

Operations and Data Analysis Report
Police Department
Wauwatosa, Wisconsin
September 2016



POLICE OPERATIONS

POLICE OPERATIONS

C E N T E R F O R P U B L I C S A F E T Y M A N A G E M E N T

CPSM

Center for Public Safety Management, LLC

475 K Street, NW, Suite 702
Washington, DC 20001
www.cpsm.us
716-969-1360

Exclusive Provider of Public Safety Technical Services for
International City/County Management Association

ICMA

Leaders at the Core of Better Communities

The Association & The Company

International City/County Management Association (ICMA)

The International City/County Management Association (ICMA) is a 100-year-old, nonprofit professional association of local government administrators and managers, with approximately 9,000 members spanning thirty-two countries.

Since its inception in 1914, ICMA has been dedicated to assisting local governments in providing services to their citizens in an efficient and effective manner. Our work spans all of the activities of local government — parks, libraries, recreation, public works, economic development, code enforcement, Brownfields, public safety, etc.

ICMA advances the knowledge of local government best practices across a wide range of platforms including publications, research, training, and technical assistance. Its work includes both domestic and international activities in partnership with local, state, and federal governments as well as private foundations. For example, it is involved in a major library research project funded by the Bill and Melinda Gates Foundation and is providing community policing training in Panama working with the U.S. State Department. It has personnel in Afghanistan assisting with building wastewater treatment plants and has had teams in Central America providing training in disaster relief working with SOUTHCOM.

The **ICMA Center for Public Safety Management (ICMA/CPSM)** was one of four Centers within the Information and Assistance Division of ICMA providing support to local governments in the areas of police, fire, EMS, emergency management, and homeland security. In addition to providing technical assistance in these areas we also represent local governments at the federal level and are involved in numerous projects with the Department of Justice and the Department of Homeland Security. In each of these Centers, ICMA has selected to partner with nationally recognized individuals or companies to provide services that ICMA has previously provided directly. Doing so will provide a higher level of services, greater flexibility, and reduced costs in meeting members' needs as ICMA will be expanding the services that it can offer to local governments. For example, The Center for Productivity Management (CPM) is now working exclusively with SAS, one of the world's leaders in data management and analysis. And the Center for Strategic Management (CSM) is now partnering with nationally recognized experts and academics in local government management and finance.

Center for Public Safety Management, LLC (CPSM) is now the exclusive provider of public safety technical assistance for ICMA. CPSM provides training and research for the Association's members and represents ICMA in its dealings with the federal government and other public safety professional associations such as CALEA. The Center for Public Safety Management, LLC maintains the same team of individuals performing the same level of service that it has for the past seven years for ICMA.

CPSM's local government technical assistance experience includes workload and deployment analysis using our unique methodology and subject matter experts to examine department organizational structure and culture, identify workload and staffing needs, and identify and disseminate industry best practices. We have conducted more than 200 such studies in 36 states and 155 communities ranging in size from 8,000 population (Boone, Iowa) to 800,000 population (Indianapolis, Ind.).

Thomas Wiecezorek is the Director of the Center for Public Safety Management. Leonard Matarese serves as the Director of Research & Program Development. Dr. Dov Chelst is the Director of Quantitative Analysis.

Center For Public Safety Management Project Contributors

Thomas J. Wieczorek, Director

Leonard A. Matarese, Director, Research & Project Development

Dov Chelst, Ph.D., Director of Quantitative Analysis

Priscila Monachesi, Senior Data Analyst

Jim McCabe, Ph.D., Senior Public Safety Consultant

Paul O'Connell, Ph.D., Senior Public Safety Consultant

Carol E. Rasor-Cordero, Ph.D., Senior Public Safety Consultant, Team Leader

Dennis Kouba, Senior Editor

Contents

Tables	vi
Figures	viii
Section 1. Executive Summary	1
Key Recommendations	2
Section 2. Methodology	14
Section 3. Community and Department Overview	16
Demographics	16
Uniform Crime Report/Crime Trends	18
Comparisons/Benchmarks	23
Department's Financial Sustainability	23
Department Authorized Staffing Levels	24
Diversity in the Department in Comparison to the Community	25
Other Aspects of the Department	26
Grant Awards 2014-2015	26
Local, State, or Federal Task Forces	27
Mutual Aid Agreements	28
Labor Contracts	28
Grievances	28
Section 4. Operations Bureau	29
Patrol Division	29
Demand	29
CFS Efficiency	33
Patrol Deployment and Staffing	34
Schedule and Staffing	44
Spatial Representation of CFS Demand	46
Patrol Areas Workload	50
Patrol Support Units	52
Motorcycle Unit	52
Special Response Team (SRT)/Crisis Negotiation Unit	53
Internal Affairs	55
Investigative Division	58
Detective Bureau	58
Special Operations Group	63

Special Investigations	66
Crime Analysis and Criminal Intelligence	66
Dispatch Center	67
Section 5: Administrative Bureau	70
Facilities	70
Strategic Planning and Performance-based Management.....	72
Information Technology (IT)	79
Community Support Operations	82
Records Management	85
Training	86
Recruitment, Hiring, and Recruit Training.....	86
Field Training	87
In-service Training	87
Executive Development	88
Crime and Traffic Analysis	89
Property and Evidence Management.....	91
Section 6: Organizational Culture and Climate	93
Section 7: Summary	102
Section 8: Data Analysis	103
Introduction	103
Workload Analysis	104
Noncall Activities	123
Deployment	128
Response Times	138
All Calls	139
High-Priority Calls	145
Appendix A: Call Type Classification	147
Appendix B: Uniform Crime Report Information	150

Tables

TABLE 3-1: Demographics Comparison between City of Wauwatosa and State of Wisconsin	17
TABLE 3-2: 2014 Comparison of Reported Crime Rates by Jurisdiction	19
TABLE 3-3: Reported City, State, and National Crime Rates, by Year (2005 to 2014)	21
TABLE 3-4: Reported City, State, and National Clearance Rates for 2014.....	22
TABLE 3-5: Annual Budget for Fiscal Years 2012-2015	24
TABLE 3-6: Authorized Staffing Levels for Fiscal Years 2012-2015	25
TABLE 3-7: Diversity of Filled Sworn Positions (n=88)	26
TABLE 3-8: 2014 Grant Funding Summary.....	27
TABLE 3-9: 2015 Grant Funding Summary.....	27
TABLE 3-10: Forfeiture Funds, 2014-2015	27
TABLE 4-1: Calls for Service, Average Units per Call, and Average Time Spent.....	30
TABLE 4-2: CFS Efficiency	34
TABLE 4-3: Schedule and Staffing Levels for Patrol Operations	44
TABLE 4-4: Peak Hours for Calls for Service, Summer 2015 and Winter 2016	45
TABLE 4-5: Average Calls and Work Hours by Patrol Area, per Day	51
TABLE 4-6: Wauwatosa Police Department Discipline Sanction Chart.....	56
TABLE 4-7: WPD Caseload 2014 and 2015.....	61
TABLE 4-8: WPD Clearance Rates 2015.....	62
TABLE 4-9: SOG Activity 2014 and 2015	64
TABLE 4-10: Average Dispatch, Travel, and Response Times, by Priority.....	69
TABLE 6-1: Sworn Command/Supervisory Focus Group.....	94
TABLE 6-2: Sworn Officers Focus Group	96
TABLE 6-3: Civilian/Support Focus Group	98
TABLE 6-4: Community Focus Group	100
TABLE 6-5: Common Core Perspectives of All Focus Groups.....	101
TABLE 8-1: Events per Day, by Initiator	106
TABLE 8-2: Calls per Day, by Category	108
TABLE 8-3: Calls per Day, by Initiator and Months	109
TABLE 8-4: Calls per Day, by Category and Months.....	111
TABLE 8-5: Primary Unit's Average Occupied Times, by Category and Initiator	113
TABLE 8-6: Average Number of Responding Units, by Initiator and Category	115
TABLE 8-7: Number of Responding Units, by Category, Other-initiated Calls.....	117
TABLE 8-8: Calls and Work Hours by Patrol Area, per Day	118
TABLE 8-9: Calls and Work Hours per Day, by Category, Summer 2015	119
TABLE 8-10: Calls and Work Hours per Day, by Category, Winter 2016.....	121
TABLE 8-11: Activities per Day, by Month	124
TABLE 8-12: Activities per Day, by Day of Week.....	125

TABLE 8-13: Activities per Hour, by Hour of Day	127
TABLE 8-14: Average Response Time Components, by Category	141
TABLE 8-15: 90th Percentiles for Response Time Components, by Category	142
TABLE 8-16: Average Response Time Components, by Patrol Area	143
TABLE 8-17: Average Dispatch, Travel, and Response Times, by Priority.....	145
TABLE 8-18: Complaint Types and Categories	147
TABLE 8-19: Reported Crime Rates in 2014, by Jurisdiction.....	150
TABLE 8-20: Reported Crime Clearance Rates in 2014	151
TABLE 8-21: Reported City, State, and National Crime Rates, by Year.....	153

Figures

FIGURE 3-1: Trend in Crime Rates, 2005-2014, Wauwatosa	19
FIGURE 3-2: Trend in Overall Crime Rates, 2005-2014, Wauwatosa and Wisconsin	20
FIGURE 4-1: Deployment and All Workload, Weekdays, Summer 2015	38
FIGURE 4-2: Percent Workload, Weekdays, Summer 2015.....	39
FIGURE 4-3: Deployment and All Workload, Weekends, Summer 2015	40
FIGURE 4-4: Percent Workload, Weekends, Summer 2015.....	40
FIGURE 4-5: Deployment and All Workload, Weekdays, Winter 2016.....	41
FIGURE 4-6: Percent Workload, Weekdays, Winter 2016	42
FIGURE 4-7: Deployment and All Workload, Weekends, Winter 2016	43
FIGURE 4-8: Percent Workload, Weekends, Winter 2016.....	43
FIGURE 4-10: Spatial Representation of Crime Calls for Service (Red > 75 Calls for Service).....	47
FIGURE 4-11: Spatial Representation of Other-Initiated Calls for Service (Red > 250 Calls for Service)....	49
FIGURE 8-1: Percentage Events per Day, by Initiator	106
FIGURE 8-2: Percentage Calls per Day, by Category	107
FIGURE 8-3: Calls per Day, by Initiator and Months	109
FIGURE 8-4: Calls per Day, by Category and Months.....	110
FIGURE 8-5: Average Occupied Times, by Category and Initiator	112
FIGURE 8-6: Number of Responding Units, by Initiator and Category	114
FIGURE 8-7: Number of Responding Units, by Category, Other-initiated Calls.....	116
FIGURE 8-8: Percentage Calls and Work Hours, by Patrol Area	118
FIGURE 8-9: Percentage Calls and Work Hours, by Category, Summer 2015.....	119
FIGURE 8-10: Percentage Calls and Work Hours, by Category, Winter 2016	121
FIGURE 8-11: Activities per Day, by Month	124
FIGURE 8-12: Activities per Day, by Day of Week.....	125
FIGURE 8-13: Activities per Hour, by Hour of Day	126
FIGURE 8-14: Deployed Officers, Weekdays, Summer 2015	129
FIGURE 8-15: Deployed Officers, Weekends, Summer 2015.....	129
FIGURE 8-16: Deployed Officers, Weekdays, Winter 2016.....	130
FIGURE 8-17: Deployed Officers, Weekends, Winter 2016	130
FIGURE 8-18: Deployment and Other-initiated Workload, Weekdays, Summer 2015	132
FIGURE 8-19: Deployment and Other-initiated Workload, Weekends, Summer 2015	132
FIGURE 8-20: Deployment and Other-initiated Workload, Weekdays, Winter 2016	133
FIGURE 8-21: Deployment and Other-initiated Workload, Weekends, Winter 2016.....	133
FIGURE 8-22: Deployment and All Workload, Weekdays, Summer 2015	135
FIGURE 8-23: Deployment and All Workload, Weekends, Summer 2015	135
FIGURE 8-24: Deployment and All Workload, Weekdays, Winter 2016.....	136
FIGURE 8-25: Deployment and All Workload, Weekends, Winter 2016	136

FIGURE 8-26: Average Response Time, by Hour of Day, Winter 2015 and Summer 2015	139
FIGURE 8-27: Average Response Time by Category, Summer 2015.....	140
FIGURE 8-28: Average Response Time by Category, Winter 2016	140
FIGURE 8-29: Average Response Time Components, by Patrol Area	143
FIGURE 8-30: Average Response Times and Dispatch Delays for Priority 2 Calls, by Hour	145
FIGURE 8-31: Trend in Crime Rates, 2005-2014, Wauwatosa	152
FIGURE 8-32: Trend in Overall Crime Rates, 2005-2014, Wauwatosa and Wisconsin	152

Section 1. Executive Summary

The Center for Public Safety Management, LLC (CPSM) was commissioned to review the operations of the Wauwatosa Police Department (WPD). While our analysis covered all aspects of the department's operations, particular areas of focus of this study included: identifying appropriate staffing of the department given the workload, community demographics, and crime levels; the effectiveness of the organizational structure; and efficiency of division/unit processes.

We analyzed the department workload using operations research methodology and compared that workload to staffing and deployment levels. We reviewed other performance indicators that enabled us to understand the implications of service demand on current staffing. Our study involved data collection, interviews with key police and administration personnel, focus groups with department personnel and volunteers/community members, on-site observations of the job environment, data analysis, comparative analysis, SWOT analysis, and the development of alternatives and recommendations.

Based on CPSM's detailed review of the Wauwatosa Police Department, it is our opinion that the department reflects a modern police agency that is professional, well-managed, and responsive to the community needs. The staff is professional, trained, and dedicated to the mission of the department. The community members were very enthusiastic about the department and the quality of service provided by the department to the community.

Key recommendations follow and are discussed in detail throughout the report. These recommendations are offered to enhance the operation of the Wauwatosa Police Department and in no way are a reflection of any departmental deficiencies. The recommendations provided are to ensure that police resources are optimally deployed, operations are streamlined for efficiency, and services provided are cost-effective, all while maintaining the high level of police services currently being provided to the citizens of Wauwatosa, Wisconsin.

CPSM staff would like to thank City Administrator James Archambo, Chief Barry M. Weber, Captain Chris Fox, and the entire staff of the Wauwatosa Police Department for their gracious cooperation and assistance in completing this project.

Key Recommendations

- Maintain the effective strategy for alarm reduction. This strategy has resulted in a minimal amount of Calls for Service (CFS) for alarms, amounting to only 3 percent of both police-initiated and other-initiated calls.
- Explore ways to minimize response to property damage-only traffic accidents, such as having citizens obtain a report form online and submit the documents by mail or electronically. Utilize volunteers or civilian community service officers to handle CFS that do not warrant the response of a sworn police officer.
- Explore ways to use civilian personnel to respond to nonemergency CFS that are now occupying significant emergency resources, especially for miscellaneous CFS.
- Examine the reasons for the average amount of time spent on other-initiated CFS; set a goal of reducing the average time spent from 36.7 minutes to benchmark standards of 28.7 minutes.
- Conduct an analysis of the configuration of the six patrol zones with the goal of reducing the average response time for highest priority CFS from 9.2 minutes to less than 5 minutes.
- Consider the benefits of implementing a 10-hour shift as compared to an 8-hour shift so as to reduce overtime costs.
- Implement an active business watch, adopt the principles of Crime Prevention through Environmental Design (CEPTED), provide security assessments to retail establishments for target hardening, implement security training for retail employees, and use the community policing S.A.R.A. model or a performance management approach such as Compstat to reduce calls from retail locations which have a high level of CFS. The department member designated this responsibility should receive certification in CEPTED, and work closely and proactively with the City's Planning Commission.
- Consideration should be given to restructuring the geographical patrol areas to balance the workload.
- The K9 unit is productive and serves as an important resource for the department and other departments. A succession plan needs to be put into place and which includes acquiring another K9 and training another officer as a K9 handler to ensure a seamless transition and continued service of the K9 unit.
- Institute psychological testing for all new members as part of the selection process for SRT and Crisis Negotiation Units.
- Increase the monthly training hours for SRT to at least 16 hours to align with recommended training standards provided by the National Tactical Officers Association.
- Add a section in Policy 13-20 that governs SRT to include: responsibilities, selection process, and training governing the Crisis Negotiation Unit, or create an additional policy for the Crisis Negotiation Unit.

- Have the SRT commander track all overtime for both the SRT and Crisis Negotiation Units.
- All internal affairs complaints made anonymously should be thoroughly investigated.
- Department policies 15-02 and 14-11 do not indicate the process to be followed if an allegation is made of a criminal nature against a department employee. This process must be included in one of these policies to ensure integrity of any investigation of department members and to inform department members as to the process that will be followed in the event of a criminal allegation.
- In April 2016, the department implemented a process that when force is utilized and is indicated on an officer's report, the report is forwarded to the lieutenant who supervises the department's training to determine any policy changes or training needs. The department should be commended for implementing this process. Consideration should be given to having an officer certified in defensive tactics to also review the use of force.
- Implement quality assurance measures by developing a system for routinely engaging in random audits and inspections of units, equipment, department records, etc., including random inspection of audio and video recordings from officers on patrol, to ensure compliance with general orders. For example, there could be a random selection of ten accident reports and ten evidence receipts to review them for accuracy and completeness and to ensure that proper procedures were followed.
- Disseminate findings and penalties associated with disciplinary cases, both internally in the department and externally in the annual report.
- Incorporate data management (caseload, clearances, etc.) into the operations of the detective bureau.
- Develop a "call-out" policy for investigative responses after hours.
- Add two additional investigators on a permanent basis to the SOG.
- Develop an integrated heroin overdose response strategy.
- Develop an integrated intelligence and crime analysis function to supplement investigations and patrol deployment and to be able to develop a crime prevention and community engagement strategy.
- CPSM recommends a team from Communications be established to review the dispatch practices of the current Communications staff and develop a system to accurately identify the true "dispatch delay" period.
- The CAD database should be modified to ensure that only in-progress crimes and life-safety incidents are recorded as priority 1 calls.
- It is recommended that the department construct a perimeter fence around the parking area adjacent to the headquarters building in order to properly secure department vehicles and possibly employee vehicles as well.

- It is recommended that the department construct a car port to provide department vehicles with protection from the elements.
- It is the opinion of CPSM that the department is far too reliant upon informal meetings and the chain of command and that more highly structured management meetings must be regularly conducted.
- The consultants commend the department for its continuing efforts to monitor and report on its performance. Nevertheless, a more comprehensive method of strategic planning and performance assessment is necessary. The department should develop and publish a written, *multiyear* strategic plan (as opposed to the cursory annual plans required by CALEA). It is imperative that the department develop reasonable and obtainable performance goals and mechanisms for tracking the relative degree of progress in achieving these goals from year to year. Monthly command staff meetings should frequently reference the multiyear department strategic plan, as well as individual unit goals, as a means of checking overall progress toward these stated goals.
- It has been CPSM's experience that most American police departments do not currently have a multiyear strategic plan as described above. Nevertheless, since continued calls for transparency and accountability within police departments will only become louder in coming years, it is recommended that the department begin the process of formulating such a plan now.
- All police departments of the WPD's size require frequent senior staff meetings to ensure coordination and the free flow of information. It is therefore recommended that the department continue to schedule and hold senior command staff meetings as necessary. However, it is likely that a significant portion of the items addressed at these meetings can more properly and effectively be addressed at enhanced command staff meetings (for sergeants and above), as described below.
- All of the department's operational and support units should be represented at all command staff meetings. This would include the community support unit, IT, training, etc. This will ensure more open channels of communication and foster organizational learning.
- Review of patrol operations, detective division investigations and case updates, traffic analysis and enforcement operations, and training updates should always be included on the agenda and be presented in the same order at every meeting.
- Minutes should continue to be recorded and maintained for the purpose of appropriate follow-up at subsequent meetings. Minutes can be circulated to participants via the department's email system.
- As each violent crime is discussed, field commanders and detectives should continue to be challenged to explain what investigatory steps were taken after each incident, such as debriefs of suspects and witnesses and the canvassing of neighborhoods. These discussions would involve members of the department's other units, as necessary.

- The department has taken considerable steps to assemble a broad array of useful performance metrics. It is recommended that the department review the performance information that is currently being compiled and referred to during its various management meetings with an eye toward combining the information into a (single) usable performance measurement system or template. If all such data (or accurate and timely recapitulations) are readily accessible from one central database or data dashboard the information is more likely to be regularly consulted/retrieved by both senior managers and field commanders and used to actively manage daily operations. In essence, this dashboard can serve as an activity report or performance assessment for the entire agency, and can be consulted daily by police supervisors. A central source of key performance data is critical. Multiple sources and locations of information hinder the department's ability to engage in proactive management. It is critical that the department task one member of the service to obtain timely and accurate data to be used in this manner.
- A data dashboard system of this type can record and track any or all of the following performance indicators:
 - The total number of training hours performed, type and total number of personnel trained.
 - The type and number of use-of-force reports prepared, personnel involved, time and place of occurrence, and general description of circumstances.
 - The geographic location (i.e., zone) and time of all arrests.
 - The geographic location and time of citations issued.
 - The type and number of civilian and internal complaints (and dispositions).
 - The type, number, location, and time of civilian vehicle accidents.
 - The type, number, location, and time of department vehicle accidents, both "at fault" and "no fault" accidents.
 - The type, number, location, and nature of all firearm discharges.
 - The results of systematic and random audits and inspections of all police operations (i.e., calls for service response and dispositions, property receipt and safeguarding, etc.).
 - The type, location, and number of any Terry stops (i.e., investigatory stops of suspects, otherwise known as stop, question, and frisk) performed, as well as a description of all individuals involved and a description of all actions taken. Data obtained in connection with these stops should be analyzed and actively tracked. It is important for the department to know: 1) how many stops are being made, 2) by whom, 3) who is being stopped, 4) where, 5) when, and 6) for what reason(s). Note: Information of this type is recommended by the Final Report of the President's Task Force on 21st Century Policing.

- The department is currently using multiple systems to track much of the information mentioned. It is recommended that the department identify a useful subset of information from these databases and combine them into a user-friendly data dashboard.
- An effective performance dashboard should also include traditional administration and budgetary measures, such as monthly and annual totals for sick time, comp time, and overtime.
- It is likely that a variety of administrative issues will be raised during command staff meetings. For example, a meeting might address an increase in overtime that was experienced as a result of directed patrols, or budgetary issues relating to the purchase of equipment. Many police departments across the country have found that meetings that were originally designed for crime-fighting purposes quickly evolve into crime-fighting meetings that regularly address relevant administrative issues and provide meaningful feedback concerning the department's relative degree of success in achieving goals that are stated in its multiyear strategic plan. CPSM recommends that the department remain open to introducing into command staff meetings any relevant administrative issues as they arise.
- The specific performance measures to be tracked and reported at command staff meetings and/or included in the data dashboard is entirely at the discretion of the department. All police agencies have unique missions, challenges, and demands. Outside performance benchmarks or measures should not be imposed upon the department; they should be derived from within. It is recommended that all members of the department (and perhaps the community) be consulted to develop a comprehensive set of organizational performance indicators that accurately describe the type and quantity of work being performed.
- It is imperative that baseline levels be established for all performance categories. This entails measuring a category over a period of months, calculating percentage increases and decreases, computing year-to-date totals, and averaging monthly totals in order to determine seasonal variation and to obtain overall performance levels for the agency. There is likely to be much seasonal variation in the work of the WPD. Such analysis can also include sector and individual officer performance review. For example, discrete patterns can emerge from analyzing when and where department-involved vehicle accidents occur. This performance information is invaluable in terms of determining optimum staffing levels.
- The department should be vigilant in identifying new performance indicators. The department should review its current indicators and solicit input from all levels of the agency. "Key" performance indicators should be identified, with an understanding that they can always be expanded or modified at a later date. These indicators should always form the basis of discussions at command staff meetings.
- The department must identify one individual to search its data systems to regularly produce internal performance data to be used at command staff meetings. It is recommended that the department's newly appointed crime analyst focus on the production of crime data and that another sworn or nonsworn member of the department be trained and supported to

draw useful administrative data from its internal systems (such as overtime expenditure by unit, training, and internal affairs data) to be presented at command staff meetings.

- Any substantive changes to the current performance management framework must be communicated to, understood by, and acted upon by all members of the department.
- The questioning of field commanders must take the form of a collaborative dialogue. In other words, there must be an active give-and-take in which field commanders are challenged to explain why crime is occurring and to set out their future plans for crime reduction. A critical aspect of these discussions is to identify lessons learned. There is a critical distinction between holding field commanders personally accountable for these crimes (which they, obviously, have no responsibility for), and holding them accountable for using best efforts to address and respond to these crimes in an effort to reduce future occurrences.
- Open discussions of this type challenge managers and enhance organizational learning opportunities. The command staff meetings should be used to reflect upon the following questions: What is happening (in the community)? How do we know this? What should be done? Are our efforts having any effect? and, How can we tell?
- The discussions and issues addressed at these meetings must relate directly to the department's strategic plan and stated goals, for example, "a citywide reduction in the number of domestic violence incidents."
- Once again, the training unit must be represented and must actively participate at all command staff meetings. The training officer must be intimately involved in reviewing current police practices and policies in order to identify future training opportunities, assist in the selection of equipment and technology, and to actively participate in the department's overall safety, enforcement, and risk management functions.
- CPSM recognizes that nonsupervisory personnel generally should not participate in management meetings. Nevertheless, command staff meetings should include and involve rank-and-file personnel (police officers) whenever possible to obtain their perspectives concerning current patrol operations, community relations, and organizational challenges and opportunities. Authentic and spontaneous dialogue should be encouraged at these meetings.
- Command staff meetings should not be used primarily as a recapitulation of past events. Rather they should be used to generate new knowledge and specific action plans. Command staff meetings have great potential for encouraging brainstorming and innovative problem solving.
- The crime analyst should be present at all command staff meetings and should be utilized to measure the relative effectiveness of major initiatives such as increased enforcement activities in designated hot spots. If directed patrols or undercover operations are planned, police commanders should be asked in advance to define what success looks like. In other words, if such initiatives are undertaken, the crime analyst would be asked to determine

whether or not desired results were obtained. Results would be shared openly during command staff meetings.

- Regardless of whether the command staff meetings will address matters beyond traditional crime-fighting issues, the department should develop a comprehensive system (i.e., a data dashboard) for reviewing and regularly reporting out department-wide performance data.
- A distinction must be made between performance measurement that is undertaken for internal purposes (i.e., for the purpose of managing police operations) and performance measurement for the primary or exclusive purpose of reporting out to city officials or other entities. Not all internal performance data should be reported out. Therefore, the department should carefully select those metrics that are believed to be relevant for reporting out purposes. City officials must be engaged in selecting performance categories that are most useful. Once this decision is made, a template or “dashboard” could easily be developed so that all future reports that are forwarded to third parties will appear in a standardized fashion. Performance indicators can be added or removed as necessary. Narrative reports or memoranda should only be used to supplement information provided in these reports. They should not be used as the primary means of transmitting this information.
- It is recommended that the department utilize a standard template to convey pertinent performance information to city officials. This would include primarily budgetary and administrative information, such as sick time, comp time, and overtime expenditures, as well as any other measures that the chief and city officials agree to include. The department must identify one individual to search its data systems to regularly produce internal performance data to be used at command staff meetings. Aggregate data should be broken down and fully analyzed whenever possible. For example, the department must continually report who is accumulating overtime, when, and why?
- CPSM recognizes that both the city and the department have this information. But mere access is not sufficient. This information must be shared, analyzed, and used as the basis of substantive discussions about organizational performance and effectiveness. In this way, the one-on-one meetings that regularly take place between the chief and the city administrator will become far more substantive.
- The exact list of performance indicators should be determined by the chief and city officials. The important thing is that: 1) regular (i.e., monthly) meetings take place, 2) that timely and accurate performance information be conveyed on a regular basis to city officials, and 3) that performance discussions follow a uniform/standardized template or format.
- City officials must make it a priority to meet individually with the chief and or his senior staff to discuss the department’s monthly performance.
- The department should consider convening risk management meetings that are attended by senior management, the department’s training officer, the human resource director, and the city attorney’s office. These meetings should take place quarterly and should be used as an opportunity to review the department’s past safety, use-of-force, driving, and disciplinary

records, and to proactively plan to reduce risk in terms of officer safety and civil liability. Such meetings would perform a much-needed practical function, would foster a culture of safety, and would also serve to enhance officer morale.

