases through channels.

IAS cases are assigned to IAS investigators or district level supervisors. Completed district level investigations are forwarded through the patrol chain of command to the Assistant Chief and then to the IAS Lieutenant for final review.

The following tasks are also completed by the IAS Lieutenant:

- Appeals:
 - Meet with the City Attorney for a pre-trial review. Facilitate all requests from the City Attorney's office and/or the Unions lawyer(s) in preparation of the Appeals.
 - Assist the City Attorney during the appeal process.
- Discipline Review:
 - Document the discipline review process at the Chief's office.
 - Provide evidence, video, and reports for discipline decision makers.

- Conduct follow-up if needed from the discipline review process.
- On-Call – Lieutenant(s) assigned to IAD rotate on-call duty on a weekly basis. These duties are summarized as follows:
 - Remain available 24/7 to advise department members on IAD matters.
 - Respond to major incidents, in-custody deaths, Officer Involved Shootings, and MPD members arrested while off-duty.
 - Exercise the authority to suspend members when appropriate.
- Daily Operations”
 - Annual evaluations for members assigned to IAD.
 - Vet members applying for specialty units, promotions, or seeking employment at another organization.
 - Review Squad Accidents, Uses of Force, and Pursuits.
 - Respond to scenes as needed.

Of the 7 filled Internal Investigative sergeants, 6 are assigned administrative investigations, critical incident review, and harassment investigations. Investigative sergeants also review use of force investigations forwarded from patrol district command. A summary of those investigations is prepared and sent to the state yearly.

One Internal Investigations sergeant is assigned to gather non disciplinary correction actions for the Collins Agreement.

(1.2) Workload and Ability to Meet Unit Objectives

The 6 Investigative Sergeants are currently assigned 48 investigations as follows:

- 36 Internal Investigations.
- 7 Critical Incidents
- 5 Harassment Investigations.

There are an additional 22 cases awaiting assignment with the oldest cases averaging a 3 month wait time for assignment.

MPD provided IA investigation caseload data for 2020 and 2021 represented in the below table:

Internal Affairs Section Workload

Year	Harassment	Internal Affairs Section	Total
2020	8	370	378
2021	4	350	354

IA Sergeants average 60 investigations a year or an average of 5 investigations a month. Data provided did not distinguish between the number of initial case inquires and full investigations. Initial case inquires can range from 2 to 8 hours to determine if evidence exists to support a full investigation. Investigations can vary in length due to number of allegations, witnesses to be interviewed and squad/body camera video to view. Investigations have a 90-day timeline for completion. Extensions are documented by memo to the captain.

With current staffing of 6 IA investigative sergeants, there has been a consistent backlog of investigations awaiting assignment. Additional resources should be added to address the backlog of investigations.

In addition to the investigative work, IA sergeants completed the following reviews for the patrol districts' Use of Force/Pursuit and Squad Incident investigations for 2021.

- Use of Force 1928
- Pursuits 1076
- Squad Incidents 186

(1.3) Civilianization Potential

There are positions within the MPD Internal Affairs Division that could readily be transitioned to civilian professionals, positions that could be transitioned to civilian professionals with previous law enforcement experience and positions that should remain sworn.

Sworn positions responsible for administrative investigations assigned to the Internal Affairs Section, should be transitioned to civilian FTE with previous law enforcement experience. Agencies in previous Matrix studies utilized retired detectives for administrative investigations. Civilian investigators should have a thorough knowledge of police practices. Agencies in previous studies utilizing civilian investigators for administrative investigations continued to report to sworn supervisors. As part of administrative investigation processes, department members can be ordered to submit to an interview and/or issued communication restriction orders. When administrative investigator positions are civilianized, the orders are given by sworn supervisors.

(1.4) Findings

There has been a consistent backlog of internal investigation cases waiting to be assigned. There are currently 22 cases awaiting assignment. Investigators are responsible for upholding officers' legal and contractual protections while ensuring a timely and proper investigation. Investigations must ensure integrity, thoroughness, and promptness to provide no opportunities for fabrication or distortion of witness testimony or evidence.

Additional investigators should be added to keep the investigations current. The vacant investigative positions should be filled with civilian professionals possessing previous law enforcement experience.

Recommendations:

Civilianize 5 of the 12 sergeant positions within the Internal Affairs Section. All of these positions are currently vacant.

(2) Special Investigations

(2.1) Staffing and Roles

- 1 Lieutenant
- 11 Detectives (6 vacancies)

Special Investigations detectives are assigned investigations that could result in criminal charges.

Special Investigations Section Detectives conducted 70 investigations for 2020 and 57 investigations for 2021. There are currently 5 detectives assigned to criminal investigations. The allegation and length of investigation data was not provided.

(2.2) Civilianization Potential

Investigators responsible for criminal investigations should not be considered for civilianization.

(3) Civil Litigations

(3.1) Staffing and Roles

- 1 Officer (reports to IA Lieutenant).

The Civil Litigation Officer is responsible for the following tasks:

- General oversight and assistance for officers involved in civil litigation.
- Attend meetings at the request of the City Attorney's office.
- Represent MPD at JudLeg (Judicial Legislation Committee hearings).
- Aid the Fire and Police Commission with subpoenas and other requests.
- Implement and oversee department purging processes.
- Attend meetings with the City Attorney regarding purge criteria.

The City of Milwaukee is in the process of reviewing retention schedules. The Civil Litigation Officer will be responsible for an implementation strategy to ensure MPD records are purged compliant with the new schedule for all divisions within the department. Both paper and electronic files will need to be purged. This will be a significant workload due to the size of the agency.

(3.2) Civilianization Potential

Tasks assigned to the Civil Litigation Officer should be civilianized. The purging project implementation should be assigned to a civilian FTE. Records retention schedules and purging tasks are assigned to administrative personnel in most law enforcement agencies.

Recommendations:

Establish a Civil Litigation paraprofessional civilian classification.

Civilianize the Civil Litigation Officer position.

(4) Open Records

(4.1) Staffing and Roles

- 2 Officers (reports to IA Lieutenant)

Officers assigned to open records process requests for documents specific to Internal Affairs Division investigations and include the following tasks:

- Review and ensure accuracy for requests.
- Work closely with Records Section regarding non-IAD related open records.
- Liaison with AIM Sergeant for data extraction.

- Provide guidance with open records questions.
- Answer memorandums and meet with members requesting to view their IAD files.
- Assist other agencies with background checks.

(4.2) Civilianization Potential

The Open Records officers should be civilianized as tasks associated with this position are administrative. Internal Affairs Division records require an added level of confidentiality, however, the position can be civilianized and located within IAD.

(5) Administrative Staff

There are 3 administrative staff that process discipline paperwork, employee drug test paperwork, track case management in addition to other administrative functions. No changes are needed in this functional area.

2. Inspections Section

The MPD Inspections Section was initially created for the purpose of tracking, inspecting, and auditing equipment for the department twice yearly. When the department became accredited with WILEAG the division responsibilities transitioned to compliance for the 650 accreditation standards.

In 2020 the Milwaukee Police Department finalized an agreement with the ACLU as the result of a 2017 class action lawsuit between the City Milwaukee Fire and Police Commission and Charles Collin, et al. Plaintiffs alleged that Defendants' policies, practices, and customs related to stops and frisks by the Milwaukee Police Department violated the United States Constitution by:

- Authorizing MPD officers to stop people without individualized, objective and articulable reasonable suspicion of criminal conduct in violation of the Fourth Amendment of the U.S. Constitution;
- Authorizing MPD officers to frisk people without individualized, objective and articulable reasonable suspicion that the person is armed and dangerous, in violation of the Fourth Amendment of the U.S. Constitution; and
- Sustaining stops and frisks of Black and Latino people that involve racial and ethnic profiling, or are otherwise motivated by race and ethnicity, rather than reasonable suspicion of criminal conduct, in violation of the Fourteenth Amendment to the U.S. Constitution and Title VI of the Civil Rights Act of 1964.

As a result of the settlement several stipulations must be met as part of the agreement and compliance to stipulations achieved in 2023. The Inspection Section is responsible for with the management, auditing, and reporting of compliance elements for the department.

In 2018 when MPD reached the agreement with the ACLU the department did not renew WILEAG accreditation. MPD is now seeking reaccreditation with WILEAG, and that process had been added to the Inspections Section responsibilities.

(1) Staffing and Roles

The Division is overseen by a Captain and Lieutenant. The current Lieutenant was the Sergeant assigned to the section prior to promotion. The promotion to lieutenant left the section without a sergeant for supervision of day-to-day work. There are 8 officers reporting to the Lieutenant. The section does not have any administrative support.

(2) Workload and Ability to Meet Unit Objectives

The following tasks are assigned to the Inspections Section:

- Inspection Standards for the department.
- Milwaukee Standard Operation Procedure Audits which include the Property and Control Section and Automatic License Program Reader.
- Management and oversight of more than 600 non-department members access to Milwaukee technology.
- Background checks for applicants' access to Criminal Justice Information.
- Court mandated bi-annual audits for Traffic, Terry Stops, No-Action Encounters and Supervision.
- Review of squad and body worn cameras for court mandated audit requirements.
- Monthly cursory review of court mandated audits as a measure toward compliance.
- Cursory reviews of body worn cameras as requested by Chief or Inspector.
- Search Warrant review for all department search warrants to ensure SOPs and laws are in compliance.
- Quarterly data provided for Court mandated Collins agreement the 15th of the month for February, May, August, and November.
- Review and redaction of quarterly report data.

The required quarterly data submission requires 2 weeks of FTE time to produce the quarterly report. Four reports are produced each year for a total of 2 months of FTE time to meet the mandated data submission.

- The Inspections Section is responsible for instruction and administration of TRAIN,

- eTIME and the certification and recertification for all department members.
- Management of SharePoint information guides, tips, and uploads.
- Compliance with the Collings settlement agreement and WILEAG accreditation.

The section does not have any administrative support. The following administrative tasks are completed by the lieutenant and/or captain.

- Scheduling.
- Payroll entry and approval.
- Overtime authorizations and approval.
- Approval and scheduling of training provided by members.
- Ensure above tasks are completed and accurately reviewed by deadline prior to submission to executive staff.

As previously stated, the department is in the process of reaccreditation with WILEAG. WILEAG accreditation evaluates the existence and compliance with prescribed standards. Four basic areas are evaluated, policy and procedures, administration, operations, and support services. The program consists of 242 sections with 604 separate standards to review and 1000s of proofs to provide to WILEAG. Agencies are evaluated every three years. During the three-year period, the department must submit annual reports attesting to continued compliance with standards.

Milwaukee Police Department is made up of 7 Districts and Specialized Patrol. For processing purposes each of the separate districts is considered an individual entity requiring the same kind of proof to be uploaded for all 8 work areas. The Inspections officer overseeing this project is managing 8 separate accreditation projects to meet the overall proof process for the department accreditation.

The Inspections Section did not have sufficient FTE to complete accreditation tasks. The work around to accomplish the gathering of information and proofs for the process was assigned to individual work districts and sections. District and section representatives (32 department employees from department districts and sections) were selected and trained to upload required proofs. The Inspections Section officer is responsible for the following:

- Edit proofs for relevant content.
- Create HTML links.
- Highlight areas applicable for various work sections.
- Reject proofs and provide explanation to uploading work location regarding rejection reasons.
- Serve as liaison to WI-PAC board (accreditation group) attending relevant meetings.

- Provide training to work locations regarding proof uploading and proper submission samples.

The Milwaukee Inspections Sections is responsible for 3 major processes in support of the department.

- Department audit functions to ensure work areas and processes are compliant with department policies and standards.
- Audits, reviews and reporting to meet the Collins Agreement elements to be compliant within 5 years of the court case (2023).
- WILEAG Accreditation.

(3) Civilianization Potential

In reviewing the potential for civilianizing positions in the Inspection Section there are tasks that should be assigned to civilian professionals. Tasks that require quantitative analysis or that are administrative in nature should be civilianized. Tasks associated with qualitative analysis such as reviewing the legality of officers' stops requires trained law enforcement personnel or a qualified legal counselor.

Agencies of similar size and circumstance utilize a combination of sworn and civilian FTE to provide an analysts' perspective with contextual input provided by sworn personnel. The Collins Agreement requires the department meet compliance in 2023. As the department meets established Collins Agreement timelines, the quantitative analysis work should be transitioned to civilian analysts. Audits and accreditation tasks associated with document collection should also be civilianized.

Over the long term, the department should work to civilianize four of the eight positions to provide these analytical capabilities.

(4) Staffing Needs and Findings

The Inspections Section is tasked with creating processes to review and report on department activities for both the Collins Agreement and reaccreditation. Analytical and administrative work can be difficult to measure as there are no metrics to evaluate how long tasks and responsibilities should take.

Due to workload saturation from the Collins Agreement and department auditing tasks, work associated with reaccreditation was assigned as collateral duty to FTE throughout the department. The accreditation process is lengthy, and FTE in districts and sections outside IAD frequently transfer. Retraining new personnel and delays in uploading proofs creates additional workloads for the officer assigned to manage the accreditation

process.

The Inspections Section lieutenant is supervising 8 FTE responsible for complex projects and completing administrative duties in support of the unit. When considering span of control for supervisory duties both FTE supervised, and complexity of work must be considered. The Inspection Section is responsible for court-mandated, time-sensitive projects that will be evaluated by third parties. There is high value placed on accurate work product. To ensure accuracy, completeness and timeliness of work assigned additional manager is needed to support the lieutenant and supervise day-to-day operations.

Moreover, the Inspections Section cannot meet the workload demand with current FTE. Accreditation tasks have been assigned to districts and sections outside the Inspections Section. Accreditation for law enforcement agencies is an ongoing work process providing proof the agency is meeting accreditation standards. To ensure proofs are submitted accurately and within accreditation timelines, a civilian FTE, trained in project management, should be added to manage the accreditation process for the department.

The Inspections Section also has no administrative support. The lieutenant is also fulfilling Inspection section administrative duties. An administrative support position should be added to complete administrative support duties currently performed by the lieutenant and captain.

Recommendations:

In the Inspections Section, add 1 Administrative Assistant position. There are currently no positions in that role assigned to the unit.

Civilianize 4 of the 8 Officer positions within the Inspections Section, replacing them with Management Analyst positions.

Add 1 Project Manager position to the Inspections Section, up from 0 positions currently.

3. Training Division

The Milwaukee Police Department Training Division provides the required skills, knowledge, and training for sworn members in firearms, defensive tactics, emergency vehicle operations, legal requirements and all training topics mandated by the Wisconsin Law Enforcement Standards Board.

(1) Division Organization

A captain has overall responsibility for the division, oversees the work of the lieutenant

and directly supervises several units in the division not assigned to the lieutenant. An administrative assistant position manages training records and state compliance requirements. An accounting assistant does billing, and budgeting for the division. The administrative assistant recently retired, and the position has not been filled.

The Captain oversees the following units:

- Quartermaster
- Range Master/Firearms
- Recruitment Academy
- Inservice and
- Specialty Training

The Lieutenant oversees the following units:

- CART Crisis Team
- Office of Outreach and Community Engagement
- ABLE training for the department, (Active Bystandership for Law Enforcement)
- Wellness unit staffed with a chaplain and two contracted psychologists.
- Early Intervention Program.

Direct supervision of the unit division is organized by units as follows:

- Quartermaster – Sergeant Lead
- Range Master/Firearms – Sergeant Lead
- Recruitment Academy – Sergeant Lead
- Inservice Training – Sergeant Lead
- Specialty Training – Sergeant Lead
- CART Crisis Team – Sergeant Lead
- Office of Outreach Community Engagement – Sergeant Lead
- Wellness – Lieutenant Lead
- Early Intervention Program – Lieutenant Lead

(2) Quartermaster

The sergeant is supported by one limited duty officer assigned to the front desk of the building. The quartermaster orders all uniforms, supplies and equipment for officers except for weapons, tasers and some specialized unit equipment. The officer assigned with the quartermaster has a primary role in scheduling academy classes and rooms. The building is shared with the Milwaukee Fire Department Fire Academy.

(2.1) Civilianization Potential

The quartermaster sergeant and officer positions should be civilianized. Most law enforcement agencies staff the quartermaster position with civilian personnel trained in logistical support for ordering, storing, and managing equipment and supplies.

Recommendations:

Civilianize the Quartermaster function, replacing the positions with two Police Service Specialists.

(3) Rangemaster

The sergeant is supported by 9 officers. The training facility has a three-bay range for qualification weapons training. Rangemaster duties include qualifying sworn personnel once a fiscal year, issuing all firearms, training firearm skills, and maintaining weapons. Rangemasters also issue, train and maintain rifles for designated carriers to include installation of vehicle equipment for rifles. Weapons instruction includes team movements, active shooter training and scenario training with sim rounds.

(4) Recruitment Academy

The sergeant is supported by 7 officers. MPD provides a 720 hour 26-week basic training academy for all new officers. MPD completed 2 academies in 2022 and recently started a 3rd that will graduate officers in 2023. The Fire and Police Commission is responsible for all hiring and filling of the academy training slots.

(5) In-Service

The sergeant is supported by 1 officer (3 vacancies) The In-Service Sergeant develops in-service instruction to meet state required topics and needs of the officers. Officers must receive 24 hours of total training each year to ensure certification. The ACLU agreement from the Collins V. City of Milwaukee case mandates the department provide training relevant to the agreement. The department developed training to meet those requirements spring of 2022. The monitored Settlement Agreement will remain in force at least through 2024.

(6) Specialized Training

The sergeant is tasked with coordinatization of regional specialized training at the regional training center. MPD completed three week long investigative and supervisory schools for newly promoted officers. Most classes are taught by the same pool of MPD instructors except for specialized instruction e.g., special investigations. In the future this position will also assist with ABLE, Crisis training, Houseless Outreach training, numerous procedural justice classes and elder abuse training. The additional instruction

blocks will require staffing complete the work.

The Training Division provided the below training hours in 2021:

- 2,009 hours total training hours were offered.
- 35 hours of remedial training were provided.
- 1,961 specialty training hours.
- 2,044 academy training hours.
- 72 firearms training hours.

(7) CART

The CART team is staffed with 5 officers and 3 county employed clinicians reporting to the sergeant. The team recently added 3 officer positions for a total of 6 budgeted officer positions (5 of the 6 are filled) and is seeking to add clinicians to expand the unit's hours of coverage and ability to meet community needs. The clinician officer teams provide an alternative response to persons in crisis as an alternative to arrest.

As part of the field services analysis earlier in this report, the project team recommends establishing a civilian-led crisis response team comprised of a field clinician and an EMT. Given the co-response model of CART, the roles of both teams are not mutually exclusive. Co-response offers the ability to respond to a higher spectrum of in-progress emergency events compared to the community response team model outlined in the feasibility analysis. Upon establishing a new team, however, these teams should be reorganized together under Patrol.

Recommendations:

Upon establishing the civilian-led community response teams, reorganize the CART unit, which operates under a co-response model, under Patrol in order to better coordinate services and response to in-progress events.

(8) Office of Community Outreach and Education (OCOE)

OCOE is staffed with a sergeant and 4 officers. The unit is responsible for a six-week citizen academy, the officers police auxiliary program, the public safety cadet program and developing outreach programs that support education and crime deterrents. The unit coordinates with several community partners.

(9) Wellness Team

The Wellness Team consists of a full-time Chaplain, a Wellness Team/Peer, Support/Early Intervention Coordinator (currently assigned to the Training Lieutenant)

and a group of Psychologists and Therapists who are contracted through the department. A full-time Health Coordinator position has been vacant since 2020. The Wellness team responds to critical and major incidents in support of MPD personnel, conducts group debriefs utilizing CISM (Critical Incident Stress Management) provides professional and follow up support. Wellness services provided to MPD personnel through November 10, 2022 are as follows:

In 2022, the Wellness team responded to 8 major incidents and 10 critical incidents.

In 2022, the Wellness team provided:

- Chaplain Hours - 1420
- Psychology hours - 4231 (double 2021 hours)
- Group debriefs 8
- Wellness Coordinator follow ups 112

The Lieutenant's position in the Training Division assumed the Wellness program responsibilities due to a vacancy in the Health Coordinator position. The Wellness program coordination responsibilities include overseeing several programs and personnel. The Training lieutenant is responsible for oversight of other sections within the IAD and reviews Early Intervention Program benchmarks for interventions. Demand for services provided by the Wellness team have increased sufficiently in 2022. The Health Coordinator position should be filled to ensure the Wellness program continues to meet increasing demands of department personnel.

(10) [Early Intervention Program](#)

The Lieutenant is tasked with reviewing daily benchmarks to determine if intervention is appropriate. Each benchmark has 3 reports to review to determine if intervention is warranted. EIP reviews require approximately 2-4 hours per day. For 2022 4,716 benchmarks have been reviewed and 364 interventions sent as of November 10, 2022.

(11) [Police Department Safety Division](#)

The Milwaukee Police Department Safety Division is physically located in the same building as the Police and Fire Academies and reports to the Training Captain. A civilian manager oversees the division with 1 office assistant and 45 to 50 crossing guards. The program determines locations to place school crossing guards, reviews findings with the Safety Commission and makes recommendations to Common Council, administers the school crossing program.

4. Human Resources Division

The Human Resources Division is comprised of the Human Resources Section, Background Investigations Section, Medical Review Section, and the Payroll Section overseen by a Civilian Administrator.

(1) Human Resources Section

The following positions are responsible for Human Resources support for the department.

Two of these positions were recently reclassified. The HR Specialist has been reclassified to a HR Supervisor and the HR Analyst Senior has been reclassified to a HR Representative. Several positions remain vacant.

Position	Roles
HR Administrator	<p>The Human Resource Administrator has overall responsibility for the division and manages the below processes:</p> <ul style="list-style-type: none"> – Grievance processes – Union issues – Work performance complaints – Labor negotiations
HR Supervisor	<p>The Human Resource Supervisor oversees the daily work of the Human Resources and Background Investigations Sections.</p>
HR Assistant – Office Assistant III	<p>The Human Resource Assistant and Office Assistant III are fulfilling the below administrative tasks for the Human Resources Section to include the tasks assigned to vacant positions. Specific tasks assigned to vacant positions are provided under the position title.</p> <ul style="list-style-type: none"> – Personnel orders/transfers – Unemployment compensation – Performance evaluations – Processing of records requests – Vacancy strength data reports to include race and gender – Position reclassifications – Professional appearance committee – Merit award process

Position	Roles
OAI (2 vacant)	The Office Assistant II position provides administrative support for confidential processes pertaining to personnel and labor relation matters. There are delays in process time and backlogs processing this work due to the vacancies. The current responsibilities are processed by the Office Assistant III and the Human Resources Assistant in addition to their regular assigned tasks.
PA (1 vacant)	The PA provides basic clerical support functions assigned by supervisors including, but not limited to updating files, answering incoming phone calls, and handling internal/external customers at front desk. These tasks are currently assigned to the Office Assistant III and the Human Resource Assistant in addition to the OAI tasks and regular duties.
HR Representative (1 vacant)	There are 3 budgeted Human Resource Representative positions with one vacancy. One HR Representative is responsible for the supervision of the support staff for the division. The other 2 Human Resource Representative positions perform a full range of professional duties relating to personnel and labor relations issues. The filled position facilitates both the internal and external selections processes for the department. There are delays in the selections processes due to the vacancy.