- CPSM finds that the department does engage in strategic planning and that its overall strategic plan is understood by most of its personnel. However, we cannot overstate the importance of having a formal (i.e., written and approved) multiyear strategic planning document. Therefore, we highly recommended that the department develop a comprehensive written strategic planning document that includes specific goals and objectives for the department as a whole, as well as all operational units. Once it is developed and properly vetted, this plan should be broadly communicated within the department and throughout the community.
- The department should continue the process of preparing comprehensive annual reports. Annual reports should not, however, simply contain aggregate data for work performed during the previous year. Annual reports must make explicit reference to the department's overall strategic plan. The annual report should contain stated goals and objectives that have been identified for the period in question and should demonstrate the relative degree of success the department has had in achieving each of these goals.
- Unit goals and individual performance goals should all be linked in some way to the goals and objectives that have been identified in the department's overarching strategic plan.
- For a more detailed discussion of recommended practices for conducting command staff meetings see: O'Connell and Straub. (2007). *Performance-Based Management for Police Organizations* (Long Grove, IL: Waveland Press), pp. 108-123.
- CPSM recommends that the chief establish a chief's advisory group. This group would be made up of community stakeholders such as local clergy, business leaders, school administrators, community advocates, etc., who would meet with the chief perhaps on a quarterly basis to informally discuss community needs and police-community relations. Advisory groups of this type have proven to be extremely successful in many American police departments.
- Utilizing the NeoGov system, the department should develop an enhanced performance evaluation system for its employees which reflects the duties outlined in a job-task- analysis for each position in the department. For specific information about how to develop an appraisal system exclusively for police officers see Gul, Serdar Kenan and Paul E. O'Connell (2012), "Police Performance Appraisals: A Comparative Perspective," a volume in the *Advances in Police Theory and Practice Series*. (Boca Raton, FL: CRC Press).
- The IT manager should attend and participate in all command staff meetings.
- The department should create a technology task force. This would be a group of sworn and unsworn employees of various ranks who would be charged with meeting regularly to determine the department's current and future technology needs as well as any steps needed to ensure that the department remains current with regard to technological advancements. The panel should meet on a regular schedule, and should: 1) identify the

department's current technology needs; 2) identify any deficiencies of the department's current communications (i.e., CAD) and records management system (RMS); 3) revise and update the department's website, as necessary; and 4) make specific recommendations for improvement, where necessary.

- The IT Manager should serve as chair of the Technology Task Force.
- The technology task force should be charged with developing a detailed, multiyear technology plan for the department. This plan would include a statement of current needs, as well as a detailed strategy for replacing old systems and equipment and acquiring new technology and equipment (software, hardware, etc.), adequately training personnel, and implementing a variety of advanced technologies to enhance organizational performance. The technology task force should also be charged with field testing and evaluating any new technologies.
- Both IT personnel should be members of the department's newly created IT task force and should actively participate in it.
- In addition to addressing the data storage problem, the newly established IT task force should develop a formal replacement plan for the department's IT equipment and software.
- IT personnel have not been asked to provide in-service training to members of the department in recent years. It is recommended that IT personnel work with the department's newly established technology task force to develop specific training, updates, skills development, and cross-training for records clerks, officers, etc. The department's "open training days" should be used for this purpose. This will prove to be extremely useful in terms of proactively addressing user problems and providing knowledge to end users about the capabilities of the department's various systems.
- Resources should be made available for the professional development of both of the department's IT personnel.
- The department's newly assigned crime analyst should perform a comprehensive multiyear analysis of all property crime originating from the Mayfair Mall, as well as any other identified commercial 'hot spots.' This analysis would inform and might very well justify the department's decision to create a Retail Theft Unit that could be substantially subsidized by commercial entities operating in these areas.
- CPSM recommends that the department convene a group to develop a multiyear public information strategy. This group should consist of three to five individuals of various ranks who would meet periodically to plan, develop, and implement a clear public information strategy for the department.
- The department should continue to have a designated public information officer (PIO), who must be properly trained and supported. The PIO should serve as chair of the above referenced group.
- This group should avail itself of outside resources, such as a member of the local press or a professor of communications from a local college or university. CPSM suggests that the

department look to the Boca Raton (Fla.) Police Department as an example of a modern police agency with a sophisticated public information strategy and as a potential source of information and support.

- The resulting public information strategy should be incorporated into the department's overall strategic plan.
- The department's public information strategy should include clear goals and objectives including, but not limited to, the effective use of social media.
- In an effort to communicate the overall strategic plan and to solicit feedback from personnel, the chief should convene an annual "town hall"-type meeting of all sworn and nonsworn personnel. Many police departments throughout the United States have used this method as a vehicle for ensuring open communication within the department, particularly during times when the agency is undergoing a planned process of change. An agenda should be published in advance and the department's administration should solicit potential agenda items from all members of the department.
- CPSM recommends that the department undertake a comprehensive citizen survey that would be designed to gauge the opinions and perceptions of as wide a sample of the community as possible (i.e., it would attempt to reach individuals who reside in the community, work in the community, or visit the community). Such a survey should be conducted every few years.
- CPSM recommends that the department seek the assistance of faculty from a college or university in the area, and who can assist the department in the development of an appropriate survey instrument, administration of the survey, and analysis of findings.
- One sworn or nonsworn member of the department should be identified to serve as "chief information officer (CIO)." This person should be charged with taking a comprehensive inventory of the department's various databases. In other words, the department needs to know what it knows. In light of technological advances in American policing, and continued calls for transparency and accountability (See, e.g., *Final Report of the President's Task Force on 21st Century Policing*), the amount of electronic data generated by the WPD will be increasing at an exponential rate over the next several years.
- The department currently has small pockets of analytics dispersed throughout the organization in various units. These analytics certainly assist managers in terms of providing decision support. However, these pockets of analytics are not properly linked and are only now becoming important to the organization. They are not yet being used in a strategic manner. In essence, the units are not openly talking to each other. The WPD must now advance to the point where it is routinely using timely and accurate data to inform most management decisions (both crime-fighting and administrative decisions). In this way, the department's leadership can view the entire organizational landscape; that is, obtain an accurate view of subtle changes in the internal and external work environments and actively engage in 'systems thinking' as the ordinary course of business.

- The training lieutenant should attend and actively participate in all command staff meetings. The primary purpose of his participation will be to identify training opportunities.
- The department should develop a multiyear training plan. This training plan would identify specific training goals and objectives for all sworn and nonsworn members of the department, and should be incorporated into the department's overall multiyear strategic plan. The department's training officer would be chiefly responsible for developing, reviewing, and revising this plan as necessary.
- A training committee should be established. This committee would meet semiannually and would include participants of all ranks from various units such as detectives, SROs, community support, etc.
- The department should consider including nonsworn personnel in the training committee, such as representatives from the communications section, records unit, etc. The training committee should consider and address the training needs of all members of the department.
- The training committee should assist the training lieutenant in the development and review of a written, comprehensive, multiyear training plan. This plan should include distinct, measurable training goals for the entire department (i.e., for personnel assigned to both the operations and administrative bureaus).
- The department should provide the training lieutenant with administrative support. The routine entry of the data into the ACADIS system is a laborious task that would more appropriately be performed by a clerk or other nonsworn member of the department.
- The department should encourage and actively support members of the department to apply to the FBI National Academy.
- The department should designate one sworn or nonsworn member of the department to serve as crime analyst.
- The department should designate one sworn or nonsworn member of the department to perform traffic analysis. (Note: This could certainly be the newly appointed crime analyst.)
- The newly designated crime analyst should be charged with leading the identification and aggressive targeting of chronic problems; crime patterns; criminogenic hot spots; and 'hot persons.' The crime analyst should be directed to perform 'actionable' analysis. That is, the analyst should not merely identify what is occurring in terms of crime and disorder, but should determine when, where, how, and most importantly why these events are occurring. This information would be obtained directly from the department's CAD and RMS systems and would prove invaluable in terms of enabling patrol and investigative units to make effective operational decisions. The department should adopt and use DDACTS (data driven approaches to crime and traffic safety) and/or other resources that are generally available through the Bureau of Justice Assistance (BJA). The BJA generally recommends that a designated analyst dedicate at least ten hours per week to the analysis of crime data.

- The crime analyst must become an active participant in all command staff meetings and a partner in all planned investigative and tactical operations. It is imperative that the analyst receive timely and accurate feedback concerning all tactical plans that are formulated as a result of the information that he or she provides.
- In order to become operationally efficient, the department must clearly articulate the duties and responsibilities of both the crime analyst and the traffic analyst.
- The crime analyst should work closely with the department's newly formed technology task force to accurately assess the capabilities of the department's current RMS and CAD. If it is determined that the current system is unable to produce the quantity and quality of data reports discussed above, it is highly recommended that new capabilities be developed.
- The newly designated crime analyst should actively participate in professional development and should reach out to the International Association of Crime Analysts (IACA), the COPS Office, The Center for Evidence-Based Crime Policy, The BJA National Training and Technical Assistance Center (NTTAC), and NIJ's CrimeSolutions.gov for support in developing and maintaining his/her analytical skills.
- The department should utilize COMPASS or an equivalent program to provide timely and accurate crime data to the community via crime maps. The provision of accurate crime maps to the community should be considered a necessity in terms of developing transparency and accountability for police operations (two characteristics that are strongly encouraged in the *Final Report of the President's Task Force on 21st Century Policing* (2015), as well as open communications with all segments of the community.
- Suspected illegal narcotics that come into the possession of the department via patrol or investigations should be photographed while in the processing area.
- Convene a succession planning committee with department staff, city administrator, the Mayor, Police and Fire Commission, and human resources to map out timelines for potential retirements and a strategy for recruitment to immediately fill positions.
- Convene a technology committee to work with the dispatch center phone vendor to immediately address the phone problem. If the problem requires additional funding, include the funding request into a strategic plan tied to the budget.
- Conduct a return on investment (ROI) analysis to weigh the benefit of funding an additional position to serve on a federal task force.
- Have staff from city hall ride with police officers to create a path for increased understanding of the job of a police officer and the challenges faced by them. Additionally, police officers would be exposed to city hall personnel to have an opportunity to understand the challenges faced in managing a city and balancing multiple concerns and political forces.

Section 2. Methodology

Data Analysis

CPSM used numerous sources of data to support our conclusions and recommendations for the Wauwatosa Police Department (WPD). Information was obtained from the FBI Uniform Crime Reporting (UCR) Program, Part I offenses, along with numerous sources of WPD internal information. UCR Part I crimes are defined as murder, rape, robbery, aggravated assault, burglary, larceny-theft, and larceny of a motor vehicle. Internal sources included data from the computer-aided dispatch (CAD) system for information on calls for service (CFS).

Interviews

This study relied extensively on intensive interviews with WPD personnel. On-site and in-person interviews were conducted with all division commanders regarding their operations.

Focus Groups/SWOT Analysis

A focus group is an unstructured group interview in which the moderator actively encourages discussion among participants. Focus groups generally consist of eight to ten participants and are used to explore issues that are difficult to define. Group discussion permits greater exploration of topics. For the purposes of this study, focus groups were held with a representative cross-section of employees within the department. A SWOT analysis methodology was used to create an awareness of the organizational culture, strengths, weaknesses, opportunities, and threats.

Document Review

CPSM consultants were furnished with numerous reports and summary documents by the Wauwatosa Police Department. Information on strategic plans, personnel staffing and deployment, monthly and annual reports, operations manuals, intelligence bulletins, evaluations, training records, and performance statistics were reviewed by project team staff. Follow-up phone calls were used to clarify information as needed.

Operational/Administrative Observations

Over the course of the evaluation period, numerous observations were conducted. These included observations of general patrol, special enforcement, investigations, and administrative functions. CPSM representatives engaged all facets of department operations from a “participant observation” perspective.

Implementing the Report’s Recommendations

CPSM’s conclusions and recommendations provide a blueprint for both the city and police administrations to move forward. The city administration should have periodic meetings with the WPD to ensure that CPSM’s recommendations are implemented. It is strongly recommended that the Chief identify and task one individual with responsibility for implementing these recommendations. This person should establish a liaison with the Chief of Police and should be given the authority and responsibility to effectuate the recommended changes. This includes

ensuring the recommendations are executed in a timely fashion and then evaluating the department's progress every six months. If the city desires, CPSM can provide a service to review, monitor, and evaluate the department's progress to help ensure that the recommendations are being implemented properly. If the police administration continues to have difficulty implementing the recommendations, CPSM can assist with implementation.

Section 3. Community and Department Overview

Native Americans were the first to live in the wilderness that evolved into Wauwatosa. The United States government entered into treaties with the Menomonee and Potawatomi Native Americans in 1830. Charles Hart—considered the founder of Wauwatosa—established the first permanent settlement. Wauwatosa incorporated as a village in 1892, becoming a city in 1897. The City of Wauwatosa is situated in the center of Milwaukee County, Wisconsin.

The city has a total land area of 13.25 square miles and an estimated population (in 2015) of approximately 47,614, which is about 2.5 percent higher than in 2010. The city is operated under a mayor-council form of government. The Common Council is composed of 16 aldermen, with two elected from each of eight districts.

Mission Statement of the Wauwatosa Police Department

The Wauwatosa Police Department exists to detect criminal acts and to apprehend the offenders of such acts. To this end, the department shall also preserve the public peace and safety of all citizens in accordance with the laws and statutes of the Federal and State governments and the ordinances of the City of Wauwatosa.

The police shall be diligent in working together with the citizens and members of the public to carry out the mission of this department. It shall be done in the most expeditious and efficient way possible; providing a high level of service while ensuring the rights and integrity of all who come into contact with members of this organization.

Demographics

The City of Wauwatosa is a homogenous community; its population demographics are: 89.6 percent white, 4.5 percent African American, 3.1 percent Latino, 2.8 percent Asian, 0.3 percent American Indian and Alaska Native, and 0.1 percent Native Hawaiian/Other Pacific Islander.

The city has a higher educational and economic profile compared to state averages. While 96.5 percent of the city's population has a high school diploma compared to 90.8 percent statewide, College graduates account for 55.8 percent of the city's population age 25 and higher, compared to 27.4 percent for the state. The mean value of owner-occupied housing units is \$222,500 for the city, compared to \$165,900 for Wisconsin as a whole.

These demographics reflect a community that is primarily white, highly educated, and representative of an above average socio-economic lifestyle. Table 3-1 provides a demographic comparison between the City of Wauwatosa and the state of Wisconsin.

TABLE 3-1: Demographics Comparison between City of Wauwatosa and State of Wisconsin

Demographics Category	Wauwatosa	Wisconsin
Land Area in Square Miles, 2010	13.25	54,157.80
Persons per Square Mile, 2010	3,502.9	105.0
2015 Population	47,614	5,771,337
2010 Population	46,449	5,687,289
Percent Change from 2010 to 2015	2.5%	1.5%
Persons under 5 years, percent, 2010	6.3%	6.3%
Persons under 18 years, percent, 2010	21.9%	23.6%
Persons 65 years and over, percent, 2010	16.6%	13.7%
Female persons, percent, 2010	53.4%	50.4%
White, percent, 2010	89.6%	86.2%
Black or African American, percent 2010	4.5%	6.3%
American Indian and Alaska Native, percent, 2010	0.3%	1.0%
Asian, percent, 2010	2.8%	2.3%
Native Hawaiian/Other Pacific Islander, percent, 2010	0.1%	0%
Hispanic/Latino, percent, 2010	3.1%	5.9%
Two or More Races, percent, 2010	2.2%	1.8%
Foreign born persons, percent, 2010-2014	4.5%	4.7%
Language Other than English Spoken at Home, Age 5+, 2010-2014	7.1%	8.6%
High School Graduate, age 25+, 2010-2014	96.5%	90.8%
Bachelor's Degree or Higher, Age 25+, 2010-2014	55.8%	27.4%
Veterans, 2010-2014	2,741	395,931
Mean Travel Time to Work in Minutes, Workers Age 16+, 2010-2014	20.2	21.8
Households, 2010-2014	20,515	2,293,250
Persons per Household, 2010-2014	2.25	2.43
Housing Units, 2010	21,520	2,624,358
Homeownership Rate, 2010-2014	64.3%	67.7%
Median Value of Owner-Occupied Housing Units, 2010-2014	\$222,500	\$165,900
Median Gross Rent	\$930	\$772
Civilian Labor Force, Percent of Population Age 16 years +, 2010-2014	71.3%	67.4%
Median Household Income, 2014	\$69,467	\$52,738
Persons in Poverty	6.0%	13.2%

Source: United States Census Bureau. Retrieved from <http://www.census.gov/quickfacts/table/PST045215/5584675>

Uniform Crime Report/Crime Trends

The FBI's Uniform Crime Reporting (UCR) Program assembles data on crime from police departments in the United States; the reports are utilized to measure the extent, fluctuation, and distribution of crime. For reporting purposes, criminal offenses are divided into two categories: Part 1 offenses and Part 2 offenses. In Part 1 offenses, the UCR indexes incidents in two categories: violent crimes and property crimes. Violent crimes include murder, rape, robbery, and aggravated assault. Property crimes include burglary, larceny, and motor vehicle theft.

While communities differ from one another in population, demographics, geographical landscape, and social-economic distinctions, comparisons to other jurisdictions can be helpful in illustrating how communities in Wisconsin compare to one another in terms of crime rates. As indicated in Table 3-2, in 2014, Wauwatosa had a UCR Part I violent crime rate of 158.54 and a property crime rate of 3,232.14 per 100,000 residents.

In comparing Wauwatosa with the other municipalities listed, it can be seen that Franklin and Greenfield had lower violent crime rates. However, both Franklin and Greenfield had a substantially lower population as compared to Wauwatosa, 23.4 percent and 21.7 percent lower, respectively. Otherwise, Wauwatosa had a lower violent crime rate as compared to the remaining comparison cities, state of Wisconsin, and the nation.

In examining property crime rates, Wauwatosa had a higher property crime rate with the comparison cities, with the exception of West Allis. However, West Allis has a 27.61 percent greater population as compared to Wauwatosa. Both the state of Wisconsin and the nation had lower property crime rates in comparison to Wauwatosa.

Overall, combined crime rates for violent crimes and property crimes indicate that Wauwatosa had a higher rate in comparison to all cities with the exception of West Allis, and also saw a higher overall rate than both the state of Wisconsin and the nation.

TABLE 3-2: 2014 Comparison of Reported Crime Rates by Jurisdiction

Agency	State	Population	Crime rates (per 100,000)		
			Violent	Property	Total
Wauwatosa	WI	47,614	158.54	3,232.14	3,390.69
Fond Du Lac	WI	42,953	328.26	2,800.73	3,129.00
Franklin	WI	36,519	54.76	2,103.01	2,157.78
Greenfield	WI	37,257	150.30	2,574.01	2,724.32
Sheboygan	WI	48,605	316.83	2,608.78	2,925.62
West Allis	WI	60,764	360.41	4,471.39	4,831.80
Wisconsin		5,771,337	278.74	1,998.91	2,277.66
National		324,699,246	357.43	2,463.50	2,820.94

Figure 3-1 displays the trends in violent crime and property crime rates per 100,000 for the City of Wauwatosa for the time period of 2005 to 2014. The figure shows that the violent crime rate has remained somewhat consistent with the lowest rate of 125 in 2013, followed by a rate of 159 in 2014. Slight spikes in violent crime occurred in 2006 with a rate of 290 and in 2008 with a rate of 245.

Property crime shows an overall decrease from 2005 to 2014, with small spikes of increases in 2007, 2009, and 2012. In 2014, property crime was at its lowest for Wauwatosa over this 10-year period. The reasons for the fluctuation in crime rates are beyond the scope of this study.

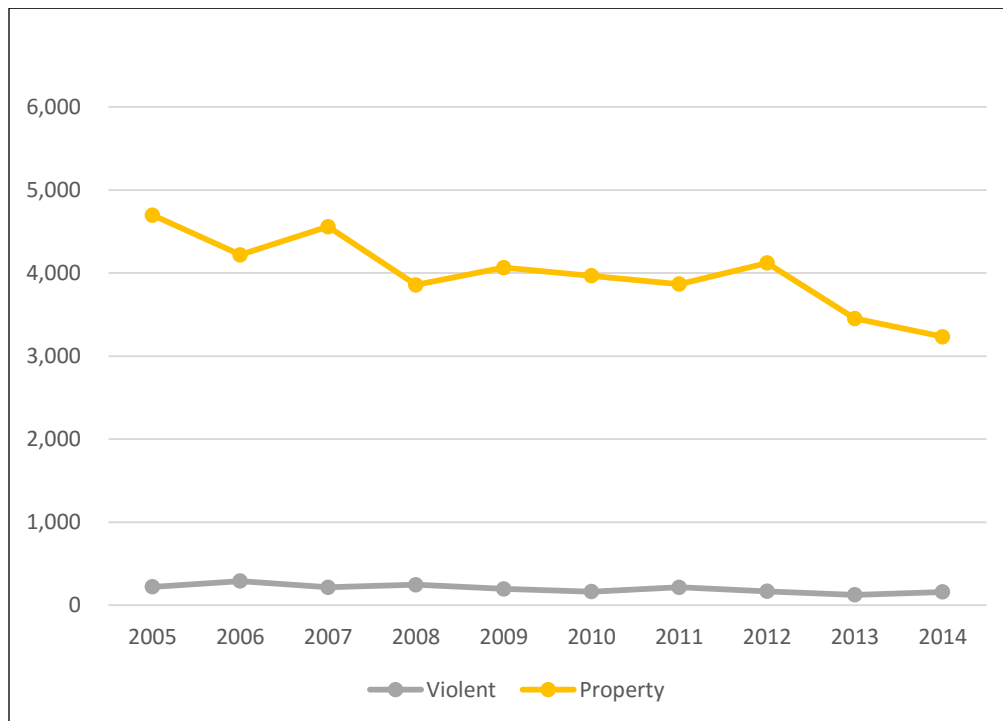
FIGURE 3-1: Trend in Crime Rates, 2005-2014, Wauwatosa

Figure 3-2 compares crime rates between the city of Wauwatosa and the state of Wisconsin during the time frame of 2005 through 2014. Over that period, the city of Wauwatosa experienced a substantially higher overall crime rate as compared to the state of Wisconsin.

The city saw increases in the crime rate in 2005, 2007, and 2012 as compared to the statewide experience, for which crime rates experienced a decrease or remained somewhat consistent during that same period. Further analysis is needed to determine the factor(s) that contributed to these changes and differences between the City of Wauwatosa and the state of Wisconsin; however, that analysis is beyond the scope of this study.

FIGURE 3-2: Trend in Overall Crime Rates, 2005-2014, Wauwatosa and Wisconsin

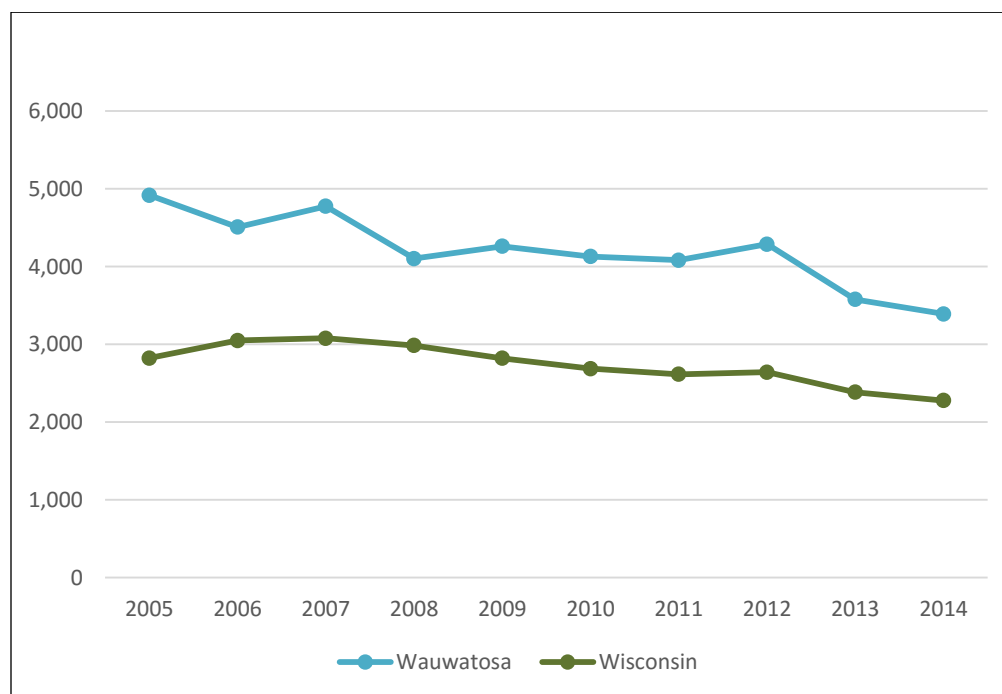


Table 3-3 compares the city of Wauwatosa crime rates to both the state and national rates year by year for the period 2005 through 2014. During that period, each year Wauwatosa had a higher total crime rate per 100,000 citizens in comparison to the state and national rates. However, with the exception of 2006, Wauwatosa had a lower violent crime rate in comparison to the state, and in comparison to the nation had a lower violent crime rate for all years (2005 to 2014). Wauwatosa had a consistently and substantially higher property crime rate per 100,000 citizens as compared to both the state and national rates for all years (2005 to 2014).

TABLE 3-3: Reported City, State, and National Crime Rates, by Year (2005 to 2014)

Year	Wauwatosa				Wisconsin				National			
	Population	Violent	Property	Total	Population	Violent	Property	Total	Population	Violent	Property	Total
2005	45,827	220	4,696	4,916	5,621,216	236	2,586	2,822	301,501,908	443	3,200	3,642
2006	45,179	290	4,219	4,509	5,641,804	281	2,767	3,048	304,567,337	448	3,103	3,551
2007	44,463	216	4,559	4,775	5,686,904	287	2,791	3,078	306,799,884	442	3,045	3,487
2008	45,298	245	3,857	4,102	5,714,275	271	2,715	2,986	309,327,055	438	3,055	3,493
2009	44,777	197	4,065	4,261	5,726,929	255	2,566	2,821	312,367,926	416	2,906	3,322
2010	46,396	164	3,966	4,130	5,774,410	244	2,442	2,686	314,170,775	393	2,833	3,225
2011	46,598	215	3,867	4,082	5,802,912	244	2,371	2,615	317,186,963	376	2,800	3,176
2012	46,748	167	4,120	4,287	5,824,355	276	2,365	2,641	319,697,368	377	2,758	3,135
2013	47,273	125	3,452	3,577	5,844,023	269	2,117	2,386	321,947,240	362	2,627	2,989
2014	47,306	159	3,232	3,391	5,859,379	279	1,999	2,278	324,699,246	357	2,464	2,821

Clearance rates measure the effectiveness of the police department in investigating and successfully solving crimes. Solving crimes in this context of clearance rates is when an individual is charged with the crime. Clearance rates are calculated by dividing the number of solved crimes by the total number of crimes during a given time period. Clearance rates are one of many factors that can be used to evaluate the effectiveness of a police department. However, there are many variables that affect crime. As a performance measurement tool, clearance rates are best used by the police department to evaluate the police department's performance from year to year as an internal measurement. Table 3-4 is presented for only informational purposes; it shows the clearance rates for Part 1 crimes for the city of Wauwatosa, the state of Wisconsin, and the nation.

TABLE 3-4: Reported City, State, and National Clearance Rates for 2014

Crime	Wauwatosa PD			Wisconsin			National		
	Crimes	Clearances	Rate	Crimes	Clearances	Rate	Crimes	Clearances	Rate
Murder & Manslaughter	0	0	N/A	165	135	82%	14,590	9,025	62%
Rape	1	0	0%	1,419	837	59%	108,388	39,675	37%
Robbery	63	27	43%	5,054	1,376	27%	318,768	89,962	28%
Aggravated Assault	11	11	100%	9,695	5,936	61%	718,857	387,980	54%
Burglary	236	67	28%	20,942	3,189	15%	1,670,138	219,339	13%
Larceny	1,215	453	37%	86,392	28,698	33%	5,654,125	1,255,387	22%
Vehicle Theft	78	13	17%	9,790	1,093	11%	674,711	83,820	12%

Comparisons/Benchmarks

The Benchmark City Survey was begun in 1997 by a group of police chiefs from across the country to establish a measurement tool to determine if their departments were providing the best service possible to their communities in an efficient manner. The 2014 survey included 29 police departments; the average population of these cities was 164,560, with a median population of 147,220. While communities differ from one another, comparisons can be helpful in benchmarking the performance of a police department. The most recent available data from the Benchmark City Survey is for the year 2014.