Metrics for administrative support functions are difficult to measure as job tasks vary in time required for completion combined with the regularity of the tasks assigned. There are, however, workload impacts identified due to the numerous vacancies within the division. There are delays in processing confidential documents related to personnel management and labor relations due to the vacancy of the OAI. There are delays in hiring selection processes internally and externally due to the vacant HR Representative.

The 2 Human Resource Office Assistant II positions should be filled to address backlogs and administrative delays in support of department personnel and labor relations needs. The vacant PA position can be eliminated, and general administrative support tasks assigned or rotated through other Office Administrative positions.

Hiring processes are a priority for the agency as the department strives to address attrition in sworn and civilian positions. The vacant Human Resource Representative should be filled to meet the demands for internal and external selection processes for the department.

(2) Backgrounds Section

The Background Investigation Section has 7 full time civilian Police Service Specialist Investigators (PSSI), 2 half time PSSIs and 12 vacant half time PSSIs. These positions are staffed with mostly retired MPD commissioned officers. Investigators process background investigations for the Department, Fire Department, and Fire and Police Commission.

It takes approximately 2-3 weeks to complete a background for an applicant. The number of background investigations fluctuate due to testing cycles for police and fire applicants. When background investigation numbers are high, PSSI vacancies create a backlog of backgrounds that need to be completed delaying start dates for candidates.

The following table illustrates the number investigators needed to complete investigations in 4-week timeline.

Background Investigations Workload

# of PSSIs	Background Investigations	Investigation Process Time
1	4	4 weeks
2	8	
3	12	
4	16	
5	20	

In 2021, a total of 220 background investigations were completed. The Background Investigation Section was appropriately staffed for that number of investigations.

(3) Medical Section

Staffing and roles for the Medical Section are as follows:

Position	Roles
Health & Safety Officer	<p>The Medical Section is staffed by the only sworn employee in the division. The position is currently assigned to a sergeant and is responsible for the following:</p> <ul style="list-style-type: none"> • Process FMLA requests. • Process workers comp requests. • Manages the limited duty personnel for the department. • Responsible for Covid response. • Liaison with OSHA.
Health & Safety Specialist (1 Vacant)	<p>The Health & Safety Specialist performs a full range of professional duties related to developing, implementing, and administering departmental programs designed to enhance safety and reduce employee absenteeism for both sworn and civilian members of the Department. The duties are currently assigned to the Health and Safety Officer and the Human Resource Assistant.</p>
Human Resource Assistant	<p>The Human Resource Assistant provides administrative support regarding various leave requests, fitness for duty, workers compensation and OSHA records.</p>
OAIII – OAI(OAI vacant)	<p>The OAIII provides administrative support to the Medical Section maintaining records of all sick and injured personnel, auditing timecards bi-weekly for sick and injured personnel, assisting supervisors at medical examinations, auditing and processing hospital and ambulance billing.</p>

Turnover rate in this position creates training and consistency issues for the HR Administrator. The Medical Section is supported by three additional support positions, 2 are vacant. The vacant Health and Safety Specialist job description is similar in scope to job duties assigned to the sworn Health and Safety Officer.

Filling the vacant Health and Safety Specialist and the OAIII positions would provide sufficient FTE to accomplish work assigned to the Health and Safety Officer. The sworn position can then be eliminated from the Human Resource Division. Shifting the responsibilities to the Health and Safety Specialist also would the civilianization of Health and Safety Officer role.

Lastly, the Medical Section Office Assistant II should be filled to assist the Medical Section Office Assistant III in supporting the Medical Section administrative functions.

Recommendations:

Eliminate the Sergeant position assigned to the Medical Section.

(4) Payroll Section

Roles for the positions assigned to the Payroll Section are as follows:

Position	Roles
Payroll Supervisor	The Payroll Supervisor oversees the daily work of the Payroll Section. The section is supported by 3 Police Payroll Assistants, 2 positions are vacant. The supervisor assists with payroll for the department in addition to supervision duties.
PPAIII (1 vacant)	The Police Payroll Assistant III position is responsible for regular operation of police payroll processing. This includes updates and preparation of employee data needed to process regular payments; editing and verification of time attendance, and preparation of data for submission to City Hall. This vacancy creates a backlog of data entry that must be completed every pay period. These duties are assigned to the Supervisor and PPAII.
PPAII (1 Vacant)	There are 2 Police Payroll Assistant II positions, one is vacant. This position is responsible for the regular operation of police payroll processing and includes edits, audits, and bi-weekly reconciliation of on-line timecards. The vacancy causes a backlog of data entry that must be completed every pay period. These duties are assigned to the Supervisor and the PPAII.

Payroll tasks are time sensitive responsibilities that must be completed every payroll cycle. Despite this need, backlogs for payroll data entry occur each payroll cycle due to the vacancies in the payroll positions. The Police Payroll Assistant III should be filled to address these issues.

5. Technical Communications Division

The Technical Communications Division for the Milwaukee Police Department receives, triages and dispatches calls for the police department and is currently housed in the west side police station.

(5.1) Staffing and Roles

A Captain has overall responsibility for the Division and supervises 2 lieutenants. The lieutenants oversee three shifts of employees for 24/7 coverage. Sergeants assigned to

each shift supervise Telecommunicators (call takers), Dispatchers, and Lead workers assisting Telecommunicators and Dispatchers with police 911 and non-emergency calls for service.

(5.2) Workload and Ability to Meet Unit Objectives

The Division is currently staffed with 10 sergeants, 11 Lead workers, 53 dispatchers and 34 Telecommunicators. The Division has minimum staffing requirements and overtime is used to meet the staffing needs. The Division has updated CAD and a new phone system was installed in the last year. The city is executing plans to merge the Technical Communications Division for Fire with Police to create the Department of Emergency Communications and create a unified call center.

A goal for the merger is for one worker to be able to take a call from start to finish and meet the national standard of answering 90% of calls within 10 seconds. Telecommunicators, Dispatchers and Lead workers are civilian employees for both departments. Management positions for the Police Technical Communications Division are staffed with sworn personnel. With the creation of the Department of Emergency Communications all personnel, including management staff will be civilian employees of the Fire & Police Commission.

(5.3) Civilianization Potential

The sworn MPD personnel assigned to the Technical Communications Division consist of sergeants and command positions. The supervisory positions will eventually be civilianized as the Technical Communications Division transitions work to new civilian FTE hired and trained by the Fire & Police Commission.

(5.4) Staffing Needs and Findings

The development of the Department of Emergency Communications is currently in progress. The project team recommends that this continues, as it will free up sworn personnel for other functions and provide dedicated civilian leadership for the division.

Recommendations:

Continue the process of civilianizing of the Technical Communications Division as the Department of Emergency Communications is implemented, which will free up 1 Captain, 2 Lieutenants, and 10 Sergeants to be reallocated to other needs within the department.

6. Court Administration Central Booking

Court Administration and Central Booking Sections are responsible for the department prisoner holding facility and liaison duties with the District Attorney's office.

(1) Central Booking

MPD patrol functions are organized into 7 districts. District 1 is utilized for the Central Booking center. Districts 2 through 7 have smaller holding facilities overseen by the command staff of each district. The Central Booking facility in district 1 houses persons for 24 to 48 hours prior to transport to the county jail or longer at the request of detectives for investigative purposes.

(1.1) Staffing and Roles

Central Booking is staffed with three shifts of sworn personnel for 24-hour 7 day a week coverage as the below table shows. There are vacancies in both sergeant and officer positions.

Central Booking Staffing by Shift

Shift	Early	Day	Late	Total
Sergeant	3	2	2	7
Officers	11	9	9	29

Central Booking functions have minimum staffing requirements of 6 officers per shift. When Central Booking operates at the minimum staffing levels patrol officers are utilized for prisoner transports to and from the Central Booking facility. Utilizing patrol for prisoner transport effects patrol officer time available for response to calls for service.

Optimal Central Booking staffing of 7 FTE allows for the following positions to be filled each shift:

- Head jailer responsible for entering in all information for the prisoner.
- 2 bookers responsible for searches and physical control of the prisoner.
- Master Controller responsible for door locks and monitors.
- Officer to remain in the jail intake area to be sure all benches are clear after each custody from medical supplies etc.
- 2 positions for custody wagon transport from other districts to district 1 and twice daily medical facility transports.

(1.2) Workload and Ability to Meet Unit Objectives

Due to vacancies the Central Booking Section operates with minimum staffing most shifts. When only staffed with minimums, Central Booking does not have enough staff to operate the custody van. As a result, patrol officers are dispatched to complete transports from Central Booking to the county jail and to and from the medical facility as

needed.

Central Booking is not considered a designated Jail facility with medical and administrative staff. MPD officers are not authorized to administer or provide medications to prisoners held in Central Booking. Officers transport prisoners twice daily to a medical facility to receive prescribed medications. MPD is in the process of contracting for in-house medical technicians to provide medications for Central Booking prisoners.

There are significant court backlogs hearing cases in Milwaukee due to the closure of the courts at the start of COVID-19. Courts are still not fully open and operate in a limited capacity (approximately 25%). The backlogged court system effects the jail population awaiting trial. The increased number of incarcerated persons has grown beyond Milwaukee County Jail facility capacity. County jail capacity effects Central Booking as Central Booking officers must receive assurance the county jail can accept a new prisoner before transport. Central Booking is holding prisoners longer due the coordination issues with the county jail. This “over capacity” issue impacts both the Central Booking and Court Administration officers.

MPD Central Booking is not designated a “jail” facility and prisoners detained cannot be held longer than 72 hours without criminal charges filed. In addition to the preparation for court cases the Court Administration Officers liaison with the D.A.’s Office and Central Booking to ensure arrested persons held temporarily in Central Booking get an initial court hearing or placement at the Milwaukee County Jail in compliance with state statutes. If those criteria cannot be met the detainees must be released.

(2.3) Civilianization Potential

Alternatives to sworn personnel staffing for Central Booking have been evaluated by the project team. The average salary for a Milwaukee, Wisconsin patrol officer is approximately \$60,000 a year compared to Milwaukee House of Corrections jailers \$43,000, not including benefits, which are significantly higher for sworn personnel. Similar to agencies across the nation, Milwaukee has faced challenges recruiting and hiring law enforcement officers. Wisconsin correctional facilities have experienced greater struggles recruiting and retaining jailers.

There are some cost savings replacing sworn FTE with lesser paid corrections FTE but recruiting and retention issues negate those cost savings if personnel turnover is an issue. Milwaukee County Jail and the Milwaukee County House of Corrections have identified high turnover rates as a significant issue for those facilities.

As part of the Matrix Consulting study 13 law enforcement agencies across the U.S.

were surveyed regarding civilianization of booking and detention tasks. Of the agencies surveyed, 90% utilize sworn personnel for booking and detention duties.

(1.4) Staffing Needs and Findings

Minimum staffing for Central Booking FTE is set for safety and security reasons associated with the handling of detained persons. As MPD sworn positions are identified in other sections for civilianization Central Booking should be prioritized for filling vacancies to meet optimal staffing of 7 FTE. Optimal staffing allows Central Booking to manage all transports freeing patrol to return to call response duties.

(2) Court Administration Section

The Court Administration Section prepares case paperwork for the District Attorney's Office for trial and fulfills bailiff duties for municipal courts. Both sections report to one lieutenant.