The 2014 survey reports that the participating police departments' budgets averaged 28.5 percent of their city's total budget. In comparison, the 2015 Wauwatosa Police Department budget was \$15,003,028 inclusive of capital outlay, and the total city budget was \$55,128,666. Thus, the Wauwatosa Police Department budget is 27.21 percent of the total city budget, which is lower than the participating police departments' average of 28.5 percent.

Another budget comparison that can be made from the 2014 Benchmark City Survey is the breakdown of the police department's costs per citizen. In the 2014, the average police department budget equated to \$233.10 per citizen. By comparison, the Wauwatosa Police Department's budget equated to \$315.09 per citizen, which is 26.03 percent higher than the Benchmark City Survey average cost per citizen.¹

In terms of staffing, the 2014 Benchmark City Survey indicates an average of 718.4 citizens per officer, or 1.45 officers per 1,000 citizens. In 2015, the Wauwatosa Police Department had an authorized strength of 92 sworn officers. This then equates to 517.54 citizens per officer and 1.93 officers per 1,000 citizens.

Thus, one can state that the Wauwatosa Police Department is providing a higher ratio of officers to citizens, in comparison to the Benchmark City Survey; yet cost-effectiveness reduction strategies need to be reviewed by the department as costs per citizen were higher. In terms of benchmarking, the Wauwatosa Police Department is exceeding the benchmark standards of the 2014 Benchmark City Survey of Police Department in terms of staffing.

Department's Financial Sustainability

The department has secured a robust budget, and has seen incremental yearly increases. Table 3-5 shows the annual budget for the Wauwatosa Police Department for fiscal years 2013, 2014, 2015, and 2016. The budget figures include personnel costs, operating budget, and capital outlay. The table shows a 2.83 percent increase in funding over this four-year period. The city has provided appropriate financial support to the department during a time period in which many police departments experienced decreases in funding.

¹ Benchmark City Survey, 2014 Data. Retrieved from <http://www.olatheks.org/files/police/A%20-%20Benchmark%20City%20Survey%20-%202014%20Data%20-%20Demographics.pdf>

TABLE 3-5: Annual Budget for Fiscal Years 2012-2015

2013 Budget	2014 Budget	2015 Budget	2016 Budget
\$14,721,289	\$14,706,137	\$15,003,028	\$15,139,088

Department Authorized Staffing Levels

During the four-year period of 2012 to 2015, staffing slightly decreased by 2.12 percent for sworn positions and 3.23 percent for civilian positions, an overall department staffing decrease of 2.44 percent. Table 3-6 displays the authorized staffing levels for fiscal years 2012 through 2015. The city experienced a 2.5 percent increase in population from 2010 to 2015.

The department has experienced a reduction in authorized sworn staffing levels from 94 sworn personnel in 2012 to 92 sworn personnel in 2015. Specifically, the positions of detective and patrol specialist were both reduced by one position from 2012 to 2015. Civilian positions also experienced a reduction of staffing from 2012 to 2015. Specifically, the position of municipal clerk I was reduced by one position, the position of dispatcher reduced by 1.14 positions, and the position of community service officer reduced by .23 positions. However, the positions of dispatcher center supervisor and equipment officer were increased by 1 position and .4 positions, respectively.

TABLE 3-6: Authorized Staffing Levels for Fiscal Years 2012-2015

Position	2012	2013	2014	2015
Sworn Positions:				
Chief of Police	1	1	1	1
Police Captain	2	2	2	2
Police Lieutenant	6	6	6	6
Police Sergeant	10	10	10	10
Detective Technician	1	1	1	1
Detectives	15	15	15	14
Patrol Specialist II	2	1	1	1
Patrol Specialist	5	5	5	5
Community Support Officer	1	1	1	1
School Resource Officer	4	4	4	4
Patrol Officer	47	47	47	47
Total	94	93	93	92
Civilian Personnel:				
Secretary II	2	2	2	2
Municipal Clerk III	0	0	0	0
Municipal Clerk II	2	2	2	2
Municipal Clerk I	10	9	9	9
Dispatcher Center Supervisor	0	0	0	1
Dispatcher	10.84	10.84	10.70	9.70
Parking specialist	1	1	1	1
Community Service Officer	1.67	1.67	1.44	1.44
Equipment Officer	0	0	.4	.4
Total	27.54	27.51	26.65	26.65
Total Personnel*	121.51	119.51	119.54	118.54

*2015 personnel changes reflected: One full-time dispatcher position changed to dispatch center supervisor; and one full-time detective position eliminated via restructuring in 2015.

Source: City of Wauwatosa, Approved Budgets. Retrieved from <http://www.wauwatosa.net/index.aspx?nid=342>

Diversity in the Department in Comparison to the Community

While the department's authorized sworn staffing level is 92 positions, currently only 88 positions are filled. It is important for police departments throughout the nation to reflect the diversity of the communities they serve. In Wauwatosa, the community is 89.6 percent white, and for sworn positions white males represent 80.7 percent of the department and white females represent 10.2 percent, for a combined total of 90.9 percent. African Americans represent 4.5 percent of the community and sworn African American males represent 2.3 percent, African American females 1.1 percent, for a combined total of 3.4 percent. Hispanic/Latinos represent 3.1 percent of the community and 3.4 percent of the sworn positions. Asians represent 2.8 percent of the community,

and 3.4 percent of sworn positions are held by Asian males. Recruitment efforts should focus on African Americans (both male and female), Hispanic/Latino females, and Asian females to align the community demographics to the department's demographics. However, overall, the department has demonstrated an excellent effort in recruiting for diversity to reflect the diversity of the community.

TABLE 3-7: Diversity of Filled Sworn Positions (n=88)

Rank	White Male	White Female	African American Male	African American Female	Hispanic/Latino Male	Hispanic/Latina Female	Asian Male	Asian Female
Chief	1							
Captain	2							
Lieutenant	6							
Sergeant	9	1						
Detective	13	1		1			1	
Community Support Specialist II	1							
Crash Investigation /Evidence Technician I	5							
Patrol Officers	31	7	1		2		2	
School Resource Officers (SRO)	3		1					
Total	71	9	2	1	2		3	
Percentage	80.7	10.2	2.3	1.1	2.3		3.4	

Other Aspects of the Department

Grant Awards 2014-2015

The department reported grant funding for 2014 and 2015 as shown in Tables 3-8 and 3-9. These awards were provided to the department by various funding sources. There was a 16.66 percent increase in grant funding from 2014 to 2015. Table 3-10 displays the forfeiture funds received in 2014 and 2015. There was a 63 percent increase in forfeiture funds from 2014 to 2015.

TABLE 3-8: 2014 Grant Funding Summary

Grant	Amount
Wisconsin DOT – OWI Task Force (FY2014-2015)	\$30,000
Wisconsin DOT – Safe Routes to School – (Multi-Year)	\$9,000
Wisconsin DOT – Zoo Interchange Mitigation Project (2013-2015)	\$50,000
Wisconsin DOT – Equipment Grant (light bars)	\$5,000
Byrne Justice Assistance Grant Program	\$10,328
Federal Bullet Proof Vest Partnership (2014-2015)	\$8,278
Total	\$112,606

TABLE 3-9: 2015 Grant Funding Summary

Grant	Amount
Wisconsin DOT – OWI Task Force (FY 2015-2016)	\$27,950
Wisconsin DOT – Speed Enforcement	\$12,000
Wisconsin DOT – Click it or Ticket	\$8,000
Wisconsin DOT – Zoo Interchange Mitigation Project (2013-2015)	\$50,000
Wisconsin DOT – Safe Routes to School (Multi-Year)	\$9,000
Federal Bullet Proof Vest Partnership (2014-2015)	\$8,278
Byrne Justice Assistance Grant Program (Incident Based Reporting Implementation)	\$16,143
Total	\$131,371.00

TABLE 3-10: Forfeiture Funds, 2014-2015

2014	2015
\$12,788.31	\$34,521.10

Local, State, or Federal Task Forces

The department participates in and provides resources for the following task forces:

- Southeastern Wisconsin Multi-Jurisdictional Operating While Intoxicated (OWI) Task Force
- United States Secret Service Financial Task Force
- Milwaukee County Investigators Task Force
- HIDTA (High Intensity Drug Trafficking Areas) Initiative

Mutual Aid Agreements

The department has mutual aid agreements with the following entities:

- Milwaukee Police Department – use of the MPD’s Tactical Unit’s Bearcat (armored vehicles).
- All law enforcement agencies within the Suburban Mutual Aid Response Team (SMART) agreement. Currently, there are 40 agencies in three counties that participate in SMART.

Labor Contracts

The department has an agreement between the City of Wauwatosa and the Wauwatosa Peace Officers Association Bargaining Unit for 2014–2015. This agreement is for the positions of police officer, K9 handler, police patrol specialist I and II, detective and detective technician, but excludes supervisory, managerial, and confidential employees whose duties and powers are restricted by department order and all other positions not filled through appointment by the Police and Fire Commission. The 2016-2018 labor contract has been ratified and CPSM staff was informed of this at the time of the site visit.

Grievances

The Chief indicated that during the past 26 years, there have been approximately 12 grievances filed by employees. Examination of records for the past two years shows there were no grievances in 2014 and one grievance in 2015.

Section 4. Operations Bureau

The Operations Bureau is commanded by a captain who is responsible for the supervision of the Patrol Division, Investigations Division, and Personnel & Training Division. The Patrol Division operates with three shifts, each supervised by a lieutenant. The Investigations Division and Personnel & Training Division are each supervised a lieutenant.

Patrol Division

The Wauwatosa Police Department provides the community with a full range of police services, including responding to emergencies and calls for service (CFS), performing directed activities, and solving problems. The department is service-oriented, and thus provides a high level of service to the community. Essentially, every call for service from the public gets a police response and every criminal case gets investigated. The department embraces this approach and considers every request for service from the public important and deserving of a police response.

Demand

It was reported to the CPSM team that no call is considered too minor to warrant a response and no case is too small to warrant an investigation. The department has an expression “100 percent contact, 100 percent of the time.” The result of this policing philosophy is the delivery of comprehensive policing services to the Wauwatosa community. The department has the hallmark of a small-town approach to policing in which people are not just citizens but members of a community. Service is personalized, the police are part of the fabric of the community, and expectations for police service are high.

This approach is not without costs, however. Considerable resources are needed to maintain the small-town approach. The patrol division must be staffed with enough officers to respond to these calls.

When examining options for the department’s direction, the city and the department face the choices of a) continue to police the community as they do now, or b) take steps to restructure how to respond to demand, still promote order and safety, but free up additional time for officers to engage in proactive patrol. That is, the department must decide whether to sustain its comprehensive level of police service or take the steps necessary to manage public demand.

Essentially, this is a political decision regarding the quantity of police services offered to the Wauwatosa community. But quality doesn’t need to suffer. The recommendations offered regarding operations, if implemented, will permit the Wauwatosa Police Department to continue its full-service model of policing yet give it the ability to run the agency more efficiently.

TABLE 4-1: Calls for Service, Average Units per Call, and Average Time Spent

Category	Police-initiated			Other-initiated		
	Calls	Units per Call	Minutes	Calls	Units per Call	Minutes
Accidents	140	1.6	39.2	1,948	1.6	45.2
Alarm	3	1.0	3.4	1,124	2.3	16.8
Animal Call	14	1.1	10.3	435	1.3	27.9
Assist Citizen	575	1.1	13.4	1,352	1.5	27.5
Assist Other Agency	127	1.4	21.1	643	1.9	31.4
Check/investigation	289	1.5	52.1	3,466	2.1	35.6
Court/DA	228	1.1	125.7	5	1.0	99.5
Crime—persons	180	2.8	70.8	335	3.0	85.0
Crime—property	136	1.9	57.5	2,426	2.1	56.0
Disturbance	5	2.0	31.0	22	2.5	38.4
Juvenile	35	1.7	29.4	202	1.9	36.7
Miscellaneous	3,999	1.1	15.4	956	1.4	30.6
Park Complaint	60	1.0	10.5	681	1.2	18.7
Prisoner—Arrest	234	2.3	88.5	150	2.7	95.5
Prisoner—Transport	122	2.0	108.2	172	2.1	107.0
Suspicious Person/Vehicle	1,101	1.9	20.2	3,566	2.1	26.4
Traffic Enforcement	8,633	1.2	13.7	591	1.6	37.1
Total	15,881	1.3	19.9	18,074	1.9	36.7

Note: Table 4-1 excludes all events that showed zero time on scene.

Table 4-1 presents information on the main categories of calls for service and which the department handled during the period March 1, 2015 to February 29, 2016. In total, department officers were dispatched to just under 33,955 calls during that twelve-month period, or approximately 93 calls per day, or 3.9 per hour.

The top four categories accounted for 78.2 percent of all calls: 39 percent of calls were traffic related (traffic enforcement and traffic accidents), followed by 14.5 percent of calls were for miscellaneous, 13.7 percent of calls were suspicious person/vehicle, and 11 percent were check/investigation. Only 9 percent of calls were for crimes.

In general, CFS volume in Wauwatosa is within acceptable bounds. To evaluate the workload demands placed on the department, it is useful to examine the number of CFS in relation to the population. With a population estimated to be approximately 47,614, the total of 33,955 CFS from the public translates to about 713 CFS per 1,000 residents. While there is no accepted standard ratio between calls for service and population, CPSM studies of other communities show a CFS-to-population ratio ranging between 400 and 1,000 CFS per 1,000 persons per year. Lower ratios typically suggest a well-managed approach to CFS. The value of 713 CFS/per thousand/year would

suggest an appropriate policy is in place for triaging nonemergency calls. A well-managed dispatch system includes a system where CFS are screened and nuisance calls eliminated before they are dispatched.

Effective Implemented Strategy- Alarm Reduction Program

False alarms are a continuing source of inefficiency for police operations. The alarm industry is a strong advocate of developing ordinances and procedures to address police response to false alarms and will work closely with any agency exploring this issue. The 98 percent of alarm calls that are false are caused by user error, and this can be addressed by alarm management programs. During the study period the Wauwatosa Police Department responded to 1,127 alarm calls, or only 3 percent of both police-initiated and other-initiated CFS. The City of Wauwatosa has an effective alarm reduction program that has resulted in a smaller percentage of CFS as compared to other jurisdictions. The program also provides revenue for the department. In 2015, alarm fees generated \$64,000 in revenue.

Recommended Strategy - Automobile Accidents (Vehicle Crashes)

Automobile accidents (vehicle crashes) are another category of call for which the response by a sworn officer is questionable. In the period under observation the Wauwatosa Police Department responded to 2,088 motor vehicle accidents, when combining police-initiated and other-initiated calls. Automobile accidents accounted for 6 percent of all CFS. The investigation of most motor vehicle accidents is administrative in nature and may not necessarily warrant the response of a sworn officer. CPSM recommends that the policy of responding to and investigating routine traffic accidents (property damage only, no criminality) be minimized or discontinued altogether. Most accidents involve only property damage to vehicles and the role of an officer is simply report preparation. When injuries occur or vehicles are inoperable and blocking traffic, however, police response is important.

Proper training of dispatchers and inquiries by dispatchers during the initial call-taking process can easily triage vehicle accident calls to determine which ones require a police response. Many police departments around the country have discontinued assigning police officers to handle property damage-only accidents. CPSM supports this development and contends that dispatching police officers to all vehicle crashes is a policy that could be revisited. Dispatching specialized traffic safety officers to all vehicle crashes is the least efficient use of their time and resources.

According to Wisconsin law, a motorist involved in a motor vehicle crash (accident) must report the crash when it results in: injury or death of a person; \$1,000 or more total damage to property owned by any one person; or damage of \$200 or more to government property (except motor vehicles).

Law enforcement agencies across the state have interpreted this regulation as a mandate to respond to every traffic crash and prepare a report. This results in numerous hours spent by patrol officers responding to and documenting traffic crashes. CPSM contends that this approach is not an efficient use of patrol officers' time. CPSM recommends that only a limited number of vehicle crashes require a police response. When a motor vehicle is disabled or blocking the roadway, or

there is a dispute between motorists, or one motorist is intoxicated, or other criminal activity is alleged, a police response is required. When the crash is routine and none of those factors are present, the motorists should be advised to prepare the required Wisconsin forms and submit them to the state: no response by the police is necessary. Citizens can visit the police department's headquarters to prepare the report, or they can obtain the report form online and submit the documents by mail or electronically. This process would spare the need for officers to respond to the scene and keeps them free to perform other, more critical functions.

Also, police departments across the country are utilizing nonsworn uniformed personnel to handle minor nonemergency calls for service. Often referred to as "Community Service Officers," individuals in these positions can provide support to sworn officers on patrol. Properly trained and equipped civilian personnel can respond to accident scenes and other nonemergency CFS and handle the incidents without the need of a sworn officer. CPSM recommends the Wauwatosa Police Department explore the use of civilian personnel to respond to nonemergency CFS that are now occupying significant emergency resources.

Whether done through demand reduction or by deploying civilian personnel, adopting a more aggressive stance toward limiting response to minor traffic accidents is necessary and will minimize the number of accidents dispatched to patrol officers. The combination of these approaches will result in a more efficient use of personnel resources and improve traffic safety in Wauwatosa.

Recommended Strategy – Review Miscellaneous Calls for Service

The category of miscellaneous had 4,955 calls for service during the period of examination and represented 14.5 percent of all calls for the year. This category consisted of a variety of types of calls, including community support, miscellaneous building check, miscellaneous, missing property, ordinance violation, lost/found/recovered property, public relations, and school. This category of calls needs greater examination by the department staff to determine if a sworn officer needs to be dispatched, or if a civilian/community service officer could perform these duties, or if a response by the department is necessary in some cases.

CPSM recommends that from a policy perspective the responses to some categories of CFS be reduced, including responses to traffic accidents involving only property damage and that an internal review be undertaken of responses to the miscellaneous CFS. Again, the CPSM recommendations presented here do not call for an immediate cessation of responding to these types of CFS. However, best practices in American policing indicate that by working in collaboration with stakeholders in the community a dialogue can begin, and a critical evaluation of appropriate responses to these types of calls can be started. With community input and buy-in, a decision can be made about the necessity of a police response to these CFS. If the community maintains that a police response is necessary, then the funds need to be committed to ensure sufficient police personnel are available to address current and future CFS, including the addition of civilian personnel to perform CFS that do not necessitate a sworn officer. Good government and efficient management, however, require that scarce resources be committed only when and where they are absolutely necessary, and this is an area that is ripe for evaluation.

CFS Efficiency

Further examination of various elements of the CFS and patrol response data also warrants discussion. Data from various tables and charts in the data analysis section of this report provide a wealth of information about demand, workload, and deployment in Wauwatosa. Several key pieces of information can be highlighted to demonstrate the effective use of patrol resources in the city. These statistics are found in the data analysis section under Figure 8-1, Percentage Events per Day by Initiator; Table 8-5, Primary Unit's Average Occupied Time, by Category and Initiator; Table 8-6, Average Number of Responding Units, by Initiator and Category; and Table 8-14, Average Response Time Components, by Category. Taken together these statistics provide an excellent lens through which to view the efficiency of patrol operations.

According to the data in Table 4-1, Wauwatosa patrol units on average take 36.7 minutes to handle a call for service initiated by the public. This time is higher than the CPSM benchmark time of about 28.7 minutes for a CFS, based on our experience. However, the increased time allocated to a call for service may be a result of police officers spending more time on community relations. The reason is beyond the scope of this project. Also according to Table 4-1, the department dispatches 1.9 officers per other-initiated CFS. The number of officers dispatched (like occupied time) varies by category of call, but is slightly higher than the policing norms of about 1.6 officers per CFS.²(2)

Similarly, according to Table 4-2 displaying CFS efficiency, response time for CFS in Wauwatosa averages 10.1 minutes per call in the winter, and 12.3 minutes per call during the summer. The response time for winter is lower and the response time in summer is slightly higher than many communities of similar size, but generally in the accepted target response time of 15 minutes per call.

Response time to the "highest-priority" CFS (priority 1), 9.2 minutes, is higher than the five-minute benchmark for this category of CFS. A major component of this high response time is lengthy travel time. The travel time for priority 1 calls was 5.8 minutes, and it took 3.3 minutes for dispatch to process the call. The geographical area of Wauwatosa is divided into six zones. The department needs to conduct an analysis of the configuration of these six zones, as staff has indicated that this configuration has been in place for more than 25 years, to determine if restructuring the geographical zones is needed to help reduce response times

² CPSM benchmarks are derived from data analyses of police agencies similar to the WPD.

TABLE 4-2: CFS Efficiency

Variable Description	Mean	Minimum	Maximum	Wauwatosa	WPD vs. CPSM Comps (Mean)
Population	67,745.7	5,417.0	833,024.0	47,614	
Officers per 100,000 Population	201.2	35.3	465.1	193.22	LOWER
Patrol Percent	66.1	32.4	96.8	64.1	LOWER
Index Crime Rate, per 100,000	3,235.1	405.0	9,418.8	3,390.69	HIGHER
VCR (Violent crime rate, per 100,000)	349.3	12.5	1,415.4	158.54	LOWER
PCR (Property crime rate, per 100,000)	2,885.9	379.7	8,111.6	3,232.14	HIGHER
CFS Rate, per 1,000	1,004.8	2.2	6,894.2	713	LOWER
Avg. Service Time Police CFS	17.7	8.1	47.3	19.9	HIGHER
Avg. Service Time Other CFS	28.7	16.0	42.9	36.7	HIGHER
Avg. # of Responding Units Police CFS	1.2	1.0	1.6	1.3	HIGHER
Avg. # of Responding Units Other CFS	1.6	1.2	2.2	1.9	HIGHER
Total Service Time Police CFS (officer-min.)	22.1	9.7	75.7	25.87	HIGHER
Total Service Time Other CFS (officer-min.)	48.0	23.6	84.0	69.73	HIGHER
Workload Percent, Weekdays, Winter	26.6	5.0	65.0	31	HIGHER
Workload Percent, Weekends, Winter	28.4	4.0	68.0	31	HIGHER
Workload Percent, Weekdays, Summer	28.7	6.0	67.0	36	HIGHER
Workload Percent, Weekends, Summer	31.8	5.0	69.0	33	HIGHER
Average Response Time, Winter, Minutes	11.0	3.1	26.9	10.1	LOWER
Average Response Time, Summer, Minutes	11.2	2.4	26.0	12.3	HIGHER
High-Priority Response Time, Minutes	5.0	3.2	13.1	9.2	HIGHER

Patrol Deployment and Staffing

Uniformed patrol is considered the “backbone” of American policing. Bureau of Justice Statistics indicate that more than 95 percent of police departments in the U.S. in the same size category as the Wauwatosa Police Department provide uniformed patrol. Officers assigned to this important function are the most visible members of the department and command the largest share of resources committed by the department. Proper allocation of these resources is critical in order to have officers available to respond to calls for service and provide law enforcement services to the public.

Deployment

Although some police administrators suggest that there are national standards for the number of officers per thousand residents that a department should employ, that is not the case. The International Association of Chiefs of Police (IACP) states that ready-made, universally applicable

patrol staffing standards do not exist. Furthermore, ratios such as officers-per-thousand population are inappropriate to use as the basis for staffing decisions.

According to *Public Management* magazine, “A key resource is discretionary patrol time, or the time available for officers to make self-initiated stops, advise a victim in how to prevent the next crime, or call property owners, neighbors, or local agencies to report problems or request assistance. Understanding discretionary time, and how it is used, is vital. Yet most police departments do not compile such data effectively. To be sure, this is not easy to do and, in some departments may require improvements in management information systems.”³

Essentially, “discretionary time” on patrol is the amount of time available each day where officers are not committed to handling CFS and workload demands from the public. It is “discretionary” and intended to be used at the discretion of the officer to address problems in the community and be available in the event of emergencies. When there is no discretionary time, officers are entirely committed to service demands, do not get the chance to address other community problems that do not arise through 911, and are not available in times of serious emergency. The lack of discretionary time indicates a department is understaffed. Conversely, when there is too much discretionary time, officers are idle. This is an indication that the department is overstaffed.

Staffing decisions, particularly for patrol, must be based on actual workload. Once the actual workload is determined the amount of discretionary time is determined and then staffing decisions can be made consistent with the department’s policing philosophy and the community’s ability to fund it. The Wauwatosa Police Department is a full-service police department, and its philosophy is to address essentially all requests for service in a community policing style. With this in mind it is necessary to look at workload to understand the impact of this style of policing in the context of community demand.

To understand actual workload (the time required to complete certain activities) it is critical to review total reported events within the context of how the events originated, such as through directed patrol, administrative tasks, officer-initiated activities, and citizen-initiated activities. Analysis of this type allows for identification of activities that are really “calls” from those activities that are some other event.

Understanding the difference between the various types of police department events and the resulting staffing implications is critical to determining deployment needs. This portion of the study looks at the total deployed hours of the police department with a comparison to current time spent to provide services.

From an organizational standpoint, it is important to have uniformed patrol resources available at all times of the day to deal with issues such as proactive enforcement and community policing. Patrol is generally the most visible and most available resource in policing and the ability to harness this resource is critical for successful operations.

³ John Campbell, Joseph Brann, and David Williams, “Officer-per-Thousand Formulas and Other Policy Myths,” *Public Management* 86 (March 2004): 22–27.

From an officer's standpoint, once a certain level of CFS activity is reached, the officer's focus shifts to a CFS-based reactionary mode. Once a threshold is reached, the patrol officer's mindset begins to shift from one that looks for ways to deal with crime and quality-of-life conditions in the community to one that continually prepares for the next call. After saturation, officers cease proactive policing and engage in a reactionary style of policing. The outlook becomes "Why act proactively when my actions are only going to be interrupted by a call?" Any uncommitted time is spent waiting for the next call. Sixty percent of time spent responding to calls for service is believed to be the saturation threshold.

In general, a "Rule of 60" can be applied to evaluate patrol staffing. This rule has two parts. The first part states that 60 percent of the sworn officers in a department should be dedicated to the patrol function (patrol staffing) and the second part states that no more than 60 percent of their time should be committed to calls for service. This commitment of 60 percent of their time is referred to as the patrol saturation index.

The Rule of 60 is not a hard-and-fast rule, but rather a starting point for discussion on patrol deployment. Resource allocation decisions must be made from a policy and/or managerial perspective through which costs and benefits of competing demands are considered. The patrol saturation index indicates the percentage of time dedicated by police officers to public demands for service and administrative duties related to their jobs. Effective patrol deployment would exist at amounts where the saturation index was less than 60.

This Rule of 60 for patrol deployment does not mean the remaining 40 percent of time is downtime or break time. It is a reflection of the extent that patrol officer time is saturated by calls for service. The time when police personnel are not responding to calls should be committed to management-directed operations. This is a more focused use of time and can include supervised allocation of patrol officer activities toward proactive enforcement, crime prevention, community policing, and citizen safety initiatives. It will also provide ready and available resources in the event of a large-scale emergency.

Rule of 60 – Part 1

According to the department personnel data available at the time of the site visit (June 28, 2016), patrol is staffed by 59 sworn officers (3 lieutenants, 6 sergeants, 5 patrol specialists, and 45 police officers). These 59 of the 92 sworn officers represent 64.1 percent of the sworn officers in the Wauwatosa Police Department.

Accordingly, the department is slightly above the first component of the "Rule of 60," that is, there is a small imbalance in the allocation of sworn officers in the department with approximately three officers too many assigned to patrol duty as a function of the total number of sworn personnel (or too many in patrol positions). However, some of the positions fulfill other job responsibilities associated with patrol, such as K9, Motorcycle Unit, and Special Response Team. These positions require additional training duties that would affect staffing levels. The allocation of personnel, therefore, must be looked at carefully to determine if it is appropriate given the service demands in the community and if any modifications are needed to comport with the first prong of this rule.

Rule of 60 – Part 2

The second part of the “Rule of 60” examines workload and discretionary time and suggests that no more than 60 percent of time should be committed to calls for service. In other words, CPSM suggests that no more than 60 percent of available patrol officer time be spent responding to the service demands of the community. The remaining 40 percent of the time is the “discretionary time” for officers to be available to address community problems and be available for serious emergencies. This Rule of 60 for patrol deployment does not mean the remaining 40 percent of time is downtime or break time. It is simply a reflection of the point at which patrol officer time is “saturated” by CFS.

This ratio of dedicated time compared to discretionary time is referred to as the “Saturation Index” (SI). It is CPSM’s contention that patrol staffing is optimally deployed when the SI is in the 60 percent range. An SI greater than 60 percent indicates that the patrol manpower is largely reactive, and overburdened with CFS and workload demands. An SI of somewhat less than 60 percent indicates that patrol manpower is optimally staffed. SI levels much lower than 60 percent, however, indicate patrol resources that are underutilized, and signals an opportunity for a reduction in patrol resources or reallocation of police personnel.

Departments must be cautious in interpreting the SI too narrowly. For example, one should not conclude that SI can never exceed 60 percent at any time during the day, or that in any given hour no more than 60 percent of any officer’s time be committed to CFS. The SI at 60 percent is intended to be a benchmark to evaluate overall service demands on patrol staffing. When SI levels exceed 60 percent for substantial periods of a given shift, or at isolated and specific times during the day, then decisions should be made to reallocate or realign personnel to reduce the SI to levels below 60. Lastly, this is not a hard-and-fast rule, but a benchmark to be used in evaluating staffing decisions.

The CPSM data analysis in the second segment of this report provides a rich overview of CFS and staffing demands experienced by the Wauwatosa Police Department. The analysis here looks specifically at patrol deployment and how to maximize the personnel resources of the department to meet the demands of calls for service while also engaging in proactive policing to combat crime, disorder, and traffic issues in the community.

Figures 4-1 through 4-8 represent workload, staffing, and the “saturation” of patrol resources in the Wauwatosa Police Department during the two months (seasons) on which we focused our workload analysis. By “saturation” we mean the amount of time officers spend on patrol handling service demands from the community. In other words, how much of the day is “saturated” with workload demands. This “saturation” is the comparison of workload with available manpower over the course of an average day during the months selected.

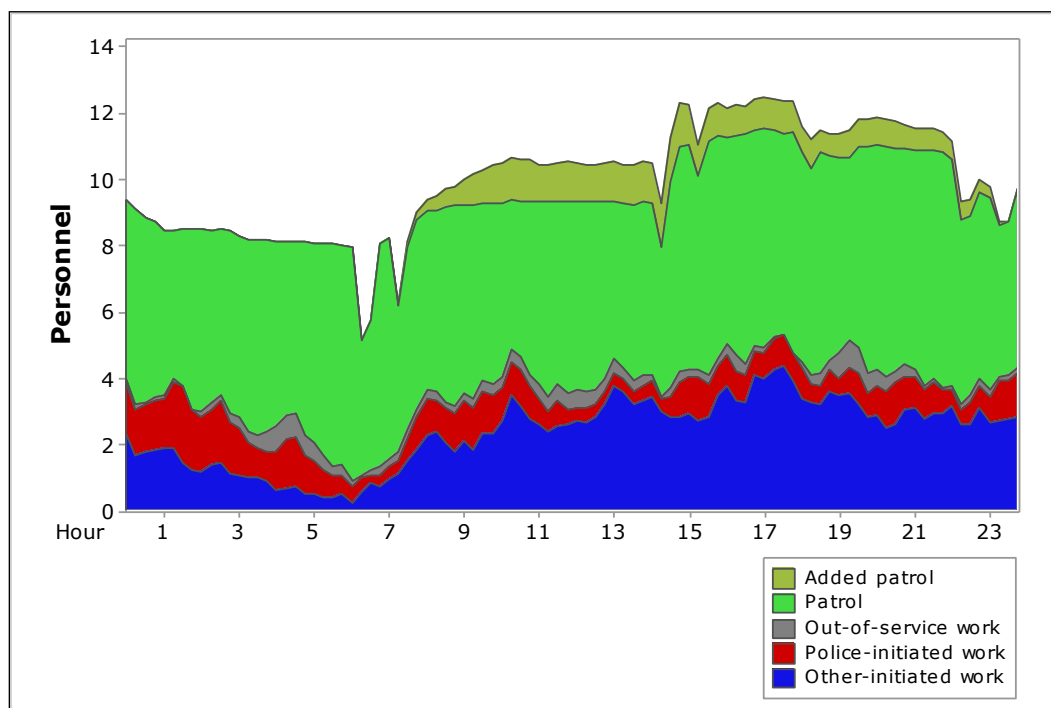
The figures represent the manpower and demand during weekdays and weekends during the months of August 2015 and February 2016. Examination of these figures permits exploration of the second part of the Rule of 60. Again, the Rule of 60 examines the relationship between total work and total patrol, and to comply with this rule, total work should be less than 60 percent of total patrol.

In Figures 4-2, 4-4, 4-6, and 4-8 the patrol resources available are denoted by the dashed green line at the top. The 100 percent value indicates the total police officer hours available during the 24-hour period. This amount varies during the day consistent with the staffing of the shifts, but at any given hour the total amount of available manpower will equal 100.

The red dashed line fixed at the 60 percent level represents the saturation index (SI). As discussed above, this is the point at which patrol resources become largely reactive as CFS and workload demands consume a larger and larger portion of available time. The solid black line represents total workload experienced by the WPD.

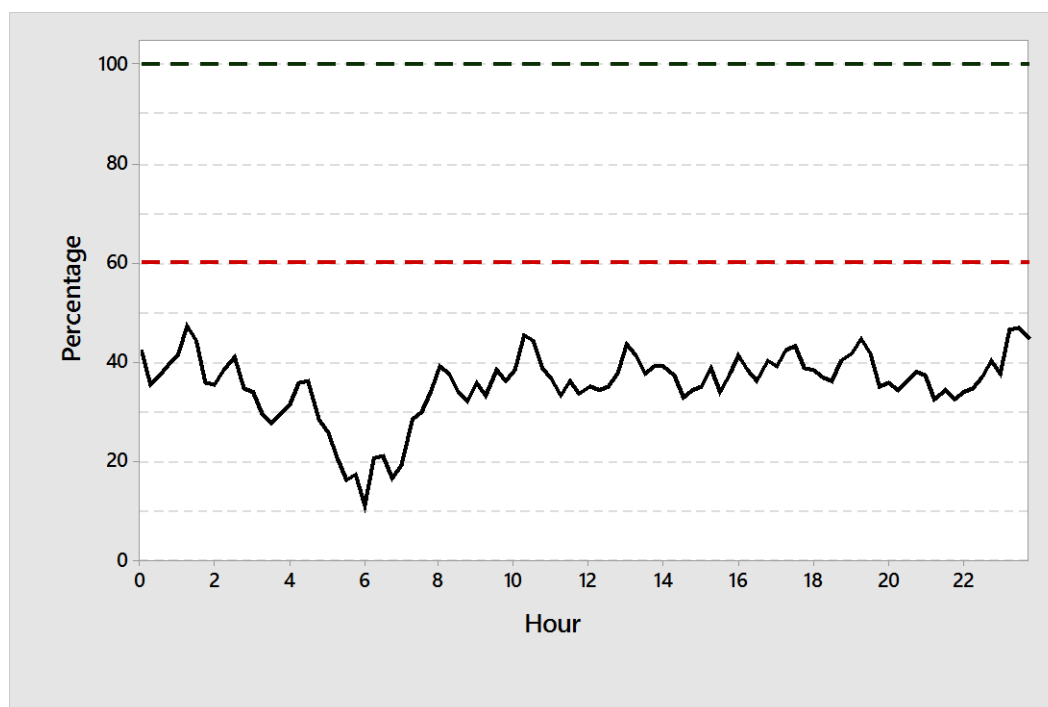
Looking at the comparisons of the green, red, and black lines in the SI figures, comparing workload to available staffing, the data indicate that the WPD deploys sufficient resources to meet the workload demands in Wauwatosa.

FIGURE 4-1: Deployment and All Workload, Weekdays, Summer 2015



Note: Figures 4-1, 4-3, 4-5, and 4-7 show deployment along with all workload from other-initiated calls, police-initiated calls, and out-of-service (noncall) activities.

FIGURE 4-2: Percent Workload, Weekdays, Summer 2015



Workload v. Deployment – Weekdays, Summer

Avg. Workload:	3.6 officers per hour
Avg. % Deployed (SI):	36 percent
Peak SI:	47 percent
Peak SI Time:	1:15 a.m. to 1:30 a.m., and 11:15 p.m. to 11:45 a.m.

Figures 4-1 and 4-2 show the patrol workload demands and SI for weekdays in summer 2015. As the figures indicate, the SI threshold is never breached during the 24-hour period. The SI ranges from a low of approximately 10 percent at 6:00 a.m. to a high of 47 percent at 1:15 a.m. to 1:30 a.m. and again at 11:15 p.m. to 11:30 p.m., with a daily average of 36 percent.

In evaluating the SI trend line throughout the 24-hour period, CPSM looks to see if the 60 percent threshold is breached during the day as well as the stability of the trend line. As Figure 4-2 illustrates, the ratio of the demand of police services with the supply of available police personnel remains steady from about 12:01 a.m. to 5:00 a.m., and decreases from 5:00 to 6:00 a.m., and then increases and remains steady throughout the day and night. With the exception of the one-hour variation between 5:00 a.m. and 6:00 a.m., there are no sudden and/or wide swings in this measure. This signifies an appropriate balance of staffing throughout the day and is a sign of a well-staffed patrol function.

FIGURE 4-3: Deployment and All Workload, Weekends, Summer 2015

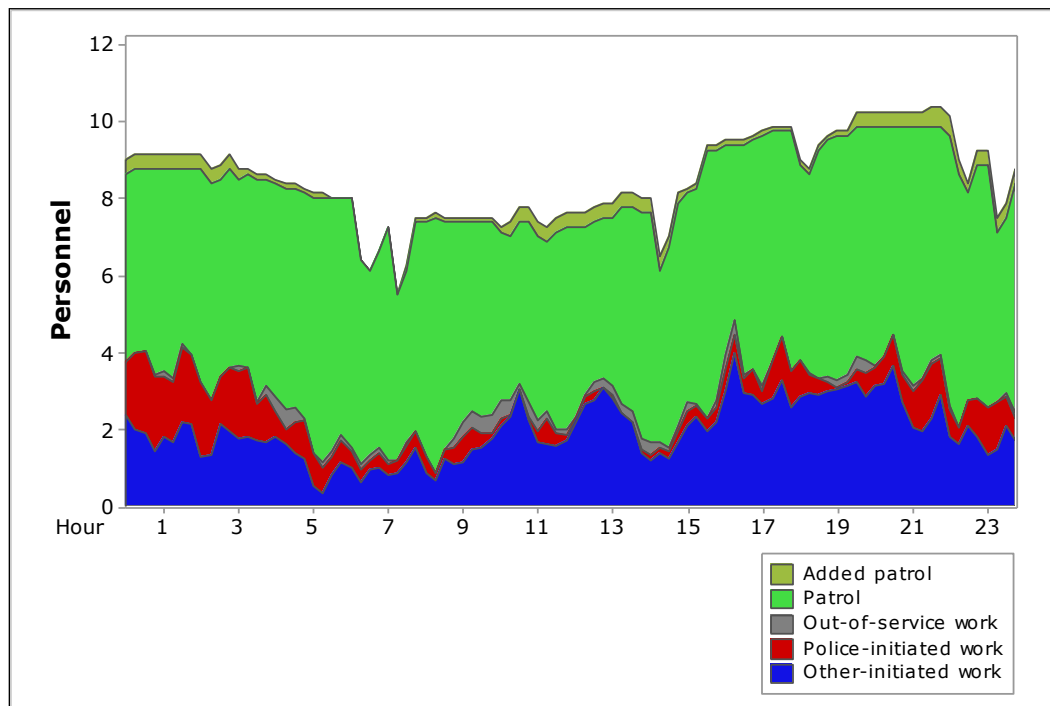
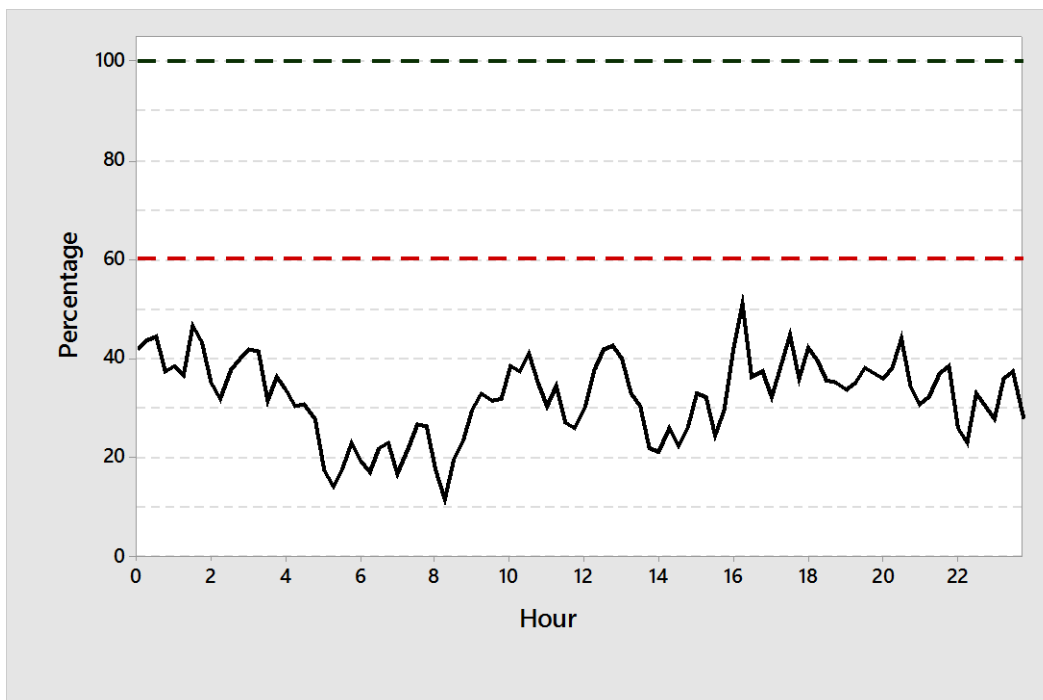


FIGURE 4-4: Percent Workload, Weekends, Summer 2015



Workload v. Deployment – Weekends, Summer

Avg. Workload: 2.8 officers per hour
Avg. % Deployed (SI): 33 percent
Peak SI: 51 percent
Peak SI Time: 4:15 p.m. to 4:30 p.m.

Figures 4-3 and 4-4 present the patrol workload demands and SI for weekends in summer 2015. The workload never exceeds the 60 percent threshold. The SI ranges from a low of approximately 10 percent from 8:15 a.m. to 8:30 a.m. to a high of 51 percent from 4:15 p.m. to 4:30 p.m., with a daily average of 33 percent.

FIGURE 4-5: Deployment and All Workload, Weekdays, Winter 2016

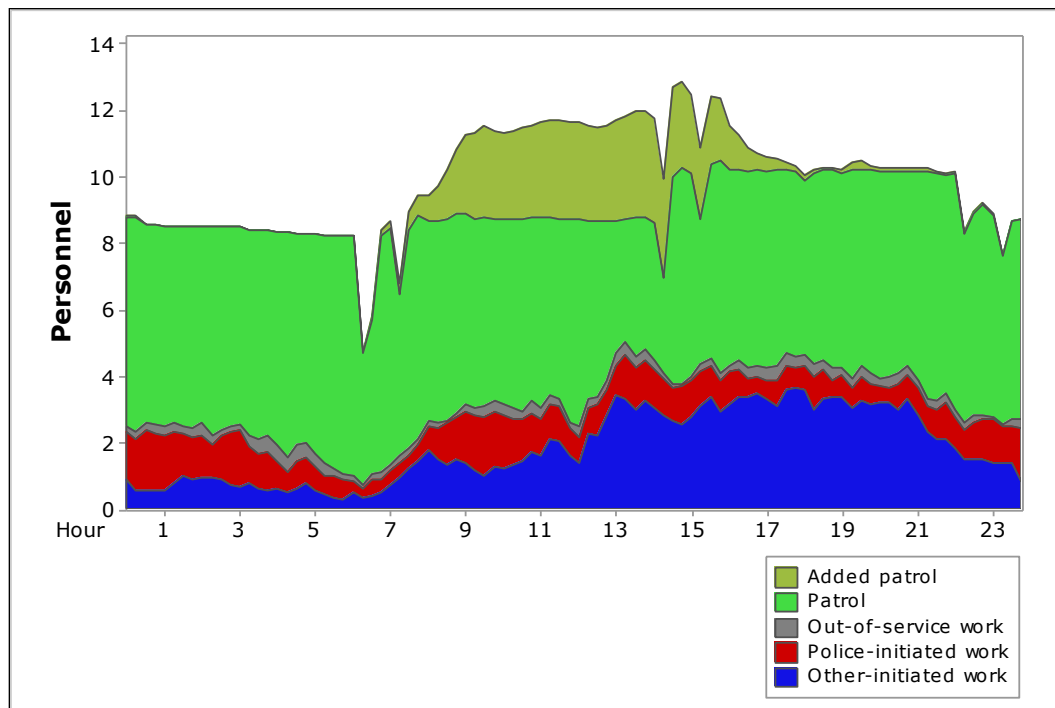
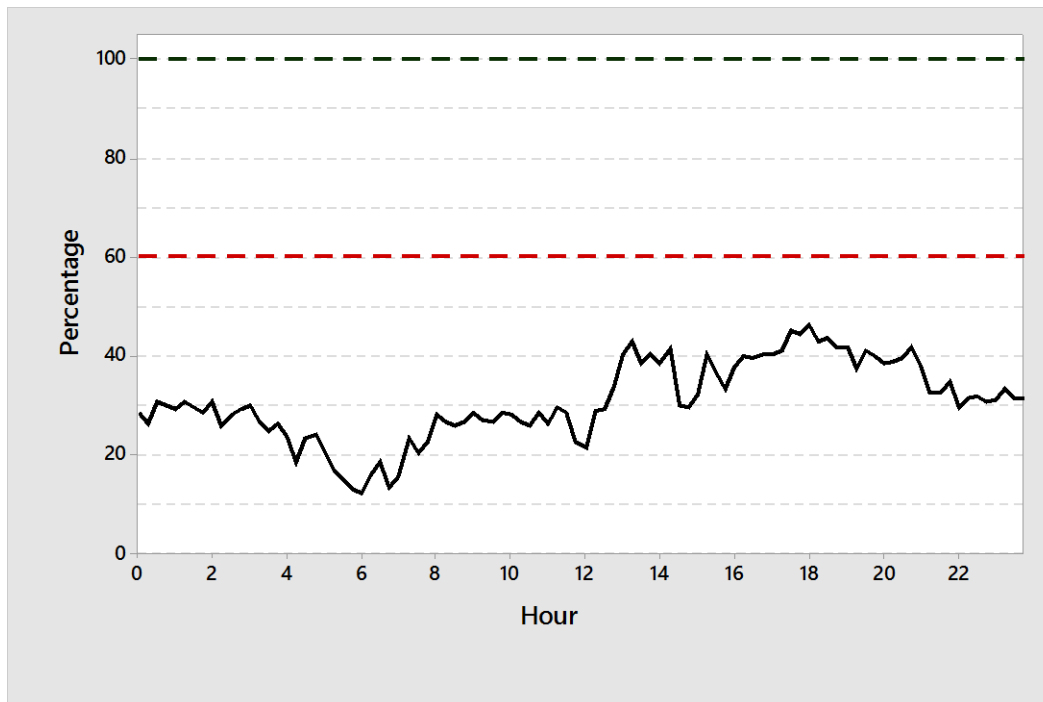


FIGURE 4-6: Percent Workload, Weekdays, Winter 2016



Workload v. Deployment – Weekdays, Winter

Avg. Workload:	3.1 officers per hour
Avg. % Deployed (SI):	31 percent
Peak SI:	46 percent
Peak SI Time:	6:00 p.m. and 6:15 p.m.

Figures 4-5 and 4-6 present the patrol workload demands and SI for weekdays in winter 2016. The workload never exceeds the 60 percent threshold. The SI ranges from a low of approximately 12 percent at 6:00 a.m. to a high of 46 percent at 6:00 p.m. to 6:15 p.m., with a daily average of 31 percent.

FIGURE 4-7: Deployment and All Workload, Weekends, Winter 2016

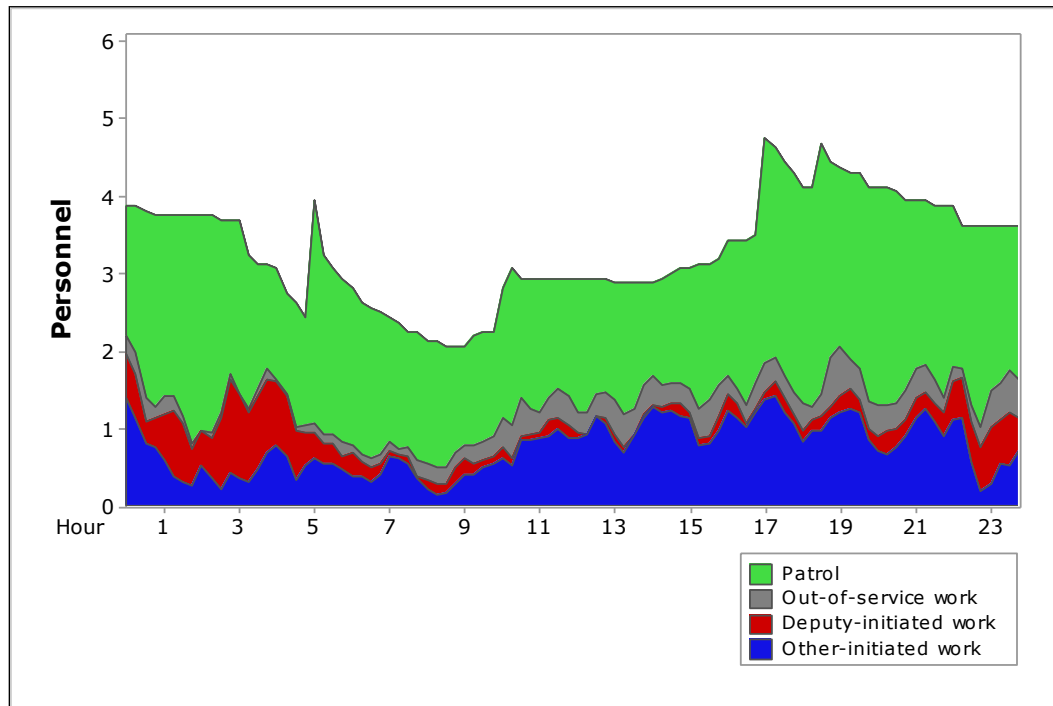
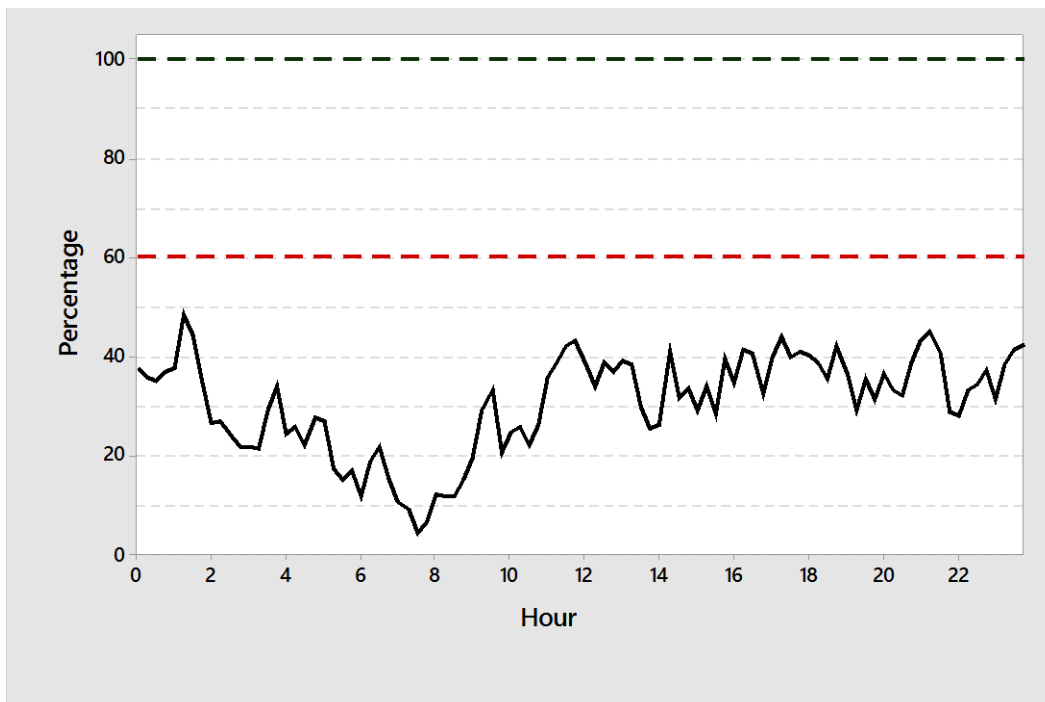


FIGURE 4-8: Percent Workload, Weekends, Winter 2016



Workload v. Deployment – Weekends, Winter

Avg. Workload:	2.7 officers per hour
Avg. % Deployed (SI):	31 percent
Peak SI:	48 percent
Peak SI Time:	1:15 a.m. to 1:30 a.m.

Figures 4-7 and 4-8 present the patrol workload demands and SI for weekends in winter 2016. The workload never exceeds the 60 percent threshold. The SI ranges from a low of approximately 5 percent at 7:45 a.m. to a high of 48 percent at 1:15 a.m. to 1:30 a.m., with a daily average of 31 percent.

Schedule and Staffing

General patrol operations in the department are staffed using three shifts: Day Shift, Early Shift, and Late Shift. Supervisors and police officers work an 8.4-hour shift or a 42-hour work week, with a cycle of four days on and two days off. All shifts are split into staggered check-in times to ensure that officers are on patrol at all times. The schedule and staffing levels for patrol are shown in Table 4-3.

TABLE 4-3: Schedule and Staffing Levels for Patrol Operations

Shift	Lieutenant	Sergeant	Police Officers	Percent of Officers Assigned to Patrol
Day Shift 0600 - 1424 0700 - 1524	1	2	16 authorized (2 on light duty)	32.2
Early Shift 1400 - 2024 1500 - 2124	1	2	19 authorized	37.3
Late Shift 2200 - 0624 2300 - 0724	1	2	15 authorized (1 military leave, 1 FMLA, 1 administrative leave)	30.5
Total	3	6	50	100

All supervisors and police officers bid by seniority for shift assignment; rotations only occur when there is a vacant position. Officers would bid for the vacant position and the officer with the most seniority would be granted the assignment. All staff assigned to patrol work a rotating series of four days on and two days off. Early shift is allocated the largest amount of staffing at 37.3 percent, followed by day shift with 32.2 percent, and late shift with 30.5 percent. The shifts overlap by 1 hour and 24 minutes. For example, the second contingent of the day shift checks off at 1524 hours, while the first contingent of the early shift checks in at 1400 hours. This overlapping of shifts ensures staffing is always available for calls for service. Furthermore, the overlapping shifts promote an opportunity for greater communication between and among shifts.

Compressed work schedules in which police officers work longer days and a shortened work week have become more popular in the police industry. In a study conducted by the Police Foundation, *The Shift Length Experiment: What we Know About 8- 10- and 12-Hour Shifts in Policing*, found that alternatives to the 8-hour shift such as the 10-hour shift had advantages to both the individual and the organization. Law enforcement agencies throughout the nation are reconsidering alternatives to the 8-hour shift. In 2005, 40 percent of law enforcement agencies utilized an 8 hour shift, but by 2009 was only 29. The study found that officers who worked an 8-hour shift had significantly more overtime as compared to officers assigned to 10- or 12-hour shifts. Specifically, officers assigned to 8-hour shifts worked 5.75 hours of overtime in a two week period, compared to 10-hour shifts (0.97 hours), and more than three times more than those officers assigned to 12-hour shifts (1.89). The 10-hour shift offers an important benefit to the police department when management is focused on reducing overtime costs. Furthermore, the study indicated that police officers on 10-hour shifts received significantly more sleep and reported greater quality of life as compared to officers on 8-hour or 12-hour shifts. Officers receive 52 more days off a year when assigned to a 10-hour shift as compared to an 8-hour shift.⁴

Ten-hour shifts would provide six additional hours of coverage during a 24-hour period, which may be advantageous in reducing response times during peak hours of calls for service. The peak times for calls for service during the summer and winter months that CPSM examined are shown in Table 4-4.