(2.1) Staffing and Roles

The Court Administration Section is staffed with 2 sergeants, 19 officers, 2 detectives and 3 administrative staff. Three Court Administration Officers are assigned to the municipal court bailiff duties. The remaining officers and detectives are responsible for assisting D.A. prosecutors with case preparation for trial. Prior to the COVID-19 pandemic, the District Attorney's Office clerks scanned documents into the D.A.'s software system. During the COVID-19 pandemic, the D.A.'s office worked remotely, and case paperwork preparation was reassigned to the police department.

Court Administration administrative staff are responsible for the TraCS software for all citations. They process municipal and traffic citations for municipal court.

In addition to supervision, sergeants work with the D.A.'s office to make sure officers respond to subpoenas according to standard operating procedures. The unit disseminates subpoenas from the D.A.'s Office both electronically and with paper processes.

(2.2) Workload and Ability to Meet Unit Objectives

The COVID-19 pandemic significantly impacted court work processes which shifted tasks previously completed by the District Attorney's Office to the Court Administration Section. During Covid the District Attorney's Office transitioned to remote work and electronic files and data storage systems. MPD did not have the technology to integrate the case preparation electronically with the D.A.'s Office. As previously stated, document scanning and case preparation is now a function of the Court Administration Section

due to the technology limitations.

Court Administration is in the process of transitioning to Axon software for 3rd party data storage to eliminate the need to scan documents and transfer paper case files. Updating court case packages to electronic processes should reduce time required to prepare D.A. court case files. There are no metrics to measure the time required for the current D.A. case preparation process or the electronic file case preparation as the digital system is not fully implemented.

(2.3) Civilianization Potential

Due to the lasting impacts of the COVID-19 pandemic, the Court Administration Section is adapting to changes in work responsibilities and processes caused by circumstances outside their control. MPD is implementing technology solutions that will streamline court case preparation, but the courts are significantly behind hearing cases which also effects jail populations as previously stated. Court case preparation work can be civilized; however, civilianization of the Court Administration officers is not recommended until impacts from court backlogs and jail capacity pressures lessen.

(2.4) Staffing Needs and Findings

Court Administration tasks are mostly administrative and in the process of change as stated above. The vacant Administrative Office Assist II positions should be filled to assist in the change of work processes.

Recommendations:

Re-evaluate the civilianization potential of the Court Administration Section once backlogs and changes to work processes resulting from the COVID-19 pandemic are resolved.

7. Property Control Division

The Milwaukee Property Control Division is responsible for all intake, storage and disposal of property and evidence. The division is housed in a 50,000 square foot building with six floors and a basement. Property Control is open Monday through Friday 6:00 a.m. to 5:00 p.m. and to the public Tuesday through Thursday 7:00 a.m. to 3:00 p.m.

(7.1) Staffing and Roles

The Division is overseen by a civilian Control Manager who supervises 2 sergeants, 13 officers and 3 civilian staff. Both sergeants' positions and 1 civilian clerk position are currently vacant. The Property Control Division stores evidence vehicles in a section of

the tow yard at a separate location. Of the 13 officers, 2 are assigned to the tow yard for vehicles held as evidence. A civilian Teller handles all moneys and clerk duties with the help of a retired officer returned to work as a civilian Police Service Specialist.

Property Control roles are divided as follows:

Role	Roles
Property Retrieval	<p>The department has approximately 10 additional property and evidence storage locations. The officers collect property from the other storage locations and transport property and evidence back to be processed at the main property room. Approximately 200 to 300 items are taken in each day. After the weekend, the Monday route takes approximately 6 hours to complete. Officers are responsible to make sure all property and evidence is processed correctly.</p> <p>The civilian staff are responsible for the data entry. If property is not correctly packaged the sergeant in charge of the satellite storage room is responsible for contacting the original officer(s) and ensuring corrections are made.</p>
Technology	<p>The department uses a 20-year-old software system. The system has worked well and can be integrated into other systems but due to the age of the software the department is looking for newer technology before integrating the property software with RMS.</p>
Property Storage	<p>Property is organized in the building by type and officers are assigned to sections or floors with specific property types. Officers assigned to the narcotics room handle all the property functions associated with those items. Officers assigned to the gun room handle all functions associated with guns. After learning all protocols for one assignment, officers are rotated so cross training occurs</p>
Crime Lab	<p>Evidence is sent out for testing both by mail and by officer transport to the lab in Madison, WI. Two officers go to the local crime lab daily to convey evidence to and from the lab.</p>

Role	Roles
Property and Evidence Disposal	<p>Property destruction is done in house except for drugs and guns. Drugs are driven to another state to be burned. Preparing the drugs to be disposed of is very time-consuming taking weeks to complete. Drug burns used to occur once every two years but the with the increase of drugs in the city the disposal process is now done once a year. Approximately 500 guns are taken to the Wisconsin State Crime Lab for destruction.</p> <p>Other items are destroyed daily if other property tasks and duties have been completed. The division uses days closed to the public to catch up on property entry and prevent backlogs.</p>
Property and Evidence Currency	<p>The Teller handles all monies for the Division. The position monitors 1000 inventories every year totaling more than 1 million dollars. The money vault is audited daily. The position is also responsible to coordinate with the City Treasurer Office to release money to citizens.</p> <p>With the clerk's position currently vacant, there is no back up for the Teller functions and the Teller has been completing the tasks that should be assigned to the clerk. The Division receives 50 to 100 phone calls a day. On days open to the public 25 to 50 persons come to the division. If the clerk position is not filled, an officer will be trained for backup.</p>

(7.2) Supervision and Minimum Staffing

There are minimum staffing requirements for the tow yard and main property room locations. At the tow-yard 1 officer must be on duty during open hours. The main property room location requires 1 sergeant and 7 officers during operating hours. If a civilian staff person is off, officers back fill for data entry functions. It takes approximately 5 minutes to enter property for a simple transaction into the property software system. Overtime is utilized to complete intake due to excess of property received from the weekend.

Sergeants are responsible for employee supervision, evaluations, reviewing reports and monitoring overtime. They also oversee drug audits and gun disposals.

The Control Manager oversees the management and quality control of the division. The Control Manager is also responsible for the Disposition Order process which requires paper copies of disposition orders be sent three times a year. Property and Evidence takes in approximately 50,000 items a year. It is a requirement that one year from the intake date, each piece of property must have a Disposition Order sent to the officer to query the disposition of the item(s). After 30 days the second notice is sent. In February 2022, a total of 20,000 disposition orders were printed and sent out. Only 50 percent

were returned 30 days later. The printing is done by the supervisors and all staff help assemble and mail the notices out. This does cause some backlog during the three times a year the task is completed.

(7.3) Property and Evidence Workload

Below are the 2021 item counts for processing in and out of the division. Some case numbers have more than one property item and some property items have more than one item associated with the property tag, e.g., a gun and bullets.

Property and Evidence Workload Statistics	
Category	Total
Inventories Generated/Created	49,693
Total Item Count for Inventories Created	136,528
Total Quantity of Items for Inventories Created	266,547
Total Destroyed	104,842
Total Items Released	9,119

By the close of 2021 the division counted 1,047,803 inventories. The total count for created inventories was 2,055,463 and the total quantity of items for inventories created was 6,432,628. The Control Manger conducts quarterly and random audits. Once a year the Inspections Section does a 1000 item audit. The Division has maintained 100 percent accuracy for the audits.

Since 2012 the Division has been staffed with 20 total FTE. In the last 2 of years, the division has declined to 16 FTE. There are 3 additional anticipated vacancies by summer of 2022.

When calculating staffing needs for property and evidence tasks it estimated that each item requires 9 minutes to process for both intake and disposition. Staff are available to work a total of 1,560 hours annually after all leaves are accounted for.

- 136,528 items were processed for intake in 2021.
- 113,961 items were disposed of or returned in 2021.
- For intake and disposition, it takes approximately 9 minutes to process each item.
- Staff are available to work a total of 1,560 hours annually.

(7.3) Staffing Needs and Recommendations:

The following table shows the workload and staffing calculation for the Milwaukee Matrix Consulting Group

Property Room using 2021 statistics:

Property Room Staffing Calculations

Task	#	Avg. Processing Time	Total Time (Hrs.)
Intake Inventories	49,693	9	7,454
Release/Dispose Items	113,961	9	17,094
<i>Total</i>			<i>24,548</i>
<i>Net Availability Hours (75%)</i>			<i>1,560</i>
Staffing Needs (FTEs)			16

Based on these calculations, Property and Evidence staffing should be increased to meet current workloads by 3 full-time positions.

(7.4) Civilianization Potential

In addition to property processing tasks, MPD has 10 additional locations that require property and evidence collection and transport back to the Property Control Division building. While there are some safety concerns for property transport as drugs, money, guns, or other valuable items are transported daily, many agencies utilize civilian personnel for these roles. Other property and evidence tasks can also be civilianized, and it is the prevailing practice for these to be handled by civilian personnel.

Most similar sized police agencies have completely civilianized their property and evidence functions. In the comparative survey conducted as part of this study, about two-third of agencies similar in size to Milwaukee have completely civilianized property and evidence functions, with most of the remainders staffing the function with mostly civilians. MPD is the only department among the similarly sized agencies surveyed that staffs property and evidence almost entirely with civilians.

The median wage for a Property and Evidence Technician is \$47,490. Including civilian benefits, the cost of civilianizing the function is significantly less than their sworn counterparts. Replacing sworn personnel with trained civilian evidence technicians can provide significant salary savings.

However, that is not the only reason to do so. While Property and Evidence for a sworn officer may be a temporary assignment without career development potential, civilian professional Property and Evidence technicians are an established field, and have both career development and the expectation of working at the position long-term and improving their skillsets in the role, as well as the agency's operations in that function as a whole.

The International Association for Property and Evidence (IAPE) is an excellent resource for law enforcement agencies and provides education and training for civilian professional property and evidence technicians.

To address the shortage in personnel MPD, should work to civilianize vacant positions and hire civilian property and evidence technicians to fill those vacancies. As civilian staff are trained to assume property and evidence tasks additional sworn staff should be replaced with civilian property and evidence technicians.

As with many other functions within Administration that are staffed with civilian personnel, there are a proportion of staff that are limited or restricted duty. This, combined with the implementation steps needed of writing policies, establishing new job classifications, and hiring individuals for the positions, underscores the idea that civilianization is a long-term process, rather than a short-term fix.

Recommendations:

Civilianize the Property Control Division.

Establish classifications for Property and Evidence Technician and Property and Evidence Supervisor, and convert officer and sergeant positions to the classifications.

Increase the number of Property and Evidence Technicians by 3, for a total of 16 authorized positions.

8. Facility Services Division

The Facility Services Division is comprised of mostly civilian staff responsible for maintenance, repair and cleaning of department buildings and management of the fleet of vehicles.

(1) Facilities

The Police Facilities Manager has overall responsibility for Maintenance and Fleet operations for MPD to include oversight of capital and operating budgets, major projects, and vendor specifications. An Assistant Facilities Manager and Office Assistant provide support to the Facilities Manager for day-to-day facilities operations.

(1.1) Staffing and Roles

Following are the proposed 2023 budget positions for MPD Facilities Services Division -Facilities Section positions:

1	Facilities Manager
1	Asst. Facilities Manager
1	Office Assistant II
4	Building Maintenance Supervisors
1	Printing and Stores Supervisor * (eliminated from proposed 2023 budget)
6	HVAC Maintenance Tech positions * (proposed 5 with 1 reclassification)
7	Facilities Maintenance Tech position * (proposed 6 with 1 reclassification)
39	Custodians (33 funded, 6 not funded) * (proposed 30 with 3 reclassification)

(The Printing and Stores Supervisor is not anticipated to be funded for 2023. The * positions will be addressed in the subsequent text.)