TABLE 4-4: Peak Hours for Calls for Service, Summer 2015 and Winter 2016

Summer weekdays 2015	Summer weekends 2015	Winter weekdays 2016	Winter weekends 2016
1:15 a.m. to 1:30 a.m. and 11:15 p.m. to 11:45 p.m.	4:15 p.m. to 4:30 p.m.	6:00 to 6:15 p.m.	1:15 to 1:30 a.m.

Summer weekdays and winter weekends had peak times from 1:15 a.m. to 1:30 a.m. Otherwise, there is no consistent pattern for peak times during summer and winter seasons. Therefore, if the department were to implement 10-hour shifts, the scheduling of overlapping time must be used judiciously to ensure maximum benefit.

The available literature on shift length provides no definitive conclusions on an appropriate shift length for a police department. CPSM contends that the length of the shift is secondary to the application of that shift to meet service demands. In totality, Wauwatosa Police Department has implemented an effective strategy for deployment of staffing. However, the department may want to visit the potential impact of a 10-hour shift for overtime reduction.

⁴ Amendola, K., Weisburd, D., Hamilton, E., Jones, G., & Slipka, M. (2011) *The Shift Length Experiment: What we Know About 8- 10- and 12-Hour Shifts in Policing*, Police Foundation.

Spatial Representation of CFS Demand

The figures shown previously (Figures 4-1 through 4-8) provide a thorough examination of the service demands placed on the Wauwatosa Police Department during different times of the day and week. In addition to these “temporal” demands, it is also possible to illustrate the “spatial” demands on the Wauwatosa Police Department.

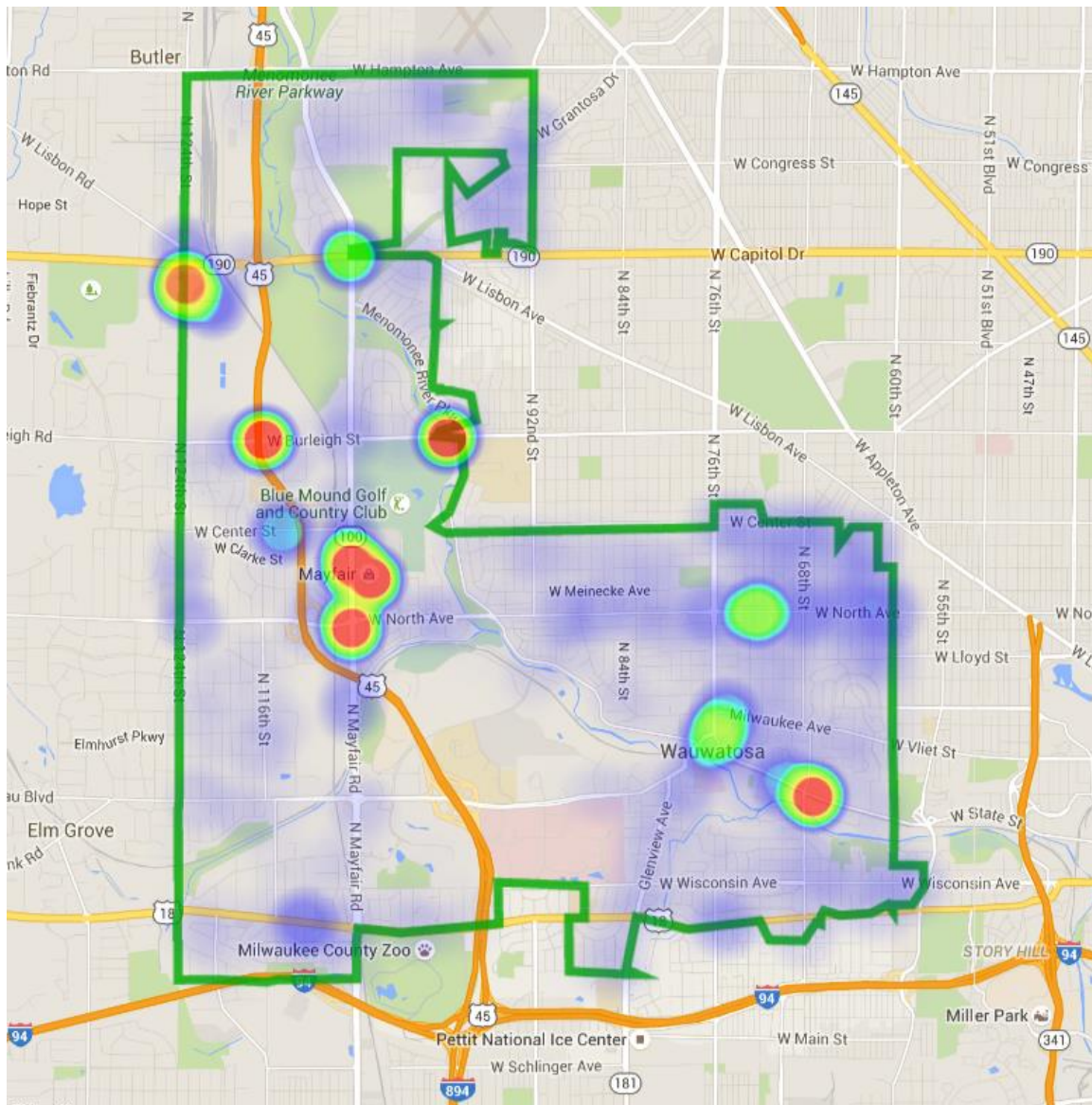
As can be seen in Figures 4-9 and 4-10, there are several distinct incident “hot spots” in Wauwatosa. It is clear that these hot spots occur in business areas as a result of retail and commercial property crimes and other calls for service. There are discernable hot spots for crimes in concentrated areas (Figure 4-9), as well as sizeable concentrations of other-initiated calls for service (Figure 4-10).

Each one of the “hot spots” in the community should be the focus of a specific and targeted strategy that aims to eliminate, or drastically reduce, the conditions present at those locations. Undoubtedly, these locations receive the lion’s share of attention from patrol officers in the department, and consideration should be given to formulating a deliberate plan to deal with these locations in a proactive methodology. For example, the department could work with private security at shopping centers to minimize theft through training, technology, and proactive strategies, which would minimize the demand placed on patrol resources. A business watch should be established for these “hot spots” and staff from Community Services could meet with these groups monthly.

Wauwatosa is a welcoming city for economic development. The police department should be an integral part of the planning committee for economic growth, as this growth will produce an increased workload for the police department. City planning and the police department must work together to strategically plan for an increased workload for the police department. The police department may want to examine options that may be considered “thinking outside of the box,” such as contracting for transportation services of prisoners to the jail. Some departments are utilizing private companies or contracting with Sheriff’s Offices for prisoner transportation services to free up officers’ time.

Conversely, many areas of the community have low levels of calls for service. Indeed, the areas of the community that are not along major arteries or part of commercial locations show very low call volume. On the plus side, the argument can be made that there are no problems in these areas in general, thus a police presence is not required. However, citizen perception is important. Some citizens who do not see a police presence in their areas may have an increased perception that the police are not concerned about their community, thus affecting community relations. Crime may not be prevalent in these communities, but community collaboration and engagement should still be a central core philosophy for community policing.

FIGURE 4-9: Spatial Representation of Crime Calls for Service (Red > 75 Calls for Service)



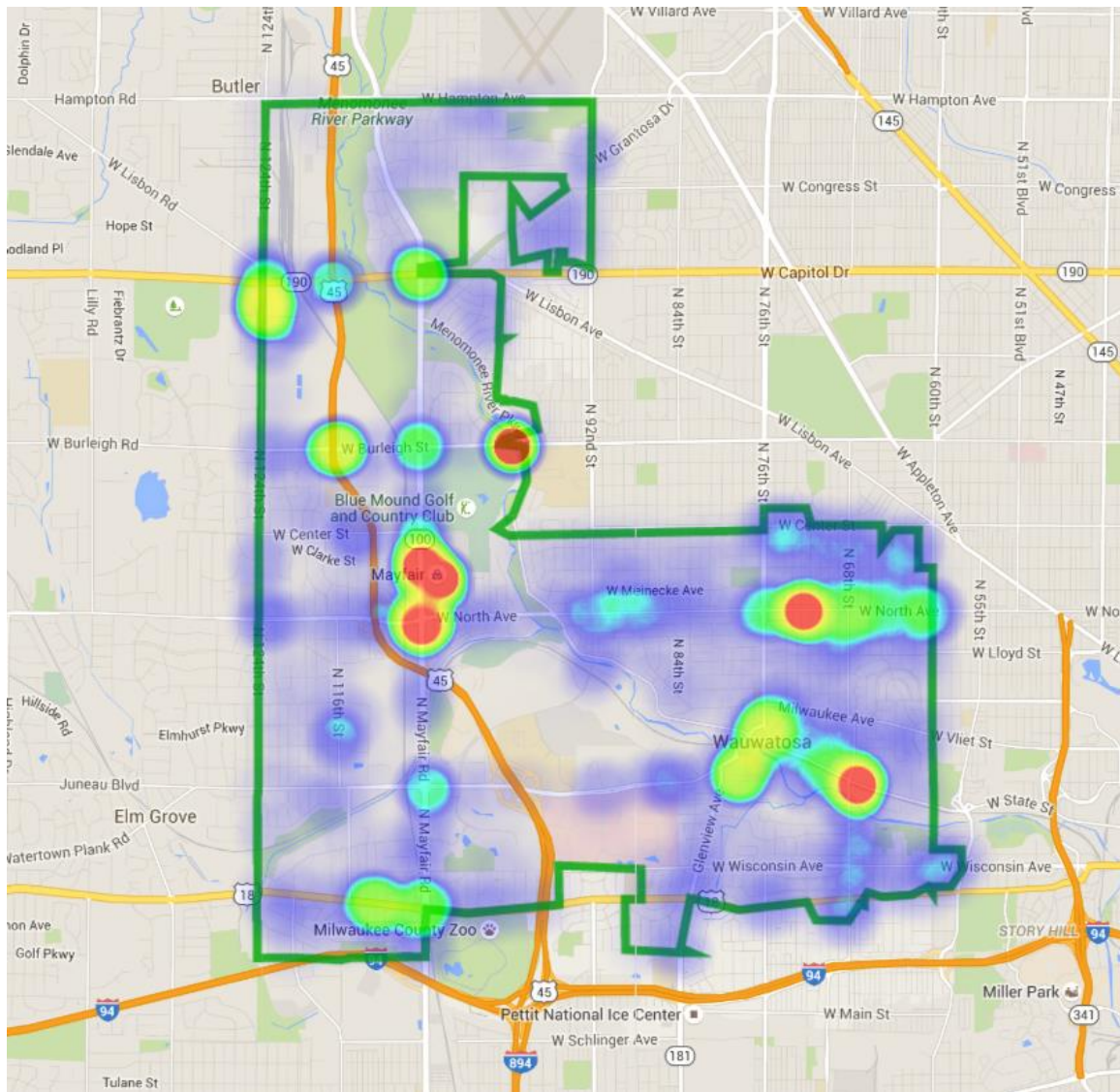
Key to Figure 4-9, Top Crime-CFS Locations

Runs	Location
300	Mayfair Mall
192	Lowe's
118	Mayfair Mall
98	Metcalfes Market
89	Shopping Area/Carhartt
75	Walgreens/Chase
71	Target
52	Apartment Complex
50	Target
48	Walgreens/Chase
38	Walgreens/Chase
36	West High School
32	Goodwill Store
32	East High School
28	Pick N Save
22	Gas Station
22	BW3
21	PD HQ
17	L&K
14	Boston Store
13	Pick N Save
12	Hospital
12	Luther Manor

A look at Figures 4-9 and 4-10, and the accompanying list of locations with a high volume of crime calls, shows that what is undoubtedly property crime is concentrated in numerous retail locations. The most concentrated hot spot, with more than 418 crime-related CFS is Mayfair Mall. Other active locations include Lowe's and other retail locations. Approaches to reduce crimes at retail locations should include implementing an active business watch, adopting the principles of Crime Prevention through Environmental Design (CEPTED), providing security assessments to retail establishments for target hardening, and implementing security training for retail employees. Additionally, instead of waiting for the CFS at these locations, plans should be put in place in order to address the underlying conditions that create the CFS in the first place. Proper planning, using the community policing S.A.R.A. model (Scanning, Analysis, Response, and Assessment), or a performance management approach such as Compstat or D.D.A.C.T.S. (Data-Driven Approaches to Crime and Traffic Safety), can aid in diagnosing and solving problems at these locations, thus preventing a CFS to the police.

Figure 4-10 displays the locations with the highest CFS from citizens. Once again, Mayfair Mall leads with 982 CFS, followed by Lowe's with 374. The remaining locations are also retail establishments. The same approach in reducing CFS discussed above should be implemented at these locations.

**FIGURE 4-10: Spatial Representation of Other-Initiated Calls for Service
(Red > 250 Calls for Service)**



Key to Figure 4-10: Top Other-initiated CFS Locations

Runs	Location
982	Mayfair Mall
374	Lowe's
359	Mayfair Mall
316	Tosa Bowl and Bun
308	Walgreens/Chase
250	Metcalfes Market
236	PD HQ
199	Shopping Area/Carhartt
181	Target
152	Carmelite Home for Boys
145	Mayfair Rd/W North Av
143	Walgreens/Chase
139	St Bernards
136	Gas Station
135	Target
126	W Capitol Dr/Us Hwy 45
118	World of Beer
115	Mobil/McDonalds
110	Dewey Center
105	Mayfair Rd/Watertown Plank Rd
97	W Capitol Dr/N 124 St
89	West High School
82	N Mayfair Rd/W Capitol Dr

Patrol Areas Workload

Table 4-5 shows the call and workload data for the six patrol areas (geographical zones) and two other categories (12=Mayfair Mall and Other) by which patrol staffing is deployed. The population of patrol area 01 is nearly twice that of patrol areas 04, 05, and 06. Patrol areas 01 and 04 had the most calls and together accounted for 39 percent of the total CFS. Patrol area 04 had the most workload and accounted for 22 percent of total workload. The geographical area of patrol areas 04 and 05 are substantially larger than patrol areas 01 and 02. This could account for varying response times by geographical area. Consideration should be given to restructuring the geographical patrol areas to decrease response times and balance the workload.

TABLE 4-5: Average Calls and Work Hours by Patrol Area, per Day

Patrol Area	Per Day		Area (Sq. Miles)	Population
	Calls	Work Hours		
01	17.4	11.8	1.75	11,900
02	11.8	8.8	1.75	8,900
03	10.9	7.8	2.00	7,100
04	17.6	15.3	3.25	6,000
05	16.8	12.1	3.25	6,500
06	10.6	6.4	2.50	6,000
12	4.0	4.7	NA	NA
Other	3.9	3.6	NA	NA
Total	93.0	70.6	14.5	46,400

Note: Area and population values are rough estimates provided by the police department. Assume that areas are rounded to the nearest quarter square mile and populations to the nearest 100.

Recommendations for Patrol Operations:

- Maintain the effective strategy for alarm reduction. This strategy has resulted in a minimal amount of CFS for alarms, only 3 percent of both police-initiated and other-initiated calls.
- Explore ways to minimize response to property damage-only traffic accidents, such as having citizens obtain a report form online and submit the documents by mail or electronically. Utilize volunteers or civilian community service officers to handle CFS that do not warrant the response of a sworn police officer.
- Explore ways to use civilian personnel to respond to nonemergency CFS that are now occupying significant emergency resources, especially for miscellaneous CFS.
- Examine the reasons for the current average amount of time spent on other-initiated CFS; set a goal of reducing the average time spent from 36.7 minutes to the benchmark standard of 28.7 minutes.
- Conduct an analysis of the configuration of the six patrol zones with the goal of reducing the average response time to the highest priority CFS from 9.2 minutes to under 5 minutes.
- Consider the benefits of implementing a 10-hour shift as compared to an 8-hour shift, especially to reduce overtime costs.
- Implement an active business watch, adopt the principles of Crime Prevention through Environmental Design (CEPTED), provide security assessments to retail establishments for target hardening, implement security training for retail employees, and use the community policing S.A.R.A. model or a performance management approach such as Compstat to reduce calls from retail locations which have a high level of CFS. The department member designated this responsibility should receive certification in CEPTED, and work closely and proactively with the City's Planning Commission.

- Consideration should be given to restructuring the geographical patrol areas to balance the workload by area.

Patrol Support Units

K9 Unit

The K9 Unit consists of one officer and one dog. This unit was established in 2010 and is a full-time position. The K9 officer works 1400 to 2230 hours, with four days on and two days off. However, the K9 officer is available for call-outs with supervisory approval. Workload statistics for 2015 include: 153 deployments, 96 drug detection sniffs, 44 patrol deployments, 32 drug arrests, and 13 public demonstrations. The K9 unit participates in a regional K9 training group that consists of eight other departments. There is a mutual aid agreement among these eight departments to assist one another with using on-duty K9 units when a call-out is requested, in lieu of overtime.

The officer is compensated with three hours of straight time pay for care of the K9. The department has a \$10,000 budget for the K9 unit but costs have been minimal due to donations of food from pet stores and a good working relationship with a veterinarian.

The officer and his animal initially received six weeks of training in Pennsylvania. Currently, the K9 unit participates in 16 hours of training each month, and joint training with K9 handlers from other departments for 8 hours each month. The animal is eight years old. Only 1 police officer in the department has experience as a K9 handler. A succession plan needs to be put into place to acquire another animal and train another officer as a K9 handler to ensure a seamless transition and continued service of the K9 unit.

Recommendation:

- The K9 unit is productive and serves as an important resource for the department and other departments. A succession plan needs to be put into place to acquire and which includes acquiring another dog and training another officer as a K9 handler to ensure a seamless transition and continued service of the K9 unit.

Motorcycle Unit

The Motorcycle Unit is operational only eight months during the year, April 1 through November 1. Six patrol officers are assigned to the unit. The members of this unit are assigned full-time to patrol and have received specialized training. The unit works day shift and early shift. No units are assigned to the late shift. During the months of April through November, the unit relies on enforcement to promote traffic safety in the city. The unit focuses its enforcement efforts at accident-prone locations and on traffic complaints received from the community. The unit also participates in special events. While statistics specific to this unit were not available, the department issued 8,667 citations in 2014 and 9,449 citations in 2015. Operating Procedure 14-11 provides authorization and training for members, deployment conditions, required equipment, inspection and maintenance, and emergency driving and pursuit operations guidelines.

Recommendations:

- None offered.

Special Response Team (SRT)/Crisis Negotiation Unit

The commander of the team is a lieutenant assigned to the Operations/Personal and Training Unit. This lieutenant position has diverse duties to include SRT commander, dispatch center supervisor, director of Personnel and Training, and public information officer. The lieutenant's role of SRT commander includes: coordinating the selection, training, and evaluation of the team; planning, implementing, executing, and managing all tactical intervention plans; evaluating the performance and readiness levels of all team members; coordinating all administrative affairs of the unit; and providing tactical leadership for all SRT activities.

The team has 20 tactical operators and 6 negotiators. The tactical operators and negotiators all have other primary job duties and being a member of the team is an additional duty. There is no specialty or additional pay for being a member of the SRT or Crisis Negotiation Unit. The SRT was activated for 15 incidents in 2015; 2014 statistics were not available.

The department policy governing the team is P 13-20. This policy outlines the chain of command, procedure for activation of the team, the selection process, responsibility for establishment of a command post, under what circumstances the SRT team can be activated, and utilization by other agencies.

The SRT commander has primary responsibility for the selection of team members. The qualifications that candidates must have to be considered to try out for the team to include: minimum of 18 months of service with the respective department; written evaluation by member's immediate supervisor; successful completion of a physical fitness test; successful completion of a weapons qualification course; and an oral interview with the SRT commander and team leaders. The selection process does not include a psychological evaluation for team members. The National Tactical Officers Association notes most selection processes consist of an application, job-related physical proficiency test, oral interview, background investigation, and assessment of mental stability.⁵

The SRT is divided into three teams: Entry Unit, Rifle/Scout Unit, and Selective Marksman Unit. Each of these team is supervised by a team leader. The Entry Unit's primary responsibility is that of dynamic and stealth applications of building entry, room clearing, hostage rescue tactics, vehicle/bus assaults, and execution of high-risk search/arrest warrants. The Rifle/Scout Unit is responsible for controlling the inner perimeter of a target location during a tactical situation. The Selective Marksman Unit serves as forward observers, provides protection for other team members, and conducts advanced surveillance techniques.

⁵ National Tactical Officers Association (September 2015). Tactical Response and Operations Standard for Law Enforcement Agencies. Retrieved on December 6, 2015 from <http://ntoa.org/pdf/swatstandards.pdf>

The tactical operators are required to train for one day a month in each unit, and four to six hours a month with the entire team. This amount of training is less than that recommended by the National Tactical Officers Association, which recommends “monthly 16 to 40 hours critical skills maintenance based upon mission capabilities and current operational tempo.” The commander provided the 2016 training calendar and two lesson plans, which were detailed. The commander is in the process of upgrading the team’s vests, ballistic helmets, and communications system.

The Crisis Negotiation Unit is commanded by a sergeant who is also a former member of the SRT. There are five members who are trained as negotiators. The index for operating procedures did not list a policy for the Crisis Negotiation Unit, nor did policy P 13-20 governing SRT include the procedures governing the Crisis Negotiation Unit. An interview with the sergeant of the Crisis Negotiation Team indicated that the process for selecting members required members to have successfully completed their probation period and an interview process is utilized to select team members. When a member is selected for the Crisis Negotiation Unit, the member attends a 40-hour basic training course in crisis negotiations. Members also rotate attending a yearly conference. The sergeant indicated that the Crisis Negotiation Unit responded to one call-out in 2013, and did not respond to any call-outs in 2014, 2015, or January through June of 2016. Overtime costs for the SRT and Crisis Negotiation Unit are not tracked by the commander.

Recommendations:

- Institute psychological testing for all new members as part of the selection process for SRT and Crisis Negotiation Units.
- Increase the monthly training hours for SRT to at least 16 hours to align with recommended training standards provided by the National Tactical Officers Association.
- Add a section in Policy 13-20 that governs SRT to include: responsibilities, selection process, and training governing the Crisis Negotiation Unit, or create an additional policy for the Crisis Negotiation Unit.
- Have the SRT commander track all overtime for both the SRT and Crisis Negotiation Units.

Internal Affairs

The internal affairs function is handled jointly by the Chief of Police and the captain of the operations bureau. There is not a defined Internal Affairs Unit in the department's organizational chart. Policy 15-02 governs internal discipline. The policy defines two types of discipline: department discipline and shift discipline. Department discipline is any corrective action resulting in more than an oral reprimand. The policy states that department discipline should be officially brought to the attention of the department and included in the employee's personnel file. Shift discipline is an oral reprimand handled at the shift level and should be documented in the employee's shift history file.

The department reports that in 2014, there were two citizen complaints that were filed, investigated, and determined to be unfounded. In 2015, there were five citizen complaints and four were determined to be unfounded and one was sustained, resulting in an officer being counseled.

The function of internal affairs is to investigate allegations of misconduct by department employees and to maintain the integrity of the department, ensure professional conduct, and create a positive image of the department. The department provides citizens with a citizen complaint form that requests citizen's information to include: name, address, phone, and current date and time of filing the complaint. The form requests the complainant to provide the officer's name, badge number, squad number, and physical description of the officer. Additionally the location, date and time of the incident is requested along with witness(es) name, address and phone number. There is a section for the citizen to describe the complaint. The form also informs the citizen that intentional false statement or misrepresentation of facts contained in the statement will result in the issuance of criminal or civil charges against the complainant or other. The citizen must sign and date the complaint. There is a section for the police supervisor receiving the complaint to sign the complaint, date and time the complaint was received, and the location the complaint was made. The department assigns a citizen complaint number and indicates the number on the form along with the disposition of the case.

Policy 14-11 outlines the citizen complaint process and was reviewed by the department October 30, 2014, and is scheduled to be reviewed again October 30, 2016. This policy states that "the department shall thoroughly and objectively investigate all complaints. All complaints will be investigated to the point of logical conclusion. Citizens filing formal complaints will be notified as to the conclusion or findings." Anonymous complaints received by phone, mail, or email will be considered on a case-by-case basis. The level to which these cases will be investigated is based on the circumstances of the complaint and the seriousness of the violation. All supervisors are authorized to conduct investigations into informal complaints, and formal complaints both written and oral will be forwarded to the Chief of Police. The Chief of Police or his/her designee assigns a supervisory officer to investigate the formal complaint. If the investigating supervisor determines that the informal complaint has merit and requires possible action beyond the shift level, the supervisor will record the information received in a written report and forward the report to the Chief of Police for possible follow-through as a formal complaint. The Chief of Police will assign a supervisor of his choice to investigate the allegations. After the supervisor completes the

investigation, the report will be forwarded to the employee's division commander for review. A recommendation for discipline based on the Department Discipline Sanction Chart will be made to the Chief of Police.

The Wauwatosa Police Department follows a progressive discipline model in which sanctions can range from oral reprimands, to written reprimands, to suspension, demotion, or dismissal. The sanctions consider the severity of the offense and the number of offenses the member has committed during employment with the department. The appeals process enables employees to meet with the Chief of Police to discuss the discipline, if applicable, or the employee can pursue the complaint further by appealing the findings to the Police and Fire Commission, as applicable under Wisconsin Statutes and/or bargaining unit agreement.

TABLE 4-6: Wauwatosa Police Department Discipline Sanction Chart

Class	First Offense	Second Offense	Third Offense	Fourth Offense
1	Min: N/A	Min: N.A	Min: Documented written reprimand	Min: 1-day suspension
	Max: Documented oral reprimand	Max: Documented written reprimand	Max: 3-day suspension	Max: 5-day suspension
2	Min: N/A	Min: Documented written reprimand	Min: 1-day suspension	Min: 5-day suspension
	Max: Documented written reprimand	Max: 5-day suspension	Max: 5-day suspension	Max: 10-day suspension
3	Min: Documented written reprimand	Min: Documented written reprimand	Min: 1-day suspension	Min: 30-day suspension
	Max: 1-day suspension	Max: 10-day suspension	Max: 15-day suspension	Max: Dismissal
4	Min: 1-day suspension	Min: 5-day suspension	Min: 10-day suspension	Min: Dismissal
	Max: 10-day suspension	Max: 15-day suspension	Max: 30-day suspension	Max: Dismissal
5	Min: 5-day suspension	Min: 10-day suspension	Min: 30-day suspension	Min: Dismissal
	Max: Dismissal	Max: Dismissal	Max: Dismissal	Max: Dismissal

Department policies 15-02 and 14-11 do not indicate the process to be followed if an allegation is made of a criminal nature against a department employee. This process must be included in one of these policies to ensure the integrity of any investigations of a department member and to inform department members to be informed as to the process that will be followed in the event of a criminal allegation.

Internal affairs records were previously kept via Microsoft Word and Excel. Only the Chief of Police, operations captain, and Chief's secretary have access to the internal affairs files, which are secured in locked cabinets in the Chief's office.

When an officer uses force, the officer checks a box on the report form to indicate force was utilized. In April 2016, the department implemented a process that when force is utilized and indicated on the report, the report is forwarded to the lieutenant who supervises the department's training to determine any policy changes or training needs. The department should be commended for implementing this process. Consideration should be given to having an officer certified in defensive tactics to also review the use of force.

While the department has responded to allegations of misconduct as they occur, this approach is largely reactive. The department should consider a shift in functionality to include a more proactive approach to internal affairs. Random audits and inspections of units, equipment, and records should be implemented for quality assurance, safety, and compliance with policies. The department should also proactively implement a process to randomly review individual officer's in-car video, reports, and use of force to ensure quality control and compliance with general orders.

The department does not produce yearly statistics pertaining to internal affairs complaints, and does not publish the findings in the annual report or on the department's website.

Recommendations:

- All internal affairs complaints made anonymously should be thoroughly investigated.
- Department policies 15-02 and 14-11 do not indicate the process to be followed if an allegation is made of a criminal nature against a department employee. This process must be included in one of these policies to ensure integrity of any investigation of a member and for to inform department members as to the process that will be followed in the event of a criminal allegation.
- In April 2016, the department implemented a process that when force is utilized and indicated on an officer's report, the report is forwarded to the lieutenant who supervises the department's training to determine any policy changes or training needs. The department should be commended for implementing this process. Consideration should be given to having an officer certified in defensive tactics to also review the use of force.
- Implement quality assurance measures by developing a system for routinely engaging in random audits and inspections of units, equipment, department records, etc., including random inspection of audio and video recordings from officers on patrol to ensure compliance with general orders. For example, there could be a random selection of ten accident reports and ten evidence receipts to review them for accuracy and completeness and to ensure that proper procedures were followed.
- Disseminate findings and penalties associated with disciplinary cases, both internally in the department and externally in the annual report.

Investigative Division

Detective Bureau

The Detective Bureau is charged with the investigation of major crimes as well as other cases as determined by their specialization. Personnel assigned to this bureau do an excellent job and should be commended for their efforts. Several opportunities for improvement are offered to improve an already high-performing unit.

The bureau is staffed with one lieutenant, one sergeant, and 15 detectives. One of the detectives is assigned to the regional HIDTA (High-Intensity Drug Trafficking Area) task force, and another detective is assigned as a technician responsible for crime scene investigations.

Personnel are assigned to work on either one of two teams. There are seven detectives assigned to Team 1. This team is led by the lieutenant and is scheduled to work Monday through Friday from 7:30 a.m. until 3:30 p.m. Of the seven detectives, one is assigned to the HIDTA task force and another is “detailed” to the Special Operations Group (SOG). There are eight detectives assigned to Team 2. This team is led by a sergeant and is scheduled to work Monday through Friday from 3:00 p.m. until 11:00 p.m. One of the detectives assigned to this team is the crime scene investigator. These schedules are fixed by collective bargaining agreement and deviations on start times and days off are not permitted without advance notice. This restriction is a significant impediment in operations that hampers the ability of the division commander to deploy personnel, and the individual investigator’s ability to conduct follow-up investigations.

The Monday through Friday, two-team, staffing configuration was determined through negotiations between the city, the department and the employee group. Prior to January 1, 2015, detectives worked a rotating four-on, two-off schedule, which enabled seven-day coverage. The transition to five days per week with fixed shifts and days off created advantages and disadvantages.

One advantage was that the shift rotation created an overlap of 30 minutes for investigators to discuss their investigations. Creating an opportunity for the entire detective bureau to meet and discuss their cases every day is extremely beneficial. The size of the community and the familiarity the detectives have with the crime conditions and prolific offenders lends itself to collaboration and the sharing of collective experiences. Structuring this time each day is valuable and not only aids in the solving of criminal investigations but also builds camaraderie within the bureau. In addition, steady days off improves the quality of life of personnel. Shift work is inherently disruptive to peoples’ lives, and where opportunities exist to minimize that disruption, they should be taken.

Having an investigative function that does not offer 24x7 coverage presents disadvantages as well. The WPD has personnel resources to staff the detective bureau around-the-clock. Not doing so limits the department’s ability to respond quickly to crime scenes. Oftentimes, the difference between making an arrest and solving a crime is the timeliness of the response by an investigator. Obviously, the switch from seven-day to five-day coverage eliminated detectives working during the weekend. To address the absence of detectives working during the weekends, patrol supervisors have the authority to “call-out” personnel to investigate serious crime. However, the

policy on when detectives get called out to crime scenes has not been established. In other words, in the absence of a detective on duty, there is no clear guidance on when one should be called out to begin the investigation of serious crimes. Ideally, there should be continuous investigatory coverage if resources permit, but without that, there should be a definitive policy for patrol supervisors to “call-out” detectives when they are not working. CSPM recommends developing and implementing such a policy immediately.

Supervision and management in the Detective Bureau is achieved by having a lieutenant assigned to the day shift, Team 1, and a sergeant to the evening shift, Team 2. Essentially, the lieutenant’s position is one of first level supervisor over case detectives on the day shift. CPSM recommends revisiting this organizational structure and adding a sergeant to the detective bureau. The additional sergeant would be responsible for supervising the Team 1 detectives, and this would free up the lieutenant to perform managerial functions such as case management, strategic and crime planning, as well as better coordination among and between units in the Investigative Division.

The department relies on an integrated approach, employing both patrol officers and detectives to investigate crime occurrences. Crimes are first reported to officers on patrol. Patrol officers are encouraged and responsible for conducting follow-up investigations on a wide variety of complaints. If the case is too complex or requires additional time and personnel, the case is assigned to an investigator. This determination is made on a case-by-case basis, usually through conferral between patrol officers and supervisors, as well as formal case review by the detective supervisors.

Cases forwarded to the Detective Bureau for investigation are first evaluated by either the lieutenant or sergeant. Efficient case management processes rely on solvability factors. Many police departments simply assign all criminal complaints to investigators for follow-up. With no leads, and no evidence, assigning cases in this fashion is simply customer service and not proper use of investigative resources. While the evaluation process in the WPD does not rely on the strict application of solvability factors, there is a determination made if the case can be investigated further. Every day the cases forwarded by patrol are evaluated by detective bureau supervisors. If the supervisor determines the case is appropriate for investigation the case will be assigned to an investigator based on the caseload of the detective as well as their investigative specialty. Cases forwarded but not assigned for follow-up are assigned to the reviewing supervisor for administrative purposes and closed. Table 4-7 shows the caseloads for all investigative staff in the Detective Bureau. This table shows that the lieutenant and sergeant get assigned hundreds of cases each year. These are simply the cases closed, and this indicates an efficient triaging of cases.

One area of opportunity for the Detective Bureau is in this area of case management. While there is an efficient method in place for assigning cases, there are very few mechanisms in place to manage the investigations after they are assigned. The bureau is close-knit and interacts daily, therefore, there is no indication that cases are “falling through the cracks.” However, more rigorous oversight of the progress of investigations would make things even more efficient. For example, benchmarks could be set, and tracked, relative to investigations. Limits could be set on the amount of time to contact the complainant, file the first follow-up report, interview victims/witnesses, close a case,

etc. Currently, there are no standards in place, which means, among other things, a case could remain open for a long time after investigative leads have been exhausted. Again, there is no indication this is occurring, but no way of knowing either. A more rigorous approach in this area would improve efficiency.

CPSM would consider the caseloads of WPD detectives to be low. Table 4-7 indicates that the average number of cases assigned to a Team 1 detective is approximately 72 per year and the average number of cases assigned to Team 2 is approximately 47 per year. There are no absolute standards to determine appropriate caseload for police detectives. One murder investigation could occupy the time of several detectives for months, and on the other hand, one detective could handle hundreds of theft cases in a similar period. The International Association of Chiefs of Police, however, suggests that a detective caseload between 120 and 180 cases per year (10 to 15 per month) is manageable. Other sources suggest that departments should staff one detective for every 300 UCR Part I Index Crimes recorded every year (Wauwatosa recorded approximately 1,600 in 2014). According to both these benchmarks, the WPD has more than enough resources to manage follow-up criminal investigations.

Examination of the types of crimes being investigated also provides some insight into the relative workload. The column labeled “top crime” identifies the type of crime that is most frequent in that detective’s caseload for the year. As the table indicates, property crime is the most frequent. In fact, for five detectives on Team 2, theft is the most commonly assigned case. A theft case could be very complicated, but in most instances these types of investigations are fairly routine. Based on the low caseload and the low level of complexity of the most common investigations, it can be concluded that the Detective Bureau has more than enough staff to handle the workload, and that additional investigative functions could be assigned to these teams.

TABLE 4-7: WPD Caseload 2014 and 2015

Position	2014	Top Crime	2015	Top Crime
LT	524		741	Theft
SGT	582		741	theft
Team 1				
5211	73	Fraud	87	Fraud
6016	32	Fraud	25	Fraud
5807	58	Theft	61	Theft
5699	60	Sex Off.	51	Burglary
5953	120	MV Theft	148	MV Theft
6335	31	Theft	40	Theft
6295	132	Burglary	125	Theft
Team 1 Avg.	72.29			
Team 2				
5380	21	Burglary	19	Burglary
5278	39	Fraud	30	Fraud
5694	43	Theft	60	Theft
5311	82	Theft	33	Theft
5628	30	Theft	39	Theft
5874	55	DOA	45	DOA
6063	59	Theft	61	Burglary
6089	45	Theft	43	Theft
Team 2 Avg.	46.75			

The WPD enjoys high clearance rates for reported crimes. The clearance rate is the relationship between reported crimes and persons arrested for those crimes. It is an important measure of the overall effectiveness of a police department and an important measure of the performance of an investigative unit in a police department. According to the FBI UCR program, a law enforcement agency reports that an offense is cleared by arrest or solved for crime-reporting purposes when three specific conditions have been met: 1) at least one person has been arrested, 2) the person has been charged with the commission of the offense, and 3) the person has been turned over to the court for prosecution (whether following arrest, court summons, or police notice).

In its clearance calculations, the UCR program counts the number of offenses that are cleared, not the number of persons arrested. The arrest of one person may clear several crimes, and the arrest of many persons may clear only one offense. In addition, some clearances that an agency records in one year may pertain to offenses that occurred in previous years.

In certain situations, elements beyond law enforcement's control prevent the agency from arresting and formally charging the offender. When this occurs, the agency can clear the offense *exceptionally*. Law enforcement agencies must meet the following four conditions in order to clear an offense by exceptional means: The agency must have identified the offender; gathered enough evidence to

support an arrest, make a charge, and turn over the offender to the court for prosecution; identified the offender's exact location so that the suspect could be taken into custody immediately; or encountered a circumstance outside the control of law enforcement that prohibits the agency from arresting, charging, and prosecuting the offender.

TABLE 4-8: WPD Clearance Rates 2015

Crime	Wauwatosa			Wisconsin			National		
	Crimes	Clearances	Rate	Crimes	Clearances	Rate	Crimes	Clearances	Rate
Aggravated Assault	11	11	100%	9,695	5,936	61%	718,857	387,980	54%
Burglary	236	67	28%	20,942	3,189	15%	1,670,138	219,339	13%
Larceny	1,215	453	37%	86,392	28,698	33%	5,654,125	1,255,387	22%
Murder / Manslaughter	0	0	NA	165	135	82%	14,590	9,025	62%
Rape	1	0	0%	1,419	837	59%	108,388	39,675	37%
Robbery	63	27	43%	5,054	1,376	27%	318,768	89,962	28%
Vehicle Theft	78	13	17%	9,790	1,093	11%	674,711	83,820	12%

Table 4-8 shows that the WPD clearance rate for violent crime in 2015 was 50.7 percent, which is higher than the FBI average of 47.6 percent for communities of similar size to Wauwatosa. All 11 aggravated assaults were cleared in 2015 as well as 43 percent of the robberies. Additionally, the WPD clearance rate for property crimes is 43.9 percent, which dwarfs the FBI average of 14.9 percent.

Clearance rate is the most important outcome measure used to evaluate the effectiveness of investigations. The performance of the WPD in this area is very good. This indicates that the integrated approach to criminal investigations using a mix of patrol and Detective Bureau resources is sound.

In order to improve its criminal investigations process the WPD should establish a more rigorous case management system. The lieutenant should have a frequent report (weekly) of all the cases assigned to each investigator, the status of each case, as well as a running account of the number of cases cleared by type of crime and by individual investigator. Clearly, the WPD is doing a very good job identifying and apprehending offenders as evidenced by the high clearance rate; however, a better job could be done to manage this process more closely on both the Detective Bureau level and the patrol level.

Four conclusions can be drawn from this discussion. First, the Detective Bureau, and the department in general, does an excellent job apprehending offenders after they commit crimes. A simple calculation of the crime clearance rates indicates tremendous success in this area. Second, the Detective Bureau should use this information more deliberately and more rigorously to track the effectiveness of the department as a whole as well as the effectiveness of each detective. Understanding clearance rates in a frequent and ongoing fashion would allow the department to

manage the investigative function even more effectively. It is recommended that a process be established whereby clearance rates are calculated for each major category of crime and for each detective in order to monitor investigative outcomes. Third, in order to support this effort, a more robust crime analysis and criminal intelligence function should be developed. Fourth, resources should be shifted from reactive criminal investigation (based on case follow-up) to proactive criminal investigation.

The WPD Special Operations Group deploys one detective assigned to street crimes, narcotics, and gang enforcement. Ordinarily, there are two detectives assigned to this position. The functionality of this assignment is lacking due to the vacancy. It is impossible for one detective to conduct street-level enforcement of any kind. Because of this limitation the detective has been repurposed to assist with the property crime detective as well with other needs of the division.

Without a clear understanding of the caseload handled by any of the detectives in Special Operations, assigning an additional detective to assist with property crime investigations seems misdirected. Similarly, the low level of gang and drug activity in Wauwatosa might mitigate the need for a dedicated street crime capacity. The WPD should consider either eliminating this street crimes unit altogether or adding an additional detective to fill the vacancy. In its current state, the street crimes enforcement mission is not being fulfilled, and resources are being directed at a function that might not need assistance. The department might be better served by reassigning the investigator assigned to the DEA Task Force (DEATF) to the street crime position.

Special Operations Group

To support criminal investigations, and crime reduction initiatives in general, the WPD deploys a Special Operations Group (SOG). According to the Operations Bureau personnel roster dated April 1, 2016, there are three sworn members assigned to SOG. One sergeant supervises the group with one detective and one officer from patrol assigned. These individuals generally have flexible hours and days off, but typically work from around 2:00 p.m. until midnight. The SOG's mission is to address drug use and sales in the community as well as respond to crime trends. These two main functions are divided 75/25 (drugs/crime), which would clearly put the emphasis of this group towards drug enforcement.

TABLE 4-9: SOG Activity 2014 and 2015

	2014	2015
Search Warrants	4	9
Controlled Buys	21	24
Vehicle Takedown/Arrests	3	3
Search Assists	0	5
Patrol Assists	2	8
Cash Seized	\$12,490	\$28,748
Firearms Seized	2	7
Marijuana Seized	853 oz.	1,527 oz.
Crack Seized	0.51g	95.24g
Heroin Seized	21.48g	46.21g
Pills Seized	585	279

Conducting effective drug enforcement with just three sworn officers is just not possible. In light of these limitations, however, the SOG has been able to conduct limited enforcement operations that have yielded impressive results. The table above documents the results of the group's effort in 2014 and 2015. Even with a limited cadre of personnel the group managed to execute 13 search warrants, make 45 controlled buys, and seize over \$40,000 in cash and a large quantity of marijuana and controlled substances. The group should be commended for these efforts.

The WPD recognizes the limitations on the SOG and the reality is that most enforcement efforts are undertaken by "borrowing" personnel from other places in the department; essentially this is enforcement by committee. The WPD should revisit both the mission and staffing of this unit.

From a mission perspective, CPSM recommends that the SOG invert its current focus from drugs to crime. The SOG should be deployed armed with the intelligence and crime data provided by the CIO, along with an in-depth knowledge of current criminal investigations. They should be targeting "hot spots" and "prolific" offenders. For example, a list of known and/or recidivist burglars should be created by the CIO, and it would be the SOG's responsibility to target these individuals for surveillance, enforcement, and parole/probation monitoring. If narcotics enforcement is part of this approach then it should be considered, but primarily focusing on narcotics violations at the expense of other criminal activity in the community should be revisited.

In order to accomplish the mission described above, additional personnel resources are required. An impactful proactive enforcement strategy cannot be accomplished with three sworn officers. At a minimum, two additional investigators should be assigned to this team. Considering the caseloads of investigators in the detective bureau, it would be feasible to transfer two investigators from the Detective Bureau to SOG and reassign their cases. This would have a minimal impact on detective bureau operations, and a dramatic impact on the SOG's ability to address crime conditions in Wauwatosa.

In addition, this function could be performed by a newly constituted SOG. This team would support both the investigative and patrol efforts dealing with crime and community issues on a long-term and proactive basis. The department currently lacks any capacity in this area and strong consideration should be given to staffing this proactive enforcement team. Officers assigned to this team would be responsible for both crime prevention strategies by working closely with the community AND would target the “hot spots” and “hot people” identified through a robust intelligence function.

Heroin Investigations

Like many communities in the U.S. the greater Milwaukee area is facing a plague of heroin overdoses. The Milwaukee Common Council published a report in March 2016 documenting 888 heroin overdose deaths that occurred in Milwaukee County since 2012. Every community in the county has been impacted, and parts of Wauwatosa show high concentrations of overdose deaths. The WPD is keenly aware of this issue and is in the process of developing a plan to address it. CPSM recommends that the plan include three principal components: Narcan/Naloxone deployment, aggressive investigations, and education.

Narcan™ (naloxone) is an opiate antidote. Opioids include heroin and prescription pain pills like morphine, codeine, oxycodone, methadone, and Vicodin. When a person is overdosing on an opioid, breathing can slow down or stop and it can very hard to wake them from this state. Narcan™ (naloxone) is a prescription medicine that blocks the effects of opioids and reverses an overdose. It cannot be used to get a person high, and if given to a person who has not taken opioids, it will not have any effect on him or her, since there is no opioid overdose to reverse. As of March 2016, 20 police departments in Wisconsin deploy Narcan, including the Waukesha County Sheriff and the Green Bay Police Department. The WPD should explore the purchase, training, and deployment of this intervention immediately.

When heroin overdoses are fatal there is always a police investigation. During this investigation it is likely that an attempt will be made to identify the supplier of the drugs and apprehend that individual. “Near misses” are also opportunities to conduct criminal investigations and they can be more effective since there is a live witness that might be willing to assist the police. Oftentimes, however, the “near miss” eludes police officials and is carried as a medical case instead. CPSM recommends that a protocol be put in place to identify and investigate the near misses. Working with local medical professionals and officers on patrol, these cases can be identified and a criminal investigation started immediately. The criminal intelligence function identified below would be an excellent resource to use for this function.

Education should also be a key component of this strategy. The WPD should leverage the school resource officer positions, as well as the local media, and community groups, to get the word out about this dangerous epidemic. An effective public service announcement campaign should be developed to target the groups most at-risk from this drug.

Special Investigations

The WPD details one detective to the U.S. Secret Service Financial Crimes Task Force. This investigator is assigned one day each week to the task force offices in Milwaukee. This assignment produces value for Wauwatosa far greater than the commitment of resources that the WPD bears. The WPD is reimbursed for training, travel, and overtime costs, and as well as receives a share of the forfeiture money seized by the task force. Since November 2014, the task force has seized nearly \$2.5 million in assets for forfeiture. In addition, the investigator assigned to the task force has been involved in dozens of investigations involving fraud, identification theft, money laundering, credit card fraud, and embezzlement at the local, state, and even international level. The breadth and scope of operations is impressive. Again, the WPD should be commended for participating in this effort and continued involvement is strongly recommended.

Crime Analysis and Criminal Intelligence

To support criminal investigations, and crime reduction initiatives in general, the WPD should conduct more thorough and more rigorous crime analysis and criminal intelligence gathering. Currently, this function is largely absent in the organization. Crime analysis and criminal intelligence are often conflated and thought to be the same thing. To put it in economic terms, crime analysis is analogous to counting your money, and criminal intelligence is how you spend it. Combining the two disciplines can provide a more accurate picture about where and when crime is occurring, and what to do about it. A police department needs to do both and there is an opportunity in the WPD to improve in this area.

The crime level and nature of the community in Wauwatosa are such that the absence of criminal intelligence is not critical. The relative safety and homogeneity of the community make it possible for the officers to know and understand the crime trends without the support of sophisticated analysis. However, Wauwatosa borders Milwaukee on three sides, and the problems of Milwaukee often spill out into Wauwatosa. Anecdotal accounts from WPD personnel indicate that most of the prolific offenders that commit crimes in Wauwatosa hail from Milwaukee. Although this was not verified, it stands to reason that close proximity would generate criminal activity.

Recently, the WPD began hosting monthly patrol meetings to discuss, among other things, crime occurrences and trends in the community. This is a positive development and consideration should be given to expanding the focus of this effort. To support these meetings and to leverage the information processed by the WPD, a sworn position should be created in the Detective Bureau and which has the sole responsibility of crime analysis and criminal intelligence. This position is part of a three-prong approach to crime reduction. The first is rigorous criminal investigations, the next is proactive patrol and investigations, and the third is criminal intelligence. These elements are like three legs of a tripod, with each one only as effective as the other. Intelligence can drive enforcement and vice versa.

The criminal intelligence officer (CIO) could be responsible for preparing strategic crime analyses and trend reports, monitoring and tracking high-propensity offenders, developing and managing crime prevention programs, securing search warrants, training department personnel, making

community and media presentations, exchanging crime information with surrounding agencies, and initiating proactive crime-solving strategies.

An additional area of responsibility for the CIO could be debriefing prisoners. Every day people are arrested, booked, and processed in the WPD headquarters facility. These individuals are potentially an enormous wealth of information about the criminal activities in the community. Yet no one in the WPD speaks to them in a focused way to elicit this information. The CIO should have primary responsibility of not only interviewing (debriefing) prisoners processed by the WPD, but also teaching other officers how to conduct an effective prisoner debriefing. Additionally, it would be the CIO's job to develop the questions and areas of inquiry to be broached with the arrested individuals. Keep in mind, the debriefing is not an interrogation about the particular crime the person is arrested for, but about other information they might know about. For example, the subjects could be asked: Who is selling drugs?, Where is stolen property "fenced"?, Who is responsible for the most recent robbery or assault?, Do you know anyone that steals cars?, and so on. Asking these types of questions can produce valuable information, but if they are never asked, nothing can be learned.

This is an area of importance for the WPD, and consideration should be given to establishing an effective crime analysis and criminal intelligence function.

Recommendations:

- Incorporate data management (caseload, clearances, etc.) into the operations of the Detective Bureau.
- Develop a "call out" policy for investigative responses after hours.
- Add two additional investigators on a permanent basis to the SOG.
- Develop an integrated heroin overdose response strategy.
- Develop an integrated intelligence and crime analysis function to supplement investigations and patrol deployment and to be able to develop a crime prevention and community engagement strategy.

Dispatch Center

The dispatch center is a vital component of an effective police department. Its interaction with callers plays a significant role in setting the tone for the community's attitude toward the department. As well, the efficiency with which it collects information from callers and relays that information to responding units significantly impacts officer and community safety and the chances of apprehending criminals in high-priority and in-progress crimes.

At full staff, there are nine full-time dispatchers, six part-time dispatchers, and one supervisor assigned to this function. Three dispatchers are assigned to each 8-hour shift and work four days on and two days off. This rotation allows for two dispatchers to be assigned and one be off-duty each shift. Vacancies due to sick leave, vacation, etc. are staffed via overtime and the assignment of part-

time personnel. Part-time personnel are also used to cover a “power shift,” which is noon to 8:00 p.m. when call volume is the highest. The supervisor generally works “business” hours but alters her schedule substantially to accommodate the needs of the center.

The dispatch center operates with the Pro Phoenix CAD/RMS platform. The dispatch console has identical functionality at all three consoles for both dispatch and call-taking responsibilities.

The duties of the dispatcher include dispatching radio and computer traffic, answering 911 calls, answering other calls for police service or general inquiry, administrative calls to WPD personnel, and handling walk-ins at the public counter after hours for limited services. In addition, the dispatchers provide information and research support to the field units upon request. They access databases for suspect, location, and investigative information, review and evaluate the information, then provide it to the officer in the field. During the overnight hours, dispatchers also handle requests for on-street parking. In 2015 alone, dispatchers handled more than 10,500 such requests. Additionally, during the weekends when front desk personnel are not assigned, dispatchers are expected to assist members of the community who walk in to the WPD facility. These ancillary duties add substantial value to WPD operations, but may negatively add to dispatcher workload.

The authorized staffing levels are adequate to meet call volume. Unfortunately, due to leave time for sick leave, vacation, training, etc., the Communications Section has continuously relied on overtime to meet minimum staffing requirements. This in no way is meant as a criticism, it is simply a variable that affects staffing. Compounding this issue is the lack of part-time personnel to cover vacancies. While the authorized number of part-time dispatchers is six, the WPD will soon be down to only three part-timers. The WPD is aware of this issue and is in the process of identifying additional personnel.

The data analysis portion of this report contains considerable information concerning response times to all calls. Table 4-10 shows components of response time to all priorities of calls. Most important is the response time to high-priority calls involving crimes in progress or life-safety incidents. For that reason, in this portion of the report, we will focus on those high-priority calls.

It must be noted that the response time to a call begins when the first keystroke is entered into the CAD (computer-aided dispatch) call screen. This begins what CPSM refers to as the “dispatch” period. The “dispatch” period ends when a patrol unit is assigned to the call in the CAD system, at which time the “travel” period begins. When the first patrol unit arrives at the scene of the call, the “travel” period ends and the “response time” is calculated.

For the period reviewed, the dispatch delay for high-priority calls was 3.3 minutes (rounded). This is an excessively long period of time and its cause requires further examination. The overall response time to high priority calls, with an average of 5.8 minutes (rounded) travel time included, was 9.2 minutes (rounded), again an excessively long period. A reasonable goal for average response time to in-progress crimes and life safety incidents should be in the five-minute range.

Reducing the time between receipt of a call and arrival on scene is critical for high-priority calls (crimes in progress and life-safety calls). A greater than nine-minute response time to an in-

progress crime will nearly always result in the perpetrator having fled from the scene prior to an officer's arrival. More importantly, in a life-safety incident, say an active shooter or other aggravated assault, serious injury or death may occur during this extended time period. While those possibilities exist on any call, such a lengthy delay is cause for concern.

In observing the process of call taking and dispatching, it appeared the two on-duty employees were very proficient at their duties and manipulated the CAD system with ease and quickness. In the discussion with communications staff, CPSM found them surprised to learn of the dispatch delay and overall response times. CPSM recommends a team from Communications be established to review current dispatch practices and develop a system to accurately identify the true "dispatch delay" period, taking appropriate steps to address the issues once determined. Additionally, it was determined that some calls classified as priority 1 were treated by dispatchers as a lesser priority call. This fact calls into question the validity of the 9.2 minute response time to what are truly priority 1 calls. The team should work to amend the present call priority default system to ensure in-progress crimes and life-safety calls are reflected at the highest priority classification and other calls which may now be classified as priority 1 calls be reprogrammed to a more appropriate priority.

A written protocol should be established for dispatching all levels of call priorities. This will provide for increased victim safety and enhanced opportunities for apprehension of suspects.

TABLE 4-10: Average Dispatch, Travel, and Response Times, by Priority

Priority	Dispatch	Travel	Response	Calls
1	3.3	5.8	9.2	79
2	2.1	4.9	7.0	1,454
3	3.3	6.1	9.5	10,069
4	3.8	8.7	12.5	6,245
Weighted Average/ Total	3.4	6.9	10.3	17,850
Injury accidents	2.2	5.9	8.1	237

Recommendations:

- CPSM recommends a team from Communications be established to review the dispatch practices of the current Communications staff and develop a system to accurately identify the true "dispatch delay" period.
- The CAD database should be modified to ensure that only in-progress crimes and life-safety incidents be recorded as priority 1 calls.

Section 5: Administrative Bureau

Facilities

CPSM found the department's headquarters building to be spacious, well maintained, and properly suited to its intended purposes. The building was built in 1969 and a major expansion was undertaken in 1996. The headquarters building contains approximately 41,000 square feet, and adequate office space is provided to all operational units and personnel. The headquarters building contains a "sensitivity room" that is used for certain functions, such as the handling of domestic violence or child victims. There are no victim services personnel permanently assigned to the headquarters building.

A large and fully functional roll call room is situated on the first floor of the headquarters building. It should be noted that consultants did not observe any crime maps, electronic data displays, or any other medium for conveying current crime data, trends, and patterns to officers assigned to patrol. Hard copies of crime bulletins and BOLOs were displayed and observed. A separate report writing room is situated just off the roll call room and is equipped with two desktop computers.