Facilities staff are responsible for the following tasks in support of MPD:

- The Building Maintenance Supervisors supervise custodians, technicians and inventory control assistants assigned to three shifts.
- Printing and Stores Supervisor oversees MPD print projects.
- Oversee custodial operations and building maintenance.
- Responsible for scheduling, invoice approvals, personnel assignments, evaluations, and payroll issues.
- Inventory Control tracks, maintains and orders supplies and equipment for the division.
- Building Maintenance Technicians complete technical repairs and maintenance services.
- Building Maintenance Mechanics repair and service buildings and facilities.
- Custodians complete cleaning and general upkeep duties in and outside of buildings and facilities to include moving furniture, applying pesticides, shredding, and removing snow and ice.

(1.2) Changes Under Consideration

In 2011, the Common Council of City of Milwaukee requested a GAP analysis be completed that evaluated custodial tasks and duties required to maintain MPD occupied buildings. When the study was completed, the Facilities Division was responsible for 12 buildings. As a result of the staffing study, the custodial positions were reduced from 45 to 39. This analysis was completed by Daniels Associates of Phoenix, Arizona and laid out best custodial practices and how many service days per year a task should be done for the 12 buildings. (A copy of the study could not be located by Matrix staff). Since 2012 custodial study, two additional buildings have been added to the facilities

maintenance responsibilities, while custodial staff has been cut to 33 custodial positions. All MPD buildings are several years old requiring more repair than newer or updated construction. The newest building opened in 2001 and the oldest 1936. There are capital improvements needed for many of the facilities.

In preparation for the 2023 budget, the Facilities Manager is evaluating facilities staffing roles to better meet the needs of facilities maintenance and reduce costs associated with building maintenance and repairs. *The Milwaukee Department of Employee Relations is also in the process of conducting a classification study for some of the MPD support positions to include the classifications assigned to the Facilities Division.*

There are anticipated cost savings through the transfer of printing services out of MPD Facilities and reclassing general maintenance positions to skilled positions to alleviate the need to contract out some skilled labor projects for painting, general contractor work, electrical and plumbing.

The Facilities Division Manager is evaluating the following staffing changes:

- **Eliminate Printing and Stores Supervisor Position:**
 - The FTE in this position retired and has returned on a part time basis to continue fulfilling printing requests for the department. The printing equipment is costly to maintain at \$200,000 over a 5-year cycle. Milwaukee County House of Corrections has printing services that could fulfill MPD printing needs.
 - The Facilities Manager is in the process of evaluating the cost savings achieved by eliminating the Printing & Stores Supervision position (salary savings of \$67,615 - City of Milwaukee 2021 Salary Ordinance) plus savings from elimination of the printing equipment. The salary and equipment savings would be used to add skilled labor positions to the maintenance staff.
- **Reclassify 1 HVAC Maintenance Technician and 1 Facilities Maintenance Technician:**
 - When the department requires painting services, skilled carpentry and/or skilled plumbing work those services are contracted out. There are issues with cost, contractor availability and additional steps for contract review and approval for those services.
 - A request was made of MPD for data regarding the number of skilled labor service requests to better analyze the cost effectiveness of a full time FTE vs the current process of outsourcing those requests. Due to software limitations data was not readily available to conduct this analysis.
 - A recent painting contract proposal was offered as a representation of the

issue. The department recently bid two painting projects at \$40,000. The cost for a full-time skilled painter per the City of Milwaukee 2021 Salary Ordinance ranges from \$48,355 to \$56,364. The cost for a full time FTE to provide painting services for the year is only slightly higher than the two outsourced painting projects. The Facilities Division has 14 aging buildings to maintain that would provide ongoing paint work for the FTE. In this example several painting projects could be completed for slightly more than the two contracted painting projects.

- The HVAC Maintenance Tech and Facilities Maintenance Tech positions are considered “general maintenance” classifications per the MPD Facilities Maintenance Mechanic Matrix. In addition to evaluating cost savings for outsources printing sources the Maintenance Division Manager is evaluating the benefits of reclassifying two “general maintenance” positions to skilled trades positions to eliminate the need to contract out skilled work orders.
- **Reclassify 3 Custodians to Level 1 Tech:**
 - The reclassification for the Level 1 Tech would reduce costs for FTE assigned to general outside building maintenance costs.
 - The desired outcome for the reclassification considerations would be as follows:
 - 1 Facilities Manager
 - 1 Asst Facilities Manager
 - 1 Office Asst. II
 - 4 Building Maintenance Supervisors
 - 5 Redefined HVAC Maintenance Techs
 - 6 Redefined Facilities Maintenance techs (2 per shift)
 - 1 Carpenter
 - 1 Painter/ Refinisher
 - 1 Plumber
 - 1 Electrician
 - 30 Custodians (30 funded, 9 not funded)
 - 3 Laborers Level 1 tech (Primary responsibility exterior building and grounds).
 - The reclassification considerations would allow the Facilities Manager to assign skilled repairs and maintenance tasks to Facilities Division FTE instead of outsourcing those repairs through the contract process. The goal is to facilitate repairs for buildings in a cost effective and efficient manner.

(1.3) Civilianization Potential

There are no sworn personnel within Facilities.

(1.4) Staffing Needs and Findings

The buildings maintained by the Facilities Division are several years old requiring additional maintenance and repairs. The Facilities Manager has already identified and is in the process of evaluating staffing changes to better address needed repairs with skilled labor positions. The department should continue to assess the cost and effectiveness of those staff alterations.

A custodial study was completed in 2012 for the 12 buildings maintained by the division. Custodial staffing was cut from 45 to 39 custodial FTE. Two buildings have been added for a total of 14 buildings cleaned and maintained by the Facilities Division. Current staffing for custodial staff is 33 FTE. There are fewer cleaning routines in several buildings due to the shortage of staff. As previously mentioned, older facilities require greater attention to cleaning and maintenance routines. The custodial staff should be increased by 6 to meet the facility cleaning needs for the 14 buildings assigned to the Facilities Division.

The Facilities Division Manager should continue to assess the cost and effectiveness of the staff changes to incorporate skilled labor for maintenance and repairs.

Recommendations:

In Facilities, increase the number of Custodian positions by 6, for a total of 36 authorized positions in that role.

(2) Fleet

A Fleet Manager and Fleet Supervisor oversee day to day operations for MPD Fleet.

(2.1) Staffing and Roles

The Fleet unit is staffed as follows:

- 1 Police Fleet Manager
- 1 Fleet Supervisor
- 5 Emergency Vehicle Equipment Installers (vehicle upfitting 2 vacancies)
- 7 Garage Attendants (4 vacancies)
- 2 Limited duty officers (3 vacancies)
- 2 PSS -Retired officers (2 vacancies)
- 1 Office Assistant
- Vehicle Services Assistant (vacant)
- Police Aide (vacant)

The Police Fleet Manager oversees police fleet tasks to include monitoring the budget, vehicle inspections, vehicle procurements and disposals.

The early and day shifts of the Division are staffed with 3 of 7 authorized Garage Attendants. Major repairs are performed by outside vendors. Garage Attendants are responsible to travel to each work location and transport vehicles to and from the vendors for repairs. Garage Attendants perform some maintenance for the fleet to include the following tasks:

- Vehicle titles, registrations, and plates
- Vehicle emissions tests
- Oil Changes/washing
- Vehicle repair coordination and vehicle transport
- Vehicle key management
- Vehicle rental
- Tire inventory
- Accident restitution
- Garage maintenance and cleaning
- Fuel station management
- Fuel tanks, hoses, dispensers
- Snow and ice control

The vacancies in the Garage Attendant position effect the ability for the fleet section to keep up with the maintenance schedule. The vacancies also necessitate sworn personnel transport vehicles to and from vendor locations for repairs.

The Division utilizes limited duty officers for security and miscellaneous help in support of the garage facility. There are 2 of 5 limited duty positions filled. Police Service Specialists are retired officer positions that also assist with the garage tasks. There are 4 authorized positions with 2 vacancies.

A Police Fleet Supervisor supervises an evening shift of Emergency Vehicle Equipment Installers (EVEI). EVEI install upfit equipment on the police vehicles, perform minor repairs and remove equipment from dismantled vehicles. There are 5 EVEI authorized positions, 2 of these positions are vacant.

(2.2) Workload and Ability to Meet Unit Objectives

The following fleet statistics were provided by MPD:

Overview of MPD Fleet Statistics

Unit	Number of Vehicles	Avg. Service Years	Avg. Miles
Marked Patrol	396	6.4	76,085
Unmarked/Det.	246	8.2	58,761
Prisoner Wagons	20	7.2	137,839
79 UC Cars	79	9.7	101,568
Motorcycles	53	2.8	Not Tracked
Other (PU/UTV/Vans)	82	9.9	73,605

- **Average Age 7.5 years (2010 average 4.9, 2015 average age 6.9)**
447 Vehicles are beyond 6 years
249 Vehicles are beyond 12 years
42 Vehicles are beyond 18 years
- **Average Miles 83,413**
252 Vehicles over 100K miles
82 Vehicles over 150K miles
8 Vehicles over 200K miles
- **68 Vehicles retired in 2022 to date**
2017 – 49 retired
2018 – 32 retired
2019 – 60 retired
2020 – 93 retired
2021 – 94 retired (25 due to total loss crashes)

For 2023 MPD has \$4,000,000. in planned purchases as follows:

- 73 Vehicles Total (64 capital 9 grant funded)
- 39 Hybrid Interceptor Patrol SUV - \$ 61,397
- 4 Prisoner Transport Vans - \$ 100,331
- 5 Police F150s - \$ 62,781
- 10 Det/Unmarked SUVs - \$ 32,351
- 2 plow trucks - \$ 100,700
- 4 Maintenance/UC vehicles - \$ 35,458
- 9 Uplifts for grant funded vehicles - \$ 20,352

MPD Facilities and Fleet Managers acknowledge MPD fleet is not able to meet industry standards for fleet due to budget considerations. MPD does have a replacement plan but vehicle replacements are subject to funding allocation, which is determined by the

annual budget process. Future allocated funds for fleet are not known making it difficult to create an effective long-term replacement plan. To implement and maintain a replacement plan consistent with industry- established best practices funding will be a significant consideration.

(2.3) Civilianization Potential

The Facilities Division is comprised of mostly civilian personnel. The only sworn staff are two limited duty sworn positions that provide security for garage locations in addition to support to garage personnel.

(2.4) Staffing Needs and Findings

Fleet needs are subject to city budgeting constraints; however, it is important for officer and citizen safety to maintain a fleet of vehicles suitable to meet the needs of emergency response personnel. Part of any effective fleet management plan is the proper replacement of vehicles as they age. For law enforcement agencies, vehicles may transition from front line patrol vehicles to less intensive usages such as assigned to detectives or specialty units as they increase in age or have maintenance issues. There are several best practices related to the replacement cycle for law enforcement vehicles which include: replacement when a certain mileage or years of service is reached because warranties expire or vehicle maintenance costs increase, fuel performance may improve, and standard safety equipment improves. A typical replacement plan will include:

- Patrol vehicles should be replaced every 3 to 5 years of age or approximately 100,000 miles.
- Non-patrol vehicles (administrative, detectives, parking, etc.) should be replaced every 5 to 7 years or over 125,000 miles to maximize resale value.