The main lobby of the building was found to be properly secured and well equipped with bullet-resistant glass at the main window, appropriate signage and seating, an intercom for after-hours access, and a Medreturn receptacle for the collection of unwanted medications. Two clerks are assigned to the front desk during normal business hours, Monday through Friday, from 7:00 a.m. to 11:00 p.m. On weekends, the window is open from 3:00 p.m. until 11:00 p.m. and is staffed by one or two clerks. The front window is closed on all holidays. Members of the public who require assistance when the office is closed are directed to use the intercom system in order to speak with a dispatcher.

The garage area is equipped with a sally port and was found to be properly secured. Direct access is provided to the booking room, which was found to be well-equipped and secure. A secured area is provided so that investigators and evidence technicians can process evidence vehicles.

The headquarters building contains four individual holding cells for prisoners as well as one "gang cell" for multiple prisoners. These cells are monitored by video cameras. Dispatchers are charged with monitoring video feeds on screens located in the dispatch area when prisoners are housed in the cells. Three interrogation rooms are located near the booking area and are equipped with video and sound recording devices. Three additional interview rooms are located in the offices of the Detective Bureau. The department's dispatch center was found to be well-equipped and maintained, with three functioning dispatch positions and a separate office for the dispatch supervisor.

There is a large 'future use area' in the basement level of the headquarters building. Secure storage areas contain old paper records. Community support officers have an area for the storage of their equipment and materials. An open area is used for in-house defensive tactics training. Cables and tarps have been strung as curtains, to create the appearance of distinct rooms and offices. Furniture

and props are available for certain training scenarios and exercises such as 'room clearing.' Simunitions are frequently used. A four-point firearms range is also located on the basement level. This range is used for requalification and other firearms training. One uniformed member of the service described the department's tactical training as "very robust."

The special response team has a large room for the storage of equipment, etc.

A large 'multipurpose room' is used for training, press conferences, etc. There is also a weight room and lunch room in the headquarters building.

The exterior of the building is monitored by video cameras.

The consultants noted that the large parking area adjacent to the headquarters building is completely unsecured. Patrol vehicles as well as the personal vehicles of department employees were located in an open parking lot, with no perimeter fencing or any means of controlling access and egress. One member of the department indicated, "people walk their dogs through this parking lot." This open parking area was completely uncovered and no protection was afforded from the elements. We were informed by several department employees that during severe weather, patrol officers are frequently required to scrape ice from the windshields of their vehicles and to periodically shovel snow from the immediate area of their vehicles prior to commencing patrol. This is an inefficiency that would obviously be corrected by the construction of a car port or garage that would protect vehicles from the elements.

More importantly, the failure to have any effective means of securing the parking area constitutes a liability and officer safety issue. Weapons are frequently contained in patrol vehicles and personnel entering and exiting the headquarters building should be afforded a modicum of safety by a secure perimeter around the campus.

The department's motor vehicle fleet includes 51 motor vehicles and three motorcycles. Fleet maintenance is overseen by the superintendent of the city's department of public works. Budget requests are made by the fleet manager and charged back to the department. Vehicles were inspected and found to be well-equipped and very well maintained. Vehicles assigned to patrol duty are primarily 2015 and 2016 model year vehicles. The majority of the patrol fleet is SUVs, which should be considered a necessity in this region of the country. The consultants were advised that, on average, the department purchases seven new vehicles each year. Newly purchased vehicles are assigned to the department's six patrol areas and older units are reassigned to lighter duty service such as performing radar traffic enforcement or in-house emergency vehicle operation training. Detailing and equipment such as light bars and changes are installed in-house. All such equipment has been standardized, resulting in significant cost savings to the department and the city. High-mileage vehicles are repurposed for undercover work. The department's fleet maintenance and assignment schedules are monitored electronically and were found to be both logical and efficient. Fuel consumption and mileage are carefully monitored. Vehicles that have reached the end of their useful lives are auctioned off by the department. It should be noted that the department does not

possess a heavily armored vehicle. The consultants were informed that such an asset is available from the Milwaukee County Sheriff's Office, if necessary

A special vehicle is used for conducting crash investigations. Another specialized vehicle is used by the evidence technician for the collection and processing of evidence and can also be used as a mobile command post.

The department does not have a vehicle take-home policy.

Patrol officers typically carry shotguns and AR-15 rifles, as determined by the patrol supervisor, in addition to Glock 22 .40cal side arms and Tasers. Heavier protective vests, helmets, and shields are available to patrol officers. Less than lethal weapons such as bean bag guns are also available and typically assigned to patrol. It should be noted that whenever significant equipment upgrades are considered, such as a change in model of patrol rifles, significant research and in-house field testing is performed.

Recommendations:

- It is recommended that the department construct a perimeter fence around the parking area adjacent to the headquarters building in order to properly secure department vehicles and possibly employee vehicles as well.
- It is recommended that the department construct a car port to provide department vehicles with protection from the elements.

Strategic Planning and Performance-based Management

The department does not have a multiyear strategic plan that spells out department-wide and unit goals.

The department's rules and operating procedures are thoughtfully developed, regularly reviewed, and revised as necessary. All policies and procedures have a specific review date. A supervisor is charged with performing a comprehensive policy review every two years.

Annual performance evaluations are prepared for all personnel up to the rank of captain. Performance reviews are prepared up on line via NeoGov. A standard template is used for all city employees. Different templates are not used for different ranks. Specific performance goals are identified for all employees. Five specific goals must be identified each year and these goals should be generally linked to the general goals of the city (for example, in the areas of community engagement or customer service). These are individual or personal goals that are related to "overall department and city goals." They are typically quite specific (for example, "develop a cyber bullying program for seventh graders"), but they are not explicitly linked to unit goals, or overall department goals. Specific units such as the school resource officer (SRO) unit or community policing unit do not have annual goals.

One administrative lieutenant and two administrative sergeants are assigned to the department's Administrative Bureau.

The department conducts the following internal management meetings:

- The Chief meets with the department's two captains daily, Monday through Friday, at 8:30 a.m.
- Monthly staff meetings are conducted for lieutenants and above. Several times each year sergeants are invited to this meeting as well. We were advised that these meetings have not been held in recent months. The failure to have structured management meetings on a monthly basis should be considered as a limitation to the department's organizational effectiveness.
- Ad hoc staff meetings are conducted as needed. Agendas are published in advance. Personal notes are taken by participants but official minutes are not formally circulated to participants.
- Roll call briefings are conducted at the beginning of each patrol shift.
- Members of the Detective Bureau meet among themselves during in the a.m. and p.m. briefing at the commencement of each shift.
- The Operations captain meets with patrol lieutenants on a weekly basis. Agendas are distributed in advance and individual notes are taken of these meetings.
- The Administrative captain meets with the Administrative lieutenant on a weekly basis.
- On a monthly basis the Operations captain has a commanders meeting for all lieutenants.

As the foregoing indicates, there are frequent meetings between supervisors and their direct reports. The consultants were informed that the scheduling of administrative or management meetings is driven primarily by specific projects and event.

Recommendations:

- It is the opinion of CPSM that the department is far too reliant upon informal meetings and the chain of command and that more highly structured management meetings must be conducted regularly.
- The consultants commend the department for its continuing efforts to monitor and report on its performance. Nevertheless, a more comprehensive method of strategic planning and performance assessment is necessary. The department should develop and publish a written, *multiyear* strategic plan (as opposed to the cursory annual plans required by CALEA). It is imperative that the department develop reasonable and obtainable performance goals and mechanisms for tracking the relative degree of progress in achieving these goals from year to year. Monthly command staff meetings should frequently reference the multiyear department strategic plan, as well as individual unit goals, as a means of checking overall progress toward these stated goals.

- It has been CPSM's experience that most American police departments do not currently have multiyear strategic plans as described above. Nevertheless, since continued calls for transparency and accountability by police departments will only become louder in coming years, it is recommended that the department begin the process of formulating such a plan now.
- All police departments of the WPD's size require frequent senior staff meetings to ensure coordination and the free flow of information. It is therefore recommended that the department continue to schedule and hold senior command staff meetings as necessary. However, it is likely that a significant portion of the items addressed at these meetings can more properly and effectively be addressed at enhanced command staff meetings (for sergeants and above), as described below.
- All of the department's operational and support units should be represented at all command staff meetings. This would include the community support unit, IT, training, etc. This will ensure more open channels of communication and foster organizational learning.
- Review of patrol operations, detective investigations and case updates, traffic analysis and enforcement operations, and training updates should always be included on the agenda and be presented in the same order at every meeting.
- Minutes should continue to be recorded and maintained for the purpose of appropriate follow-up at subsequent meetings. Minutes can be circulated to participants via the department's email system.
- As each violent crime is discussed, field commanders and detectives should continue to be challenged to explain what investigatory steps were taken after each incident, such as debriefs of suspects and witnesses and the canvassing of neighborhoods. These discussions would involve members of the department's other units, as necessary.
- The department has taken considerable steps to assemble a broad array of useful performance metrics. It is recommended that the department review the performance information that is currently being compiled and referred to during its various management meetings with an eye toward combining the information into a (single) usable performance measurement system or template. If all such data (or accurate and timely recapitulations) are readily accessible from one central database or data dashboard the information is more likely to be regularly consulted/retrieved by both senior managers and field commanders and used to actively manage daily operations. In essence, this dashboard can serve as an activity report or performance assessment for the entire agency, and can be consulted daily by police supervisors. A central source of key performance data is critical. Multiple sources and locations of information hinder the department's ability to engage in proactive management. It is critical that the department task one member of the service to obtain timely and accurate data to be used in this manner.
- A data dashboard system of this type can record and track any or all of the following performance indicators:

- The total number of training hours performed, type and total number of personnel trained.
- The type and number of use-of-force reports prepared, personnel involved, time and place of occurrence, and general description of circumstances.
- The geographic location (i.e., zone) and time of all arrests.
- The geographic location and time of citations issued.
- The type and number of civilian and internal complaints (and dispositions).
- The type, number, location, and time of civilian vehicle accidents.
- The type, number, location, and time of department vehicle accidents, both “at fault” and “no fault” accidents.
- The type, number, location, and nature of all firearm discharges.
- The results of systematic and random audits and inspections of all police operations (i.e., calls for service response and dispositions, property receipt and safeguarding, etc.).
- The type, location, and number of any Terry stops (i.e., investigatory stops of suspects, otherwise known as stop, question, and frisk) performed, as well as a description of all individuals involved and a description of all actions taken. Data obtained in connection with these stops should be analyzed and actively tracked. It is important for the department to know: 1) how many stops are being made, 2) by whom, 3) who is being stopped, 4) where, 5) when, and 6) for what reason(s). Note: Information of this type is recommended by the Final Report of the President’s Task Force on 21st Century Policing.
- The department is currently using multiple systems to track many of the above areas. It is recommended that the department identify a useful subset of information from these databases and combine them into a user-friendly data dashboard.
- An effective performance dashboard should also include traditional administration and budgetary measures, such as monthly and annual totals for sick time, comp time, and overtime.
- It is likely that a variety of administrative issues will be raised during command staff meetings. For example, a meeting might address an increase in overtime that was experienced as a result of directed patrols, or budgetary issues relating to the purchase of equipment. Many police departments across the country have found that meetings that were originally designed for crime-fighting purposes quickly evolve into crime-fighting meetings that regularly address relevant administrative issues and provide meaningful feedback concerning the department’s relative degree of success in achieving goals that are stated in its multiyear strategic plan. CPSM recommends that the department remain open to introducing into command staff meetings any relevant administrative issues as they arise.

- The specific performance measures to be tracked and reported at command staff meetings and/or included in the data dashboard is entirely at the discretion of the department. All police agencies have unique missions, challenges, and demands. Outside performance benchmarks or measures should not be imposed upon the department; they should be derived from within. It is recommended that all members of the department (and perhaps the community) be consulted to develop a comprehensive set of organizational performance indicators that accurately describe the type and quantity of work being performed.
- It is imperative that baseline levels be established for all performance categories. This entails measuring a category over a period of months, calculating percentage increases and decreases, computing year-to-date totals, and averaging monthly totals in order to determine seasonal variation and to obtain overall performance levels for the agency. There is likely to be much seasonal variation in the work of the WPD. Such analysis can also include sector and individual officer performance review. For example, discrete patterns can emerge from analyzing when and where department-involved vehicle accidents occur. This performance information is invaluable in terms of determining optimum staffing levels.
- The department should be vigilant in identifying new performance indicators. The department should review its current indicators and solicit input from all levels of the agency. “Key” performance indicators should be identified, with an understanding that they can always be expanded or modified at a later date. These indicators should always form the basis of discussions at command staff meetings.
- The department must identify one individual to search its data systems to regularly produce internal performance data to be used at command staff meetings. It is recommended that the department’s newly appointed crime analyst focus on the production of crime data and that another sworn or nonsworn member of the department be trained and supported to draw useful administrative data from its internal systems (such as overtime expenditure by unit, training, and internal affairs data) to be presented at command staff meetings,
- Any substantive changes to the current performance management framework must be communicated to, understood by, and acted upon by all members of the department.
- The questioning of field commanders must take the form of a collaborative dialogue. In other words, there must be an active give-and-take in which field commanders are challenged to explain why crime is occurring and to set out their future plans for crime reduction. A critical aspect of these discussions is to identify lessons learned. There is a critical distinction between holding field commanders personally accountable for these crimes (which they, obviously, have no responsibility for), and holding them accountable for using best efforts to address and respond to these crimes in an effort to reduce future occurrences.
- Open discussions of this type challenge managers and enhance organizational learning opportunities. The command staff meetings should be used to reflect upon the following questions: What is happening (in the community)? How do we know this? What should be done? Are our efforts having any effect? and, How can we tell?

- The discussions and issues addressed at these meetings must relate directly to the department's strategic plan and stated goals, for example, "a citywide reduction in the number of domestic violence incidents."
- Once again, the training unit must be represented and must actively participate at all command staff meetings. The training officer must be intimately involved in reviewing current police practices and policies in order to identify future training opportunities, assist in the selection of equipment and technology, and to actively participate in the department's overall safety, enforcement, and risk management functions.
- CPSM recognizes that nonsupervisory personnel generally should not participate in management meetings. Nevertheless, command staff meetings should include and involve rank-and-file personnel (police officers) whenever possible to obtain their perspectives concerning current patrol operations, community relations, and organizational challenges and opportunities. Authentic and spontaneous dialogue should be encouraged at these meetings.
- Command staff meetings should not be used primarily as a recapitulation of past events. Rather they should be used to generate new knowledge and specific action plans. Command staff meetings have great potential for encouraging brainstorming and innovative problem solving.
- The crime analyst should be present at all command staff meetings and should be utilized to measure the relative effectiveness of major initiatives such as increased enforcement activities in designated hot spots. If directed patrols or undercover operations are planned, police commanders should be asked in advance to define what success looks like. In other words, if such initiatives are undertaken, the crime analyst would be asked to determine whether or not desired results were obtained. Results would be shared openly during command staff meetings.
- Regardless of whether the command staff meetings will address matters beyond traditional crime-fighting issues, the department should develop a comprehensive system (i.e., a data dashboard) for reviewing and regularly reporting out department-wide performance data.
- A distinction must be made between performance measurement that is undertaken for internal purposes (i.e., for the purpose of managing police operations) and performance measurement for the primary or exclusive purpose of reporting out to city officials or other entities. Not all internal performance data should be reported out. Therefore, the department should carefully select those metrics that are believed to be relevant for reporting out purposes. City officials must be engaged in selecting performance categories that are most useful. Once this decision is made, a template or "dashboard" could easily be developed so that all future reports that are forwarded to third parties will appear in a standardized fashion. Performance indicators can be added or removed as necessary. Narrative reports or memoranda should only be used to supplement information provided in these reports. They should not be used as the primary means of transmitting this information.

- It is recommended that the department utilize a standard template to convey pertinent performance information to city officials. This would include primarily budgetary and administrative information, such as sick time, comp time, and overtime expenditures, as well as any other measures that the chief and city officials agree to include. The department must identify one individual to search its data systems to regularly produce internal performance data to be used at command staff meetings. Aggregate data should be broken down and fully analyzed whenever possible. For example, the department must continually report who is accumulating overtime, when, and why?
- CPSM recognizes that both the city and the department have this information. But mere access is not sufficient. This information must be shared, analyzed, and used as the basis of substantive discussions about organizational performance and effectiveness. In this way, the one-on-one meetings that regularly take place between the chief and the city manager will become far more substantive.
- The exact list of performance indicators should be determined by the chief and city officials. The important thing is that: 1) regular (i.e., monthly) meetings take place, 2) that timely and accurate performance information be conveyed on a regular basis to city officials, and 3) that performance discussions follow a uniform/standardized template or format.
- City officials must make it a priority to meet individually with the chief and or his senior staff to discuss the department's monthly performance.
- The department should consider convening risk management meetings that are attended by senior management, the department's training officer, the human resource director, and the city attorney's office. These meetings should take place quarterly and should be used as an opportunity to review the department's past safety, use-of-force, driving, and disciplinary records, and to proactively plan to reduce risk in terms of officer safety and civil liability. Such meetings would perform a much-needed practical function, would foster a culture of safety, and would also serve to enhance officer morale.
- CPSM finds that the department does engage in strategic planning and that its overall strategic plan is understood by most of its personnel. However, we cannot overstate the importance of having a formal (i.e., written and approved) multiyear strategic planning document. Therefore, we highly recommended that the department develop a comprehensive written strategic planning document that includes specific goals and objectives for the department as a whole, as well as all operational units. Once it is developed and properly vetted, this plan should be broadly communicated within the department and throughout the community.
- The department should continue the process of preparing comprehensive annual reports. Annual reports should not, however, simply contain aggregate data for work performed during the previous year. Annual reports must make explicit reference to the department's overall strategic plan. The annual report should contain stated goals and objectives that have been identified for the period in question and should demonstrate the relative degree of success the department has had in achieving each of these goals.

- Unit goals and individual performance goals for members should all be linked in some way to the goals and objectives that have been identified in the department's overarching strategic plan.
- For a more detailed discussion of recommended practices for conducting command staff meetings see O'Connell and Straub. (2007). *Performance-Based Management for Police Organizations* (Long Grove, IL: Waveland Press), pp. 108-123.
- CPSM recommends that the chief establish a chief's advisory group. This group would be made up of community stakeholders such as local clergy, business leaders, school administrators, community advocates, etc., who would meet with the chief perhaps on a quarterly basis to informally discuss community needs and police-community relations. Advisory groups of this type have proven to be extremely successful in many American police departments.
- Utilizing the NeoGov system, the department should develop an enhanced performance evaluation system for its employees which reflects the duties outlined in a job-task-analysis for each position in the department. For specific information about how to develop an appraisal system exclusively for police officers, see Gul, Serdar Kenan and Paul E. O'Connell. (2012). *Police Performance Appraisals: A Comparative Perspective, A Volume in the Advances in Police Theory and Practice Series*. (Boca Raton, FL: CRC Press).

Information Technology (IT)

Two city information systems employees are assigned to the department and are charged with performing the department's IT function. These individuals are city employees who are physically housed in police headquarters and charged with addressing all of the department's technology needs. These individuals manage 12 different systems. The department does not have a standing technology task force. There is, however, a citywide IT steering committee.

The individual who serves as the department's IT director regularly meets with IT directors throughout the state.

These two employees are housed in a large office on the main floor of the headquarters building; they also perform IT functions for the fire department and the emergency medical service (EMS).

The department's records management system (RMS) and computer-assisted dispatch (CAD) system are a "Pro Phoenix" product that has been used since 2005. Members of the department generally expressed satisfaction with the functionality and reliability of both systems. Interestingly, the department was a beta test site for these products, which meant that the purchase was cost-effective and the department received a considerable amount of support from implementation through the present day. The consultants were advised that "there have been very good additions to the product over the years" and that most users are "very happy with the product" because Pro Phoenix is "constantly enhancing" the product.

The RMS is used extensively to handle such functions as report writing; citations; crash reporting and investigations; booking and photographs; etc. The RMS contains many interfaces with statewide systems. As a result, the department is “virtually paperless” as data entered into the RMS (for example, information concerning the application for and execution of a warrant) is automatically transferred to statewide systems. A separate citywide system known as GEMS is used for managing budget and payroll.

The RMS is not used for internal affairs (IA) investigations. A separate system known as IRONDOR is used for that purpose.

The CAD system functions seamlessly with the department’s RMS. Once a call is closed in the CAD system, it is automatically recorded in the RMS.

We were advised that both the RMS and CAD systems are easily queried. IT staff are frequently asked to prepare reports and queries by uniformed members of the department. IT staff do not prepare a standard template of the departments performance data.

It should be noted that the CAD system contains a “unit recommendation function” that is not currently being used. This function indicates how many patrol units are dispatched on each call. The city's fire department does use this function.

Patrol vehicles are equipped with mobile data terminals (MDTs). Officers have the ability to prepare virtually all of their official reports in their vehicles. Officers also have the option to prepare reports at two of the city's fire stations and at police headquarters. Patrol units are equipped with GPS, which enables officers to see the exact location of other patrol units. It is interest to note that patrol supervisors do not have this ability, according to information provided to the consultants.

The department currently utilizes a citywide telephone system, ATT Meridian PBX. We were advised that this system is approximately 10 years old and needs to be upgraded.

Patrol vehicles are equipped with video cameras. At the time of the consultants’ site visit, the department was in the process of phasing out it's “first generation of cameras,” which only provided an exterior view of the area directly in front of the vehicle. Newer camera systems that have the capacity to record interior and exterior videos have been installed in many vehicles. Digital videos from these cameras are automatically downloaded when patrol vehicles approach and enter the garage area of the headquarters building. This is an important feature that enhances efficiency in terms of time savings and protects the chain of custody for these important video records. Video data is stored in the Panasonic Arbitrator system, a data system that is housed in the department's server. It should be noted that the department currently has several servers but that data storage is problematic. It is likely that the department will need to purchase more storage space in the near future. The department’s systems are, however, very well designed and afford a considerable degree of redundancy.

Patrol officers are not currently equipped with body-worn cameras. The department has purchased equipment for the purpose of conducting field tests (a “beta test”) and an analysis of the department’s equipment and operational needs. No body cameras have been deployed as of yet. The consultants were informed that the first use of body cameras will be by officers performing patrol on bicycles. While the state of Wisconsin has not yet formally adopted specific policies for data storage, redaction, etc., the department and the city's attorney are actively monitoring developments in this area.

There are approximately 50 surveillance cameras positioned in public areas throughout the city. This camera system, known as Indigo Vision, maintains images for 30 days on a city server. Police dispatchers are charged with monitoring these cameras.

The consultants were informed that, in the past, some radio reception problems were experienced. We were advised that the problems appear to have been resolved. Nevertheless, such reception problems should be considered to be a significant liability and officer safety issue. Every effort must be made to ensure that such problems are not experienced again.

In the event of an emergency, the department’s dispatch operation could be set up at City Hall or at another police department in the region.

IT personnel periodically prepare “training updates” that are forwarded to members of the service via email.

Recommendations:

- The IT manager should attend and participate in all command staff meetings.
- The department should create a technology task force. This would be a group of sworn and unsworn employees of various ranks who would be charged with meeting regularly to determine the department’s current and future technology needs as well as any steps needed to ensure that the department remains current with regard to technological advancements. The panel should meet on a regular schedule, and should: 1) identify the department’s current technology needs; 2) identify any deficiencies of the department’s current communications (i.e., CAD) and records management system (RMS); 3) revise and update the department’s website, as necessary; and 4) make specific recommendations for improvement, where necessary.
- The IT Manager should serve as chair of the technology task force.
- The technology task force should be charged with developing a detailed, multiyear technology plan for the department. This plan would include a statement of current needs, as well as a detailed strategy for replacing old systems and equipment and acquiring new technology and equipment (software, hardware, etc.), adequately training personnel, and implementing a variety of advanced technologies to enhance organizational performance. The technology task force should also be charged with field testing and evaluating any new technologies.

- Both IT personnel should be members of the department's newly created IT task force and should actively participate in it.
- In addition to addressing the data storage problem, the newly established IT task force should develop a formal replacement plan for the department's IT equipment and software.
- IT personnel have not been asked to provide in-service training to members of the department in recent years. It is recommended that IT personnel work with the department's newly established technology task force to develop specific training, updates, skills development, and cross-training for records clerks, officers, etc. The department's "open training days" should be used for this purpose. This will prove to be extremely useful in terms of proactively addressing user problems and providing knowledge to end users about the capabilities of the department's various systems.
- Resources should be made available for the professional development of both of the department's IT personnel.

Community Support Operations

The Community Support Division consists of an administrative lieutenant, one sergeant, six officers (including school resource officers [SROs]), an administrative support specialist, and part-time community service officers. This unit's function is to "prevent, resist and eliminate crime and other disorders in neighborhoods" and to "provide citizens, community groups, businesses, schools and social and civic groups with programming aimed at establishing and maintaining productive partnerships" (Wauwatosa Police Department 2015 Annual report). A comprehensive listing of various programs and services provided by the community support division appears in the department's 2015 annual report. All of these efforts are indeed quite commendable.

While much is being done in terms of community support and programming it is somewhat unclear how these efforts relate to the department's normal patrol operations. True community policing efforts must be undertaken by patrol officers and their supervisors, not merely by specialized units. There must also be a way to accurately document and assess the relative effectiveness of these efforts. Members of the community support unit are clearly working closely with the department's Patrol Division; however, there is no clear evidence that the department has a single overarching community policing strategy that permeates all of its operations. This should be viewed as a limitation. The department does not have a strategic plan that articulates community policing goals and objectives with a department-wide focus; therefore, community policing efforts are not clearly articulated or measured.

The department has four school resource officers (SROs). Each officer receives two weeks of specialized training. School resource officers have their own office and are reassigned to support patrol operations by performing directed patrols, bicycle patrol, etc. when school is not in session. Two SROs are typically assigned to the high school and two to the middle schools. SROs frequently work with one another in terms of joint operations and investigations. They also work frequently with the patrol division and detectives. The consultants were advised that the school district funds

75 percent of these positions. Active shooter training has been conducted at the schools. Such training is conducted annually and all officers and detectives have received this training. Safety drills are also conducted for students, faculty, and administrators at area schools.

There are two community policing officers who are primarily responsible for conducting the department's community policing efforts, including block watch programs; crime prevention (such as home and commercial security surveys); special events; community outreach (such as publication of a quarterly newsletter); and liaison with the police reserves.

A nonsworn fulltime parking specialist works Monday to Friday and is primarily charged with parking enforcement and addressing parking complaints. Another part-time parking specialist addresses overnight parking enforcement. A code enforcement officer is employed by the city.

Approximately five to eight nonsworn community service officers are employed to address noncriminal complaints and ordinance violations and other general duties that help to "free up patrol officers."

The department does not operate a formal "extra duty" program, but it does bill third parties for special events whereby outside parties hire uniformed officers for special details. Currently, the department bills events at \$50 per hour per officer, which is the median hourly overtime rate for police officers. Payment is made directly to the city although the city does ultimately charge these funds back to the department. For large-scale special events, the department creates specific safety plans and sets up a mobile command post. The department had 47 permitted events during 2015. The consultants were informed that the local mall pays the city for the cost of one fully equipped officer per year. Officers are assigned there primarily from 2:00 p.m. to 10:00 p.m. A second officer is assigned during peak times, such as the holiday shopping season.

The department utilizes a cohort of police reserves. This is a group of approximately 30 volunteers who perform nonenforcement services, such as traffic duty, perimeter security at special events, and various volunteer projects for the department. The department has utilized police reserves for approximately 75 years.

The department has a social media presence on Facebook and Twitter.

The department is to be commended for several of its community outreach efforts, such as "coffee with the cop" (June 24, 2012) and the "Cops and Bobbers program" whereby members of the department go fishing with special needs children from the community. Such programs are essential for developing and maintaining strong bonds with the community, particularly during these times when police-community relations across the country appeared to be so strained.

The city has a false alarm abatement program, whereby property owners of chronic false alarm locations are fined on a progressive scale. It should be noted that property owners are never "cut off" in terms of police response regardless of the amount of fines that have been imposed. Such programs not only generate revenue to the city but enhance officer and public safety, as well as the overall quality of life within the community.

The department has an active college intern program. The department typically sponsors approximately two to three students per semester in nonpaid positions whereby student interns are rotated through dispatch, patrol, etc.