The most important vehicles in a Police Department are the vehicles assigned to Patrol. Patrol vehicles accumulate mileage at higher rates than vehicles assigned to other functional areas in a Police Department. Subsequently, patrol vehicles generally incur higher maintenance costs due to their increased usage, increased idling, and are driven harder and more frequently than other vehicles. Therefore, it is important to have an effective replacement program for patrol vehicles.

The average MPD vehicle in age and milage is higher than other similarly sized police organizations. MPD needs to prioritize Fleet replacement needs. Maintaining and replacing vehicles with emphasis on hybrid models will provide cost savings to city compared to maintaining an aging fleet.

9. Information Technology Division

Information Technology Division is comprised of several specialty FTE responsible for technology management, maintenance, purchasing, installations, and security for MPD hardware and software applications. The Division is authorized 43 total FTE and currently has 8 vacant positions. The Radio Communications unit is overseen by the Information Technology Division management.

(9.1) Staffing and Roles

Following are the specific job titles for the IT Division:

- IT Division Director
- Executive Officer
- Network Manager
- Data Services Manager
- Information Services Manager
- Radio Communication Manager
- Office Supervisor
- Security Systems Administrator
- IT Support Specialists
- Data Communications Specialist
- Radio Communications Supervisor
- Video Electronic Technician
- Electronic Technician
- IT Project Coordinator
- Programmer Analyst
- Help Desk Specialist II
- Accounting Assistant II
- Database Analyst
- Technical Writer
- Office Assistant

The staff assigned to the Information Technology Division perform most of the Network management and support functions for the Department. Staff ensure data from various locations within MPD facilities reaches data centers and servers. The Data Manager is responsible for the software that resides on the servers and configures software for

hardware systems. There are skilled tasks for the department that are fulfilled through contracted vendors with specialized training.

Data Services staff ensure data bases interface with each other to produce reports for MPD staff. Data Services staff fix errors and maintain the health and security of the data bases. There are currently 500 systems to maintain with additional systems coming online as technology advances. All information contained within databases is kept requiring continued maintenance and staff to complete data storage tasks. Data analysts help end users produce and understand reports produced from the databases.

Information Services staff provide IT support for end users throughout MPD. Staff install all new computer systems and repair hardware and software issues for end users. Helpdesk staff provide phone support or take in information to create a repair request. There is a shortage in staff in the Helpdesk position. Authorized strength is 10 staff, however, only 6 positions are filled.

Security systems staff ensure all systems, information and data generated by MPD is CJIS compliant. There are two to three audits a year with issues and risks to address. The staff maintain and secure data and fend off cyber-attacks.

The technical writer position was created to develop manuals and turn over binders for key positions in the division. Several IT positions are technical without trained back up. The manuals provide mapping for system operation in case primary staff become unavailable.

(9.2) Workload and Ability to Meet Unit Objectives

IT staff for MPD has increased by 10 FTE over 20 years while IT systems and hardware has grown exponentially. See below table for staffing and IT system workload increases from 2002 to 2022.

FTE/Work Tasks	2002	2022
FTE	24	34
Servers	6	500
Databases	3	80
MDC's	60	350
Workstations	300	1700

The number of service requests or time allocation needed to accomplish tasks associated with each technology unit was not available for review by Matrix staff. Comparative tasks associated with each technology unit may require more or less time depending on the complexity of the issue.

There are also gaps in service for technical work performed by Database

Administrators, Systems Administrators and Systems Analysts. The Division Manager outsources these tasks to contractors to meet department IT needs.

(9.3) Civilianization Potential

The Information Technology Division only has three budgeted sworn positions. Only one officer position is filled. There are advantages and efficiencies in maintaining 1 sworn FTE. Translating technological needs and solutions to and from sworn end users can be improved by co-locating sworn FTE in technology units responsible for the maintenance of equipment utilized by patrol. Creating solutions that best meet the needs for sworn end users in a timely manner is an advantage of assigned sworn FTE providing subject matter expertise.

(9.4) Staffing Needs and Findings

There are backlogs at the help desk for intake of service tickets and for actual servicing of equipment. As the above table indicated, the number of technology units and scope of work for IT personnel has increased dramatically. Vacant positions in the division need to be filled, as technology supports all other work processes in the department.

10. Records Management Division

The Records Management Division is primarily responsible for records management, finalizing police report entries into RMS, ensuring NIBRs entries are correct and scanning documents to create digital files. The Division is open Monday through Friday 5:00 a.m. to 5:00 p.m. for MPD employees and 8:00 a.m. to 5:00 p.m. to the public.

(10.1) Staffing and Roles

The Division is staffed by 11 Records Specialists, 1 Document Technician, 1 Records Supervisor overseen by the Records Manager. There are currently 6 vacancies in the Records Specialists position.

The Manager ensures NIBRs data is correctly reported, tracks overtime, expenditures, performs annual employee evaluations, is currently working with IT for a new online reporting system and manages the file purging process.

A Records Supervisor manages the day-to-day operations for the Division. The Supervisor is also responsible for payroll, vacation requests, Lexus Nexus and assists with TracS, the software system for vehicle crash reports.

The primary duties of Records Specialists and Documentation Tech. assigned to Records are as follows:

- Review and correct police reports before final entry into RMS.
- Correct NIBRS errors for year-end UCR reporting.
- Assist the public by phone and at the front desk when open to the public.
- Review and correct vehicle crash reports for entry into the TracS software system.
- Scan paper documents into digital files for RMS report merging.
- Purge paper records. (City currently reviewing retention timelines.)
- Review, correct and enter citizen reports into RMS. (Newly implemented online reporting software for Milwaukee residents.)

(10.2) Workload and Ability to Meet Unit Objectives

The below tables represent workload data provided by MPD for 2021 and projected year end totals for 2022.

Records Workload Statistics

Reports Entered/Scan	Monthly Avg.	Yearly Total
2021		
RMS	4,215	50,580
Document Scan	7,500	90,800
2022		
RMS	4,800	57,600
Document Scan	7,800	93,600
TracS Veh Crash	1,100	13,200
Citizen Reports	450	5,400

Records RMS data for 2022 was provided through the end of September. Monthly averages were calculated for a year end estimated total. The Citizen Reporting system has only been available to the public for two weeks. In the first two weeks the Records Division processed 450 citizen-initiated police reports.

Time entry estimates for police reports, crash reports and citizen-initiated reports all range from 10 to 40 minutes on average. Police reports for RMS and crash reports for TracS can be very lengthy with several pieces of information to verify. Citizen initiated reports require follow up with a call back for all missing report information.

The Division receives approximately 20 calls per day but does not keep track of phone

call stats or front counter contacts.

As already indicated, there are several vacancies in the division. There is an approximately 3-to-4-week backlog for report entries. With only one document technician there are significant backlogs for scanning tasks. Records Specialists have been cross trained to assist with the scanning backlog. The agency does recognize the need to move toward an all-digital record's management system, however, until those processes are in place scanning is critical to ensuring reports have all additional documents attached digitally.

An additional workload burden for the Records Division occurs in November and December. Police reports not completed during the year must be completed prior to the year end. The Records staff see a significant increase in records to process for both RMS and the TracS crash report systems. The Records manager anticipates the increase in workload and saves overtime budget for the end of the year. The Records Division utilizes overtime to process the additional police reports submitted in the last two months instead of addressing the backlogs due to personnel vacancies.

In an effort to alleviate the year end police report reconciliation that causes increased work for Records Division, staff asked if a communication could be included when officers log on to CAD that indicates to the officer there are police reports that require completion.

(10.3) Civilianization Potential

The Records Division is staffed entirely with civilian professional personnel.

(10.4) Staffing Needs and Recommendation

To meet document scanning backlogs one vacant Records Specialist position should be converted to a Documentation Technician for a total of 2 Documentation Technician FTE and 16 Records Specialist FTE.

The remaining vacant Records Specialist positions should be filled to address records entry backlogs and process additional citizen-initiated reports.

Recommendations:

In the Records Division, convert 1 currently vacant Records Specialist position into a Documentation Technician, for a total of 2 Documentation Technician positions and 16 Records Specialist positions.

11. Open Records Section

The Milwaukee Open Records Section processes all open records requests on behalf of the department apart from documents and records located in the Internal Affairs Division. Requests are received by phone, fax, mail, email and in person. Staff work Monday through Friday day shift hours. Open Records is open to the public Tuesdays and Thursdays during day shift hours.

(1.1) Staffing and Roles

Open Records is overseen by a lieutenant who reports to the Inspector of the Administration Bureau. A sergeant is responsible for day-to-day supervision of staff comprised of sworn and civilian personnel.

Open Records Staffing

Classification	Curr.	Auth.
Lieutenant	1	1
Sergeant	1	1
Officers	13	15
PSSI	1	1
Police Aide	0	2
Office Assistant	2	2
Legal Advisor	0	1

Both sworn and civilian staff process requests to include video redaction. Some requests are organized by type and assigned to designated staff. Requests not specifically assigned are processed by officers assigned to “general requests”.

Staff Work Assignments

Request Classification	Staff	Number
Initial Intake	Sgt./Ofc.	2
General Requests	Officer	5
Lexis/Nexis	Officer	2
Media	Officer	2
Soc.Serv./DOC/LE	Officer	1
Time Sensitive Bin	Officer	1
DOJ/CVC/OWI	Officer	1
LE Backgrounds	PSSI	1

The legal advisor position, when filled, is responsible for the following:

- Consultation regarding records management compliance, records system efficiencies, legal standards, and the Wisconsin Public Records laws.
- Process high-profile, difficult, or complex requests.

- Liaise with Milwaukee City Attorney's Office and other sections of the MPD to facilitate requests that are sensitive or complex.
- Develop and monitor standards for MPD compliance with applicable laws and best practices regarding the response to open records requests.

Office Assistants provide administrative support for the section to include payroll duties, answering phones, scheduling, and processing mail.

(1.2) Workload and Ability to Meet Unit Objectives

In September 2021 the Open Records Section had a back log of approximately 4,000 open records requests and was 4 to 5 months behind processing. To address the back log an email fulfillment system was created to process requests electronically. Open Records requests are submitted via the email format and triaged by the sergeant and an officer.

Email requests to be processed by MPD Open Records are assigned a number. Many general requests are processed immediately by the sergeant at intake. Requests that involve video, large numbers of reports or coordination with another section in the department are placed in a processing bin designated as "unassigned". Those requests are processed in the order they are received by officers assigned to "general requests". Requests specifically assigned are flagged for designated staff to process.

Booking cameras and 911 audio expire in 120 days. If the request includes time sensitive video or audio the request is assigned to an officer responsible for preserving time sensitive material before being placed in the "unassigned" bin for processing.

Open Records has received 27,644 requests to date for 2022. The section receives approximately 30,000 numbered requests yearly or 80 requests daily. Of the general requests received each day, approximately 45 can be processed by the sergeant at intake. Those not completed are sent to the unassigned bin along with the more complex requests. MPD Open Records does not document or capture time required to process the various requests or the number of simple requests vs complex. The metric used for work load analysis of the Open Records Section by the Matrix team is work back log.

There are some back logs in unassigned requests. The section currently has 63 unassigned requests with the oldest dated December 1, 2022. There are approximately 60 media requests with the oldest dated the last week of September.

The vacancies in the police aide positions shifted some tasks back to the sergeant and officers. The police aides were primarily responsible for the social services and

Department of Corrections requests. In addition to supervision of the section, the sergeant carries a workload for intake and processing of requests.

(1.3) Civilianization Potential

Most law enforcement agencies utilize civilian staff to process public records requests. MPD Open Records Section utilizes both civilian and sworn staff for the same functions. Open Records Section positions should be transitioned to civilian staff familiar with MPD operations and trained in open records laws and video redaction.

(1.4) Findings

Intake and workflow changes made the end of 2021 enabled the section to eliminate some of the work back log, but recent vacancies have increased workloads for staff. General requests are a month behind and media requests 3 months behind.

Supervisor to staff ratios for the section are higher than recommended at 18 to 1 when fully staffed. In addition to supervision of the section the sergeant completes the intake process and fulfills open records requests. Proper supervision of the section requires the sergeant have time available for supervision of personnel, managing workflows and complex requests. As vacancies are filled intake and open records requests completed by the sergeant should be reassigned to staff.

Recommendations:

Transition sworn personnel to civilian professional staff trained in open records request processes.

Fill vacant positions to eliminate work back logs and keep current with requests.

As vacancies are filled assign intake and requests completed by the sergeant (supervisor) to staff.

Appendix: Results of the Comparative Survey

1. Introduction

The Matrix Consulting Group (MCG) was retained by the City of Milwaukee to conduct a staffing and deployment study of their police department (MPD). As a part of the scope of work, MCG project staff deployed a comparative survey to gauge practices of similar agencies to MPD throughout the country.

The goal of agency selection was to include agencies throughout all regions of the country that mirrored the current organization and/or staffing levels of MPD. Once a list of comparable agencies was established by MCG staff, information on current practices of several relevant topics were collected from these respective agencies. The sections below outline these different topics.

The agencies that were included in this comparative survey are as follows:

Austin, Texas	Indianapolis, Indiana
Boston, Massachusetts	Madison, Wisconsin
Charlotte-Mecklenburg, North Carolina	Pittsburgh, Pennsylvania
Columbus, Ohio	Portland, Oregon
Fort Worth, Texas	Sacramento, California
Fresno, California	San Antonio, Texas

It should be noted that responses have been compiled by MCG staff but are largely verbatim responses of what was received by the responding agencies. If there was no response for a section from a responding agency, they were eliminated from the table and/or section in this summary report.

(1.1) Overview of Responding Agencies

The following table provides a summary of the population and department size of the surveyed agencies:

Agency	Population	# Sworn	Area (mi ²)
Austin	964,000	1,802	319.9
Boston	654,281	2,143	48.3
Charlotte	879,697	1,823	309.2
Columbus	907,310	1,875	220.1

Fort Worth	940,437	1,650	348.6
Fresno	544,500	806	115.6
Indianapolis	882,327	2,121	361.6
Madison	269,162	501	79.6
Milwaukee	569,326	1,654	96.2
Pittsburgh	300,454	1,013	55.4
Portland	642,218	889	133.5
Sacramento	525,028	678.0	98.6
San Antonio	1,529,133	2,297	498.4

(1.2) Summary of Key Findings

- Milwaukee PD does not follow trends of civilian staffing allocations for several units throughout their organization:
 - Their property/evidence unit is overstaffed by sworn personnel compared to responding comparative agencies, and
 - Their backgrounding and recruiting efforts are overstaffed by civilian personnel compared to responding comparative agencies,
- Milwaukee PD is **one of only four** responding comparative agencies **without** a civilian field response of any kind,
- Milwaukee PD has **fewer staff assigned as community policing specialists** compared to almost all other agencies surveyed.
- Milwaukee PD's patrol spans of control of 5.9 gives them the second lowest supervisory spans of control of all comparative agencies.

2. Patrol Staffing and Deployment

The tables below portray statistics related to patrol staffing and deployment strategies amongst comparative agencies in relation to Milwaukee PD.

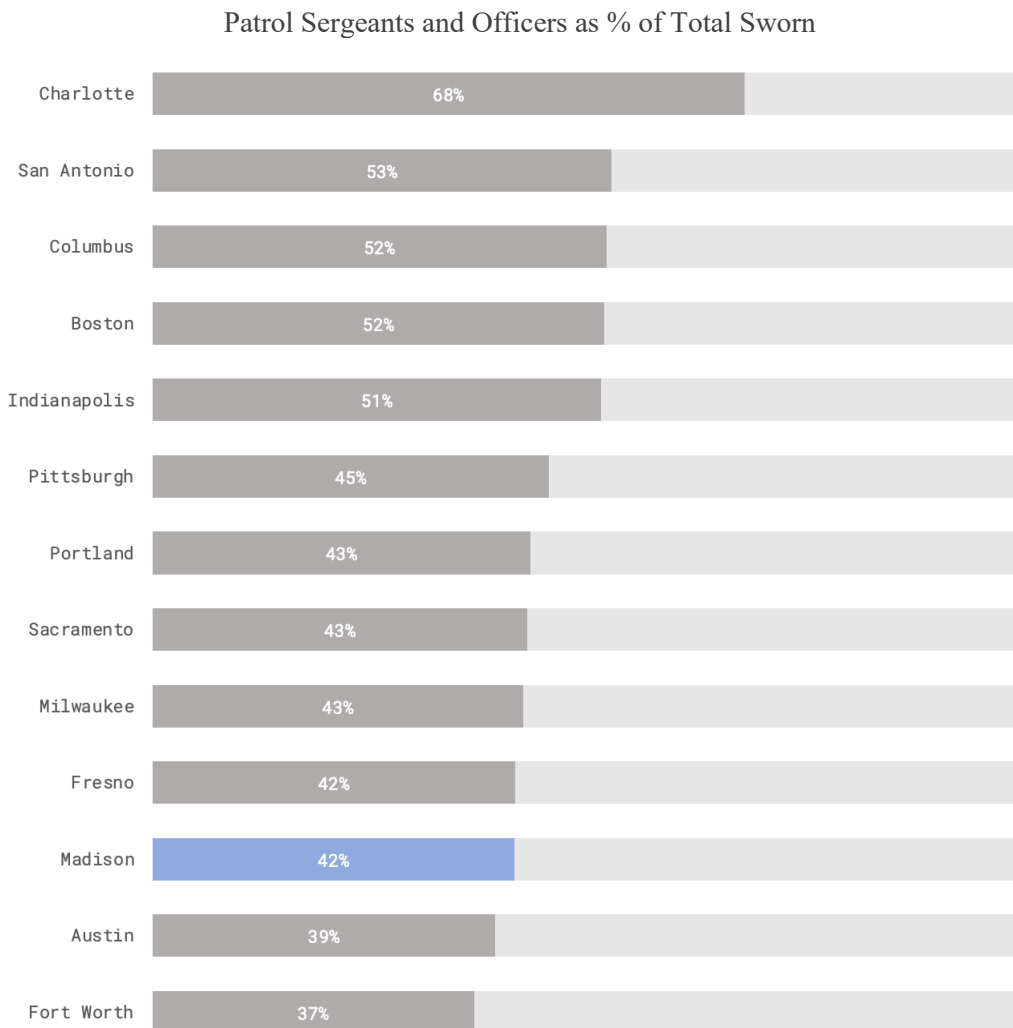
(2.1) Staff Assigned to Regular Patrol Positions

The table below indicates the number of sworn personnel (officers and sergeants) that are dedicated to patrol functions at comparative agencies. These totals indicate those personnel that are dedicated strictly to patrol functions, eliminating those that are currently on special assignments throughout their respective operations/patrol divisions or bureaus.

Agency	# Officers	# Sergeants
Charlotte	1,121	115
San Antonio	1,087	120
Boston	1,000	110
Indianapolis	980	110
Columbus	871	104
Austin	641	67
Milwaukee	601	102
Fort Worth	536	72
Pittsburgh	410	50
Portland	318	67
Fresno	295	40
Sacramento	255	36
Madison	183	25

As shown above, MPD ranks 7th of 13 comparative agencies regarding the total number of officers and sergeants dedicated to patrol efforts.

However, the table below shows that while they dedicate a total of 703 of these personnel to patrol efforts, this is only 42% of their total sworn personnel throughout the entire department.



Milwaukee PD’s dedication of only 42% of MPD sworn personnel to patrol efforts ranks them 11th of the 13 comparative agencies, ahead of only Austin PD and Fort Worth PD.

(2.2) Patrol Spans of Control

Maintaining adequate spans of control throughout a hierarchical organization such as a police department is key to ensuring a functional and accountable organization. This is especially important at the rank of sergeant, who serves as the front-line supervisor to line-level personnel who interact with citizens daily.

The table below expands upon the allotment of officers and sergeants to patrol ranks presented above and orders them relating to their supervisory spans of control:

Agency	Spans of Control		Ratio
	# Officers	# Sergeants	

Sacramento	1121	36	31.1
Charlotte	1,121	115	9.7
Austin	641	67	9.6
Boston	1,000	110	9.1
San Antonio	1,087	120	9.1
Indianapolis	980	110	8.9
Columbus	871	104	8.4
Pittsburgh	410	50	8.2
Fort Worth	536	72	7.4
Fresno	295	40	7.4
Madison	183	25	7.3
Milwaukee	595	103	5.8
Portland	318	67	4.7

The table above shows that MPD's span of control for patrol ranks is 5.8, meaning that, on average, a sergeant directly supervises approximately 6 officers. This ranks them 12th of 13 comparative agencies, of which spans of control range from 4.7 to 31.1.

(2.3) Do patrol officers work 8, 10, or 12-hour shifts, or another type of work schedule, such as a hybrid?

Respondents were polled on the type(s) of shift schedules used for patrol team deployment. In the following table, a checkmark ("√") is placed for the schedule that the majority of patrol officers operate under. If a small portion of officers work a different type of shift, the "/" symbol is used.

Type of Patrol Shift Schedule Used

Agency	~8hrs	~10hrs	~12hrs
Austin		√	
Boston		√	
Charlotte	√	√	
Columbus	√	/	
Fort Worth		√	
Fresno		√	
Indianapolis	√		
Madison	√		
Milwaukee	√		

Pittsburgh		√
Portland		√
Sacramento		
San Antonio	√	/

Responses show that all agencies deploy their patrol personnel on either an 8- or 10-hour deployment schedule, while no comparative agencies deploy a 12-hour schedule. Milwaukee PD is one of 6 agencies who deploy an 8-hour schedule, while the other 7 responding agencies deploy a 10-hour schedule.

Two agencies, Columbus PD and San Antonio PD, deploy a majority of their patrol ranks on an 8-hour schedule; however, some special deployment teams utilize a 10-hour schedule deployment strategy.

(2.4) Do patrol officers deploy in one or two-officer cars? If it is a mixture of both, what determines whether a car is staffed by one or two officers (e.g., officer initiative, risk-based, varies, etc.)?

Agency	Patrol Cars	Description
Austin	One officer	Standard deployment for APD is one officer per car. Two officer cars are most often as a result of shortages of patrol vehicles. At times, patrol supervisors will double officers for special initiatives or very rarely, the department will double officers for high-level threat alerts.
Boston	Mixed	Both, Varies
Charlotte	Mixed	It is a mix of both depending on the division and reduced staff within division.
Columbus	One officer	All patrol is from one officer per car.
Fort Worth	One officer	Usually 1 officer units, but occasionally they will double up. It's often personal preference of the officers to double up and supervisors that will allow it.
Fresno	Mixed	Determined based on the needs of the District and Beats by the Patrol Supervisors.
Indianapolis	One officer	One car. Specialized details and/or units have the option to partner up, as desired.
Madison	One officer	All patrol is from one officer per car.
Milwaukee	Mixed	Approximately 59% of patrol is two-officer units.
Pittsburgh	One officer	Standard deployment is one officer per car.
Portland	One officer	One-car is the norm for patrol and most specialized units.

		Rarely two person cars may be used for special reasons. Also, some units, for instance the Focused Intervention Team (which focuses on gun violence) may use two-person cars.
Sacramento	One officer	The sign up for, and mostly work, one-officer cars. They can be sent out in two-officer cars at the discretion of the Watch Commander.
San Antonio	One officer	All patrol is from one officer per car.

While a majority of comparative agencies deploy one officer patrol units, there are four agencies who also reported utilizing two-officer patrol unit deployment strategies, of which one is Milwaukee PD.

(2.5) Telephone Reporting

The utilization of Telephone Reporting Units (TRU) are a newly emerging practice in which sworn personnel are deployed to answer phone reporting lines to help divert non-emergency calls for service away from deployable patrol personnel.

Agency	TRU (Yes/No)	# of Staff	Type of Staff
Austin	No	-	-
Boston	No		
Charlotte	Yes	Varies	Temporary/Light Duty
Columbus	Yes	Varies	Temporary/Light Duty
Fort Worth	No		
Fresno	No		
Indianapolis	No		
Madison	Yes	Varies	Self-Reporting Unit
Milwaukee	No	-	-
Pittsburgh	Yes	2, Varies	Permanent, as a part of the Records Room staff.
Portland	Yes	Varies	Temporary or light duty staffing. Long term staffing is not the norm.
Sacramento	Yes	Varies	Light Duty
San Antonio	No	-	-

The table above indicates that there are six responding comparative agencies that utilize a TRU in their organizations. As shown in the 3rd and 4th columns, the staffing plans of these units typically vary, as a majority of them are assignments of sworn

personnel currently on light duty or temporary assignments. Only one comparable agency has permanent staffing regarding their TRU, and this staffing is a part of their Records Unit and is only deployed when staffing allows.

(2.6) Online Reporting

As with Telephone Reporting Units, the utilization of online reporting practices is an emerging practices of law enforcement agencies across the country. Again, these practices serve to help divert non-emergency calls for service away from deployable patrol personnel to better allocate resources. While none of the responding comparative agencies mandate that their citizens utilize these online lines of communication, they provide a streamlined resource to citizens to file a police report for a variety of types of calls for service. Online reporting practices are typically targeted toward non-violent, non-emergency calls for service. The table below shows the percentage of agencies who accept the report type via online reporting.

Percentage of Agencies That Allow Certain Reports to be Made Online

Report Type	% of Departments ²⁴
Theft	85%
Lost/Found Property	77%
Vandalism	62%
Theft From Vehicle	54%
Harassment	54%
Accident (Non- Inj.)	46%
Fraud	38%
Burglary- Residential	23%
Graffiti	15%
Custody Order Violation	15%
Burglary- Comm.	15%
Auto Theft	15%
Accident (Min. Inj.)	15%
Failure to Pay	8%
Animal Cruelty	8%
Traffic Hazard	0%
Runaway/Missing	0%
Recovered Stolen	0%
Pickup	0%

²⁴ All comparative agencies utilized online reporting practices of some sort, ranging from Coplogic from LexisNexis to internal software systems.

Parking Complaint	0%
Grand Theft	0%

3. Civilian Staffing

Civilian personnel throughout a police organization play an integral role in key functions of the organization. The following sections provide context to the number of civilian staff and the functions that civilian staff are utilized for throughout comparative agencies to MPD.

(3.1) Agency Sworn and Civilian Staffing

Department	# Sworn	# Civilian	Civ. as %
Sacramento	678	315	32%
San Antonio	2,297	1,065	32%
Madison	501	186	27%
Austin	1,802	667	27%
Boston	2,143	779	27%
Fresno	806	271	25%
Indianapolis	2,121	682	24%
Portland	889	268	23%
Charlotte	1,823	472	21%
Fort Worth	1,650	425	21%
Columbus	1,875	466	20%
Milwaukee	1,654	361	18%
Pittsburgh	1,013	53	5%

As shown above, Milwaukee PD is comprised of a total of 361 civilian staff members, composing approximately 18% of their total staff. This ranks them 12th of the 13 comparative agencies. Civilian employment percentages range from 5% to over 30%.

(3.2) Civilian Staffing Roles

The table below shows the functions that civilian staff are utilized for throughout responding comparative agencies. Milwaukee PD's current staffing approaches are shown with an outlined box:

Civilianization in Comparative Agencies (vs. Milwaukee shown as outlined box)

Function	Almost or Entirely Sworn	Mostly Sworn	Mostly Civilian	Almost or Entirely Civilian
Information Technology	0%	0%	0%	100%
Human Resources	0%	0%	0%	100%
Mail	0%	0%	9%	91%
Records/Open Records	0%	0%	18%	82%
Property and Evidence	0%	9%	27%	64%
Crime Analysis	0%	0%	36%	64%
Forensics/ Crime Lab	0%	0%	55%	45%
Fleet	11%	11%	44%	33%
Crime Scene Investigators	9%	55%	9%	27%
Backgrounding	36%	18%	27%	18%
Recruiting	50%	30%	10%	10%
Training	82%	18%	0%	0%
Detention/ Booking	90%	0%	10%	0%
Range	100%	0%	0%	0%

As shown above, civilian responsibilities are largely dedicated to support functions such as information technology (IT), human resources (HR), mail, records, etc.

(3.3) Does your agency have civilian field responders? If so, what types of calls do they handle, and how many staff are deployed?

Agency	Have?	Call Types Handled	# FTE
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Austin	Yes	Old burglary reports, etc.	9
Boston	No	-	-
Charlotte	Yes	Minor non-injury accidents and direct traffic.	25- 30
Columbus	Yes	Mental Health Response	5
Fort Worth	Yes	Abandoned vehicle enforcement and traffic control	AVE: 9 TCT: 4
Indianapolis	Yes	Accidents (Civilian Volunteer Policeman)	15
Madison	Yes	Parking enforcement, patrol officers also work with mental health professionals, but they are employed external to the PD.	Parking: 31 FTE
Milwaukee	No	-	-
Pittsburgh	No	-	-
Portland	Yes	Main function is stolen cars (approx. 1/3 of their work), minor non-injury, minor non-violent CFS without suspects, assist with non-custodial transports.	31 actual/ 73 auth.
Sacramento	Yes	Community Service Officers (CSOs) handle missing persons, traffic accidents, burglary reports, hazards, errands, and for CSI calls [<i>Forensic Supervisor Investigators (FSIs)</i>].	CSOs: 33 FSIs: 23
San Antonio	No	-	-

(3.4) Civilian Investigative Assistance

The table below presents findings related to the ways of which civilian staff are utilized in investigative support capacities at responding comparative agencies.

Types of Civilian Assistance Used in Investigations

Agency	Case Research	Interviews	Evidence Management	Victim Outreach	Other
Austin	√	√	√	√	Case Closeouts
Charlotte	√		√	√	
Columbus	√		√	√	
Madison	√		√		Report Typists
Milwaukee					Latent Fingerprints Electronic Forensics
Pittsburgh					Statistics

Portland		√	√	Electronic Forensics Crime Analysis
San Antonio	√	√	√	

Milwaukee PD is one of eight responding comparative agencies that utilize civilians in investigative support capacities. Their utilization of civilian personnel for electronic forensics (i.e., audio/video analysis) mirrors that of Portland PD.

4. Investigations

The following sections present findings relating to the investigations practices of responding comparative agencies.

(4.1) Detective Shifts

Detectives can work a variety of shifts throughout police organizations. The following table presents findings relating to the deployment of one shift or multiple shifts for investigators in these respective agencies.

Agency	One Shift	Multiple Shifts	Comments
Columbus		√	
Fresno		√	
Indianapolis	√		
Madison	√		Day Shift
Milwaukee		√	3 Shifts
Pittsburgh		√	Depends on unit
Portland	√		Day Shift
Sacramento		√	
San Antonio	√		

As shown above, Milwaukee PD is one of six agencies that deploys multiple shifts for investigations. The other four responding agencies deploy only one shift for their investigators, usually a day shift.

(4.2) Investigative Decentralized Caseload Information

Decentralized investigators are those that are assigned at the precinct (or equivalent) level within a police organization, tasked with handling cases within a specific geographic area.

The following table presents findings for responding comparative agencies relating to utilizing decentralized investigators, as well as how many staff are decentralized, if applicable.

Agency	Decentralized Investigators	# of Staff
Austin	√	29
Charlotte	√	60
Columbus		

Fort Worth	√	Varies
Fresno		
Indianapolis		
Madison	√	34
Milwaukee		
Pittsburgh	√	Varies
Portland		
Sacramento		
San Antonio	√	92

Milwaukee PD is one of six responding agencies that does not deploy decentralized investigators. The six agencies that do deploy staff to handle decentralized caseloads deploy a wide range of staff allotments for these purposes.

(4.3) Decentralized Detective Case Types

Of the six agencies that do deploy decentralized case handling investigators, the following table shows the case types that they are tasked with investigating. Verbatim responses are provided.

Agency	Decentralized Case Types
Austin	Anything that's not specialized (robbery, homicide, family violence, human trafficking, sex crimes, narcotics, organized crime, etc.).
Charlotte	<p>Assignments vary per division by crime trend. They investigate the most violent aggravated assaults such as shootings where a person or property is struck, personal robbery, breaking and entering (commercial and residential) theft of motor vehicle, and some larcenies from auto. They do not investigate sexual assaults (adult and child), violent offenses against children that result in serious injuries, homicides, and some fraud type cases.</p> <p>These Detectives work as general subject matter experts for the line officers, emergency backfill for patrol (e.g., when patrol officers are participating in SWAT tryouts or who are engaged with the Bike2DC Memorial Ride). These detectives also assist the Division with tasks like deploying camera assets purchased by the division (small Ring cameras and some of the tri-pod cameras, not the larger ones managed by Logistics and Real Time Crime Center).</p>
Fort Worth	Anything that is not specialized.
Madison	Sensitive or Persons Crimes cases throughout each of their 6 districts.
Pittsburgh	Street Crimes, no firearms.

Agency	Decentralized Case Types
San Antonio (TX)	Property Crimes and Family Violence

Findings show that these assignments vary throughout agencies and organizational makeup, some assignments varying on crime trends within a given geographic area, and some aimed at specific crime types such as property crimes or family violence.

5. Community Policing Specialists

The following section presents information relating to the community policing practices of responding comparative agencies.

(5.1) How many officers and sergeants are assigned to community policing roles (# of filled positions)?

Agency	Unit/Program	# Ofc.	# Sgt.	As % of Sworn
Boston	Walking Beats & Bicycle Units	250	20	12%
Fort Worth	Neighborhood Patrol Officer	87	10	6%
San Antonio	San Antonio Fear Free Environment (S.A.F.F.E.) Program	115	12	5%
Fresno	Problem Oriented Policing Officer and Student and Neighborhood Resource Officers (SNRO)	26	6	4%
Portland	Precinct Neighborhood Response Teams	24	5	3%
Sacramento	Problem Oriented Policing Units	13	3	3%
Austin	District Representatives	39	5	2%
Columbus	Community Response Team	42	-	2%
Madison	Community Outreach Unit	1	9	2%
Pittsburgh	Community Resource Officers	13	-	2%
Charlotte	Community Coordinators	26	-	1%
Indianapolis	Community Resource Officers	1 - 5	1	<1%
Milwaukee	CLO and CPU Officers	22	- ²⁵	1%

²⁵ Supervision is shared with other specialized details.
Matrix Consulting Group

Agencies fall into one of two categories – those with dedicated community policing specialists, but broader coverage per officer and fewer staff (1-2% of total sworn), versus departments with sizable investments in the programs that take a more hyperlocal approach.

In the latter, officers are assigned individual neighborhoods or beats that they are responsible for, rather than a group approach over a district-level area of geography.