Recommendations:

- The department's newly assigned crime analyst should perform a comprehensive multiyear analysis of all property crime originating from the Mayfair Mall, as well as any other identified commercial 'hot spots.' This analysis would inform and might very well justify the department's decision to create a Retail Theft Unit that could be substantially subsidized by commercial entities operating in these areas.
- CPSM recommends that the department convene a group to develop a multiyear public information strategy. This group should consist of three to five individuals of various ranks who would meet periodically to plan, develop, and implement a clear public information strategy for the department.
- The department should continue to have a designated public information officer (PIO), who must be properly trained and supported. The PIO should serve as chair of the above referenced group.
- This group should avail itself of outside resources, such as a member of the local press or a professor of communications from a local college or university. CPSM suggests that the department look to the Boca Raton (Fla.) Police Department as an example of a modern police agency with a sophisticated public information strategy and as a potential source of information and support.
- The resulting public information strategy should be incorporated into the department's overall strategic plan.
- The department's public information strategy should include clear goals and objectives including, but not limited to, the effective use of social media.
- In an effort to communicate the overall strategic plan and to solicit feedback from personnel, the chief should convene an annual "town hall"-type meeting of all sworn and nonsworn personnel. Many police departments throughout the United States have used this method as a vehicle for ensuring open communication within the department, particularly during times when the agency is undergoing a planned process of change. An agenda should be published in advance and the department's administration should solicit potential agenda items from all members of the department.
- CPSM recommends that the department undertake a comprehensive citizen survey that would be designed to gauge the opinions and perceptions of as wide a sample of the community as possible (i.e., it would attempt to reach individuals who reside in the community, work in the community, or visit the community). Such a survey should be conducted every few years.

- CPSPM recommends that the department seek the assistance of faculty from a college or university in the area, and who can assist the department in the development of an appropriate survey instrument, administration of the survey, and analysis of findings.

Records Management

As stated elsewhere in this report, the department is virtually paperless due to the functionality of its electronic records management system (RMS). A minimal amount of hard copy records are retained pursuant to the department's records retention policies. These include training records, hiring records, Chief's files, uniform crime report filings, etc. The old records storage area was inspected and found to be particularly clean and well organized in a properly secured area. Only records clerks and the Chief's secretary have access to the older files. The department's record retention policy is clearly stated, appropriate, and closely followed. An administrative sergeant supervises the department's records clerks and warrants clerk. All records and warrant clerks are cross-trained to perform the records and warrant functions and to handle the front desk area. Clerks who work at the front window are primarily responsible for monitoring the department's telephones, taking fees for citations, and providing records and information to members of the public. Records requests from citizens, other departments, attorneys, and insurance companies are also received electronically and by mail. The property clerk is charged with providing fingerprinting services to members of the public.

Records clerks are also charged with reading and reviewing police records as they are prepared during the ordinary course of business in order to ensure their accuracy and completeness. For example, once a crash report is prepared on an MDT by a patrol officer, it is electronically forwarded to a supervisor for review and approval. Once approved, it is forwarded into the RMS in "accepted" status. Records clerks then read and verify the report and look for supplements when necessary. If a problem is noted, the document will be electronically sent back to the reporting officer and or supervisor. Once the report is corrected and verified, it is then electronically transmitted to the state's traffic and citation system (the TRACS 10 system). Whenever any police report has been reviewed and approved it is ultimately "locked" so that further access is denied and no further alterations can be made by any member of the department.

The state Department of Justice performs ongoing audits to all information that goes into its system. This includes information concerning stolen property, missing persons, warrants, etc. Every three years the state Department of Justice will perform "spot checks" or audits of the department's data and recording processes. Typically, the department will receive notice of these audits several weeks beforehand.

The chief function of the warrant clerk is to record municipal arrest warrants that have been issued by a municipal judge for nonfelony offenses such as failure to appear or failure to pay. At the time of our site visit, we were informed that there were approximately 4,000 such warrants outstanding. This unusually high number is attributable to the antiquated means of conveying such warrants to the department. Hard copy warrants are produced and transported to the department by courier.

Apparently, hard copies are necessary since state law requires a judge's original signature on these documents. These documents therefore cannot be scanned and no electronic interface is available to produce a steady stream of documents in order to avoid backlog. Once documents arrive at the department, data must be entered manually into the system. The warrant clerk is required to obtain data from the Department of Transportation, the FBI, and the state, to then enter information into the department RMS, which is then entered into the state system. Data must be entered in a timely fashion. The department is also required to engage in a validation process in order to "keep the warrants fresh." This often entails performing an additional criminal background check.

The consultants recognize that the department is unable to remedy this situation due to existing law. Nevertheless it is clear that this is an antiquated and costly process that results in an extraordinary amount of useless administrative work.

Recommendations:

- One sworn or nonsworn member of the department should be identified to serve as "chief information officer (CIO)." This person should be charged with taking a comprehensive inventory of the department's various databases. In other words, the department needs to know what it knows. In light of technological advances in American policing, and continued calls for transparency and accountability (See, for example, *The Final Report of the President's Task Force on 21st Century Policing*), the amount of electronic data generated by the WPD will be increasing at an exponential rate over the next several years.
- The department currently has small pockets of analytics, dispersed throughout the organization in various units. These analytics certainly assist managers in terms of providing decision support. However, these pockets of analytics are not properly linked and are only now becoming important to the organization. They are not yet being used in a strategic manner. In essence, the units are not openly talking to each other. The WPD must now advance to the point where it is routinely using timely and accurate data to inform most management decisions (both crime-fighting and administrative decisions). In this way, the department's leadership can view the entire organizational landscape; that is, obtain an accurate view of subtle changes in the internal and external work environments and actively engage in 'systems thinking' as the ordinary course of business.

Training

An operations/personnel and training lieutenant (who also serves as the department's public information officer (PIO) and special response team commander) is designated as the department's "training officer." It should be noted that this individual is primarily a training "coordinator" as his duties are primarily administrative in nature rather than in direct instruction.

Recruitment, Hiring, and Recruit Training

Recruitment is coordinated through the city's human resource office. Job announcements are posted and distributed regionally via the Wisconsin law enforcement network. Written

examinations are no longer required for the position of police officer. Once an announcement has been posted, the department conducts a full-day (7-1/2 hour) assessment center for applicants. This is a pass-fail process that entails structured interviews with five members of the police commission and fire commission. The chief attends these interviews but does not rate applicants or otherwise participate in the selection process. Once this process is completed, background investigations are performed on successful applicants. A conditional offer of employment is then made to the applicant who is then scheduled for a psychological examination, a medical review, and a drug screen.

The department hires both certified and nonpolice certified individuals (i.e., lateral hires). Noncertified individuals are required to attend a regional police academy. There are approximately six regional academies located at technical colleges in the region. The Wisconsin Law Enforcement Standards Board (LESB) establishes academy curriculum, sets the training requirements, and certifies instructors. Recruits receive a total of 720 hours of training while at an academy. Several members of the department are certified and do in fact teach at regional training academies.

Field Training

The department has nine certified field training officers (FTOs). There are also two field training sergeants and one field training coordinator. The field training program for probationary officers lasts approximately 16 weeks and consists of six distinct steps. Steps one, two, and three are each one month in length and entail active supervision and field training. A different FTO is assigned for each phase. All probationary police officers undergoing field training are reviewed in the field by a minimum of three FTOs. Daily observation reports (DORs) and weekly recapitulations are prepared electronically.

Weekly meetings are held among FTOs and field training supervisors to review the DORs. Additional meetings (called cadre meetings) are held after each step of officer training in order to determine whether a particular officer will advance to the next step of training. Step four is a two-week “shadow period” during which time a field training officer is physically present in the patrol unit but is not actively directing the probationary officer’s activities. Steps five and six entail solo patrol whereby probationary officers perform independently, but are still reviewed by FTOs. A probationary officer’s field training can be extended as necessary.

The department’s field training manual, which is provided to all probationary police officers, was reviewed and found to be clearly written, comprehensive, well indexed, and appropriate for its intended purpose. In sum, after careful review, the consultants conclude that the department’s policies and practices concerning field training meet or exceed those of similarly sized American police agencies.

In-service Training

All sworn officers receive 24 hours of in-service training each year over and above the training required to maintain mandatory certifications, such as firearms, Taser, emergency vehicle operation (EVOC), etc. Sworn officers are required to recertify with handguns annually and to recertify in vehicle pursuit training biannually.

The department does not have a comprehensive multimedia training plan. Rather, it follows a training calendar. A review of the 2016 training calendar indicated that the majority of training topics are related to mandatory recertification in the fields of firearms, Intoximeter, Taser, emergency vehicle operation, etc. While this training schedule is highly structured, it does contain “open” training slots that can be used for more proactive training purposes. The consultants were advised that the department has the ability to utilize half-day training sessions to address specific topics or “issues of the day.” For example, a local prosecutor has delivered legal updates in the past. All lesson plans and training materials must be approved in advance by the training lieutenant and all lesson plans are maintained electronically. One meeting is held each year between the lieutenant who is assigned as training officer and “lead instructors” who deliver in-service training throughout the year.

Sworn personnel are also encouraged to seek “outside” training in a variety of venues. Officers can fill out a training request form which is forwarded to his or her supervisor for approval. Final approval for outside training is provided by the training lieutenant. The consultants were advised that the amount of outside training is limited primarily due to travel costs. During 2015 a total of 155 outside courses were attended by members of the department. The department’s warrant clerk is responsible for maintaining records concerning the certification of uniformed members of the department.

It should be noted that all training requests, attendance records, and related information are entered into the ACADIS system, a statewide records management system. All of the department’s in-service training records need to be input into this system. This includes travel reimbursement requests for off-site training. The consultants were informed that the training lieutenant is typically required to make travel reservations for personnel attending such training. The consultants view this as being an unnecessary and inefficient use of the lieutenant’s time.

Online training videos have been provided to department personnel. These programs related to risk management and are prepared by the municipal association’s insurance arm. Other than the foregoing, the department does not actively use online training products.

No member of the department has been sent to the FBI National Academy for more than 20 years.

Executive Development

Newly appointed sergeants attend a first-line supervisor course known as the Leadership in Police Organizations course. This course is sponsored by the International Association of Chiefs of Police (IACP). Other command-level courses are offered at various police training facilities in the region, such as the Wisconsin Command College. The municipal association’s insurance arm also offers certification and supervision by means of a 16-day management training course.

Recommendations

- The training lieutenant should attend and actively participate in all command staff meetings. The primary purpose of his participation will be to identify training opportunities.

- The department should develop a multiyear training plan. This training plan would identify specific training goals and objectives for all sworn and nonsworn members of the department, and should be incorporated into the department's overall multiyear strategic plan. The department's training officer would be chiefly responsible for developing, reviewing, and revising this plan as necessary.
- A training committee should be established. This committee would meet semiannually and would include participants of all ranks from various units such as detectives, SROs, community support, etc.
- The department should consider including nonsworn personnel in the training committee, such as representatives from the communications section, records unit, etc. The training committee should consider and address the training needs of all members of the department.
- The training committee should assist the training lieutenant in the development and review of a written, comprehensive, multiyear training plan. This plan should include distinct, measurable training goals for the entire department (i.e., for personnel assigned to both the Operations and Administrative bureaus).
- The department should provide the training lieutenant with administrative support. The routine entry of the data into the ACADIS system is a laborious task that would more appropriately be performed by a clerk or other nonsworn member of the department.
- The department should encourage and actively support members of the department to apply to the FBI National Academy.

Crime and Traffic Analysis

The crime analysis function is defused generally throughout the department. Detectives and individuals assigned to other units perform ad hoc analyses as needed, but there is no one member of the department permanently assigned and charged exclusively with performing routine analysis. An administrative specialist assigned to the community support unit "produces crime data as needed." A weekly "Compstat management report" is prepared and distributed, listing all criminal incidents for the prior week, the prior 28-day period, and year to date. This report simply provides aggregate totals without any indication of where, when, or why these events are occurring.

The department's RMS has a crime mapping module that is not currently being used. Community crime maps are not provided to the public. The consultants were advised by one member of the department that the department made some initial inquiries into possibly having a third-party (such as Compass) provide community crime maps, but that the conclusion was apparently that it was cost prohibitive. It should be noted that the city of Milwaukee currently uses Compass, a federally funded program.

The failure to have one individual assigned exclusively to the crime analysis function should be viewed as a limit in organizational effectiveness insofar as the department is not uniformly using data to maximize the uncommitted time of patrol officers.

While the department devotes personnel to perform traffic enforcement, no one member of the department is charged with performing traffic analysis. That is, while enforcement efforts are tied to particular traffic conditions, no member of the department is assigned to performing proactive analyses, maps, etc. for distribution to patrol on an ongoing basis.

Electronic speed boards are used in an effort to reduce speeding. These boards accumulate data that is “passed on to patrol.” Such data are particularly useful for comprehensive analysis of traffic patterns and conditions.

Recommendations:

- The department should designate one sworn or nonsworn member of the department to serve as crime analyst.
- The department should designate one sworn or nonsworn member of the department to perform traffic analysis. (Note: This could certainly be the newly appointed crime analyst.)
- The newly designated crime analyst should be charged with leading the identification and aggressive targeting of chronic problems; crime patterns; criminogenic hot spots; and ‘hot persons.’ The crime analyst should be directed to perform ‘actionable’ analysis. That is, this person should not merely identify what is occurring in terms of crime and disorder, but should determine when, where, how, and most importantly why these events are occurring. This information would be obtained directly from the department’s CAD and RMS systems and would prove invaluable in terms of enabling patrol and investigative units to make effective operational decisions. The department should adopt and use DDACTS (data driven approaches to crime and traffic safety) and/or other resources that are generally available through the Bureau of Justice Assistance (BJA). The BJA generally recommends that a designated analyst dedicate at least ten hours per week to the analysis of crime data.
- The crime analyst must become an active participant in all command staff meetings and a partner in all planned investigative and tactical operations. It is imperative that the analyst receive timely and accurate feedback concerning all tactical plans that are formulated as a result of the information that he or she provides.
- In order to become operationally efficient, the department must clearly articulate the duties and responsibilities of both the crime analyst and the traffic analyst.
- The crime analyst should work closely with the department’s newly formed technology task force to accurately assess the capabilities of the department’s current RMS and CAD. If it is determined that the current system is unable to produce the quantity and quality of data reports discussed above, it is highly recommended that new capabilities be developed.
- The newly designated crime analyst should actively participate in professional development and should reach out to the International Association of Crime Analysts (IACA), the COPS

Office, The Center for Evidence-Based Crime Policy, The BJA National Training and Technical Assistance Center (NTTAC), and NIJ's CrimeSolutions.gov for support in developing and maintaining his/her analytical skills.

- The department should utilize COMPASS or an equivalent program to provide timely and accurate crime data to the community via crime maps. The provision of accurate crime maps to the community should be considered a necessity in terms of developing transparency and accountability for police operations (two characteristics that are strongly encouraged in *The Final Report of the President's Task Force on 21st Century Policing* (2015), as well as open communications with all segments of the community.

Property and Evidence Management

An administrative support specialist performs the function of primary property clerk. A detective evidence technician is also charged with intake and maintenance of property and evidence. All detectives have received training regarding evidence collection and handling. Several officers and detectives have received more specific evidence collection and handling instruction, such as arson and fatal crash investigations.

Property lockers were inspected and were found to be properly secured and appropriate for their intended purposes. They are not 'pass through' lockers. The administrative support specialist is charged with emptying out property lockers on a daily basis, recording and properly storing all items. Her normal working hours are Monday through Friday from 0800 to 1600. There are two keys to these lockers that were found to be properly secured and accounted for. Key security and access control for all areas were found to be appropriate. Hallway doors are controlled with keypads and an electronic record is made of all activity throughout the building.

The evidence and property processing area was inspected and found to be properly equipped for the 'bagging and tagging' of items. There is an evidence drying room and ample space for the storage of bulk items. Narcotics are weighed and tested in the processing area, but are not photographed. The department has a policy for the double-counting of currency. The property management module of the Phoenix RMS system is used for all intake, transfer, and destruction/return of property and evidence. Bar coding and scanning are used for all items. It is a virtually paperless process. The electronic property/management system was described as "very functional."

There is one main property vault in the headquarters building. It was found to be properly secured and adequate measures are in place to control entry and egress. Narcotics and currency were appropriately segregated and secured in the main vault. The detective evidence technician transports narcotics to the crime lab for further analysis. There is a separate gun locker on the basement level of the headquarters building. That was also found to be properly secured and maintained. A garage area in an adjoining structure is used for the storage of bicycles.

Narcotics and firearms are periodically destroyed. Adequate steps are taken to ensure the integrity of the process, and distinct staging areas are established for items to be destroyed. A 'narcotics burn' is conducted annually with the sheriff's department and other agencies. Firearms are taken to the Milwaukee Crime Lab by the detective evidence technician.

A comprehensive audit of all currency and drugs was performed in 2013. Additionally, quarterly "spa audits" are conducted by department personnel. A comprehensive audit of all items has not been conducted for many years.

At the time of the consultant's site visit, the department was in the process of revising its procedures for the collection, preservation, and maintenance of evidence and property (OP 14-04). All of the department's procedures for property and evidence intake, storage, transport and destruction were reviewed and were found to conform to or exceed all requirements of similarly sized American police agencies.

The department's five crash investigators and all detectives are trained in evidence collection. Officers assigned to patrol also perform evidence collection for rudimentary investigations.

Prescription drugs that are dropped into the secured container located in the lobby of the headquarters building are collected daily, properly secured and accounted for, and are regularly disposed of.

Recommendation:

- Suspected illegal narcotics that come into the possession of the department via patrol or investigations should be photographed while in the processing area.

Section 6: Organizational Culture and Climate

Organizational culture is a system of shared assumptions, values, and beliefs that govern how members behave in the organization, while organizational climate is how members experience the culture of an organization. The climate of an organization is shaped by the upper management of an organization. Organizational climate influences productivity, effectiveness, performance, job satisfaction, innovativeness, leadership, and decision making.⁶ There are individual, organizational, and environmental factors that affect officers' understanding of their organizational culture and influences their orientation towards police work and job satisfaction.⁷

CPSM staff wanted to capture the department's culture through the lens of its members. At the same time, CPSM staff wanted to evaluate the department's internal potential and limitations, and the possible opportunities and threats from the external environment. To accomplish these goals, an analysis using the S.W.O.T. method was conducted to provide the department's leadership with a snapshot of the department's strengths, weaknesses, opportunities, and threats from the perspectives of the department members.

Four focus groups were conducted to develop this analysis. The first focus group was made up of sworn supervisory members, the second focus group was made up of sworn officers/detectives, the third focus group was made up of civilian/support members, and the fourth focus group was made up of community members. All participants were selected by the department. The sworn supervisory focus group had ten participants, the sworn officer/detective focus group had nine participants, the civilian/support group had nine participants, and the community focus group had eight participants. All sessions were sixty minutes in duration.

Table 6-1 displays the responses of the sworn supervisory focus group. This focus group consisted of sergeants and lieutenants assigned to diverse divisions. There was one white female included in this group, who is a dispatch supervisor, and the remaining participants were nine white male sworn supervisors. The members of this focus group were enthusiastic, energetic, and supportive of the department. There were a significant number of strengths of the department pointed out by these participants. Participants were very vocal about the quality, loyalty, and dedication of the department members, in particular the sworn officers. The participants believe that the department shares an excellent reputation with the community and other departments. The participants had concerns about the weaknesses of the department but believe that all identified weaknesses have solutions. Participants were optimistic about the department's involvement in federal task forces as an opportunity for the department. In terms of threats to the department, participants were most concerned about the recruitment and retention of employees, and the relationship between city hall and the police department.

⁶ Boke, K. & Nalla, M. (2009). Police Organizational Culture and Job Satisfaction: A Comparison of Law Enforcement Officers' Perceptions in Two Midwestern States in the U.S. Retrieved on November 30, 2015 from <http://www.researchgate.net/publication/24173193>

⁷ Ibid.

TABLE 6-1: Sworn Command/Supervisory Focus Group

<p>Strengths (Internal)</p> <ul style="list-style-type: none"> • Responding to crime and catching criminals • Quick response times to calls • Strong working relations within department • Strong community relations • Good community support • Good customer service to community • Effective SRT for high-risk incidents • Responsive to citizen concerns for traffic • Good training • Good equipment for patrol • Strong pride in department • Good working relationship with other departments • Good relationship with news media • Good volunteers • Loyal and dedicated officers 	<p>Weaknesses (Internal)</p> <ul style="list-style-type: none"> • Slow Human Resource Department in hiring sworn officers • Pay inequity for supervisors • No response from City Hall in addressing supervisors' pay inequity • Patrol is understaffed and limits additional services • Supervisors wearing too many "hats" and performing multiple jobs • Not enough supervisors to take care of administrative tasks and to focus on innovations • Technology challenges – CAD system was updated but Windows system is behind in versions • Interdepartmental communication – we need more communication among divisions and shifts • We need to change our customer service approach – we need more sworn positions or transfer some nonpolice duties to civilian positions • We could do more with more positions • Dispatch is understaffed and could affect officer safety
<p>Opportunities (External)</p> <ul style="list-style-type: none"> • We could bring in more revenue by assigning more sworn officers to task forces for forfeiture funds 	<p>Threats (External)</p> <ul style="list-style-type: none"> • Disconnect between City Hall and the department because we have two different focuses – one on saving money and the other on community safety • Recruiting and retention of personal because other departments have better pay and benefits • Lack of support by City Hall for supervisory pay which results in difficulties attracting the best candidates for promotion • Lack of support throughout United States for police officers

Table 6-2 displays the responses of the focus group of sworn officers. This focus group consisted of police officers and detectives assigned to diverse divisions and shifts. The participants included one black male, seven white males, and one white female.

The participants in this group expressed a deep dedication and loyalty to the department, yet they were not hesitant in expressing their perspectives. This indicates a high level of trust among these participants and the department leadership. Participants were enthusiastic about the strengths of the department. Participants cited the caliber of officers, support of the community, and the department's image as the foundation for the department's success. Participants were concerned about rising health insurance and retirement costs, the effect of business development on crime, and the need for additional staffing to enable officers to patrol neighborhoods more. Participants believe that opportunities exist by assigning more staff to federal task forces. Federal task forces would enable the department to receive free training, equipment, and forfeiture funds. The primary threat to the department was voiced as city hall's focus on economic development and not crime.

TABLE 6-2: Sworn Officers Focus Group

<p>Strengths (Internal)</p> <ul style="list-style-type: none"> • We hold ourselves to a high standard for serving the community • We are well-respected by the community • Good support by the community • Department has become more efficient • Good equipment • Good training • Department members get along with management well and the Chief and captains are supportive of us • Good work schedule • Good field training program 	<p>Weaknesses (Internal)</p> <ul style="list-style-type: none"> • Squad area boundaries need to be redrawn; have not been changed in many, many years • No secure parking at the police headquarters • Health insurance and retirement benefits have substantially increased, resulting in less take home pay • High turnover in dispatch • Dispatchers need to ride with officers to better understand what we do • Our department gets a good idea but doesn't follow through or fully implement it – i.e. detective trainee program, follow-up FTO program • Supervisors' pay for performance evaluation system has resulted in our overtime being cut too much for follow-up cases • Need better succession planning – in 6 years there will be several retirements • Need our task forces better staffed • We are patrolling neighborhoods less due to increased retail development
<p>Opportunities (External)</p> <ul style="list-style-type: none"> • We could take better advantage of being involved in Federal Task Forces for free training, equipment and forfeiture funds 	<p>Threats (External)</p> <ul style="list-style-type: none"> • City Hall only cares about retail development and not crime • City Hall is not supportive of additional police positions because they are focused more on saving money and retail development • City Hall does not recognize that more development results in more crime and we are not planning for the future • Business development is not focused on security, resulting in more crime for police to investigate • More criminals coming into Wauwatosa from Milwaukee

Table 6-3 illustrates the responses of the civilian/support focus group. This focus group consisted of nine white females from the department, but was diverse in assignment and race. The participants were very proud of their department and enjoyed their work assignments.

Participants identified good working relationships among staff, excellent service to the community, and community support as major strengths of the department. The participants also identified an insufficient level of sworn and civilian staffing to properly serve the community and slow hiring practices as a weakness of the department. Interestingly, participants saw a great opportunity to enhance the relationship between city hall and the department by having city hall more involved with the department to increase communication. Budget cuts and the relationship between city hall and the department were identified as potential threats to the performance of the department.

TABLE 6-3: Civilian/Support Focus Group

<p>Strengths (Internal)</p> <ul style="list-style-type: none">• Small town attitude with personalized police service• Great response times to calls for service• We respond to all calls even the small ones and other police agencies will not do that• Strong community support• Excellent programs for community such as Crime Stoppers• Police officers are well-trained• Supervisors have an “open-door” policy• Good communication about critical incidents such as shootings• Many excellent volunteers• Good equipment• Good communication among civilian staff	<p>Weaknesses (Internal)</p> <ul style="list-style-type: none">• Not enough civilian/support or sworn personnel to serve community• Human resources is slow in hiring positions for the department• Poor planning in hiring – we have to wait until the person leaves before we can start the hiring process• Dispatch phone system is upgraded but does not interface well with the other phones in the department – calls get cut-off when you transfer the call• Dispatch is understaffed• City Hall does not treat our department as an asset and our needs are ignored by them• Our civilian/support personnel working the front desk receive complaints from citizens that they don’t see officers in their neighborhoods enough – but we don’t have the right amount of staffing• Civilian/support personnel do not have staff meetings – we need to be kept better informed as to what is going on in the department• Civilian/support personnel need training for what to do if there is an emergency at the department such as an active shooter
<p>Opportunities (External)</p> <ul style="list-style-type: none">• Reach out to City Hall and get them more involved with the department – this will result in greater communication and understanding of the department	<p>Threats (External)</p> <ul style="list-style-type: none">• Budget cuts have hurt civilian/support positions• Continued lack of communication with City Hall will hurt the department even more – we need City Hall more involved with the department. The Mayor and City Administrator should respond to major critical incidents to better understand what we are facing and why we need more staffing

Table 6-4 illustrates the responses of the community focus group. This focus group consisted of four white males and four white females. Again, a consistent attitude emerged among the participants similar to the other focus groups.

The participants were very proud of the department and the relationship between department members and the community. Participants identified police officers being well-trained, respectful and professional as major strengths of the department. The participants also identified the need for crime mapping and posting crimes on the department website to keep the public better informed, and also mentioned the influx of crime from Milwaukee as a weakness. Participants cited an opportunity to increase community communication through establishing a citizens' academy and citywide newsletter. Threats to the department included increased crime in Wauwatosa from the movement of crime from Milwaukee and increased threat of violence that police officers face today.

TABLE 6-4: Community Focus Group

<p>Strengths (Internal)</p> <ul style="list-style-type: none">• Department's ability to relate to the public• Police officers interact well with us• Police officers are always respectful and professional• Our police officers are good mediators with the public• Department has a good working relationship with retail businesses• Good community collaboration by department• Our police officers are good with the kids in the community• Good school resource officers• Well-trained police officers• Good use of reserve officers• Strong Neighborhood Watch Program• Department has good communication with the community• Good use of social media• Department has the oldest reserve unit in the country	<p>Weaknesses (Internal)</p> <ul style="list-style-type: none">• Crime mapping is needed and put crimes on website so community members can access it• The department is being challenged by the influx of crime from Milwaukee
<p>Opportunities (External)</p> <ul style="list-style-type: none">• Fund a citizen's academy to increase communication with the community• Combine the city's newsletter with the department's newsletter and produce hard copies and place the newsletter throughout the community	<p>Threats (External)</p> <ul style="list-style-type: none">• Increased crime coming from the city of Milwaukee and affecting Wauwatosa• Increased violence the police department has to face• Nationally, the media is not supportive of police officers

Table 6-5 summarizes the common themes derived from the four focus groups for each category of the S.W.O.T. analysis. There were many similar themes for the strengths and weaknesses categories.

For the strengths category, participants cited strong community relations, good community support, well-trained police officers, and good equipment. Weaknesses included the need for more staffing, expedited hiring process, need for succession planning, and some technology challenges.

The common themes for the opportunities and threats categories were somewhat limited. Participants identified the need to take better advantage of opportunities through task force

membership. Participants cited lack of communication and understanding between the department and city hall, increased crime, and a national perspective of lack of support of police by community members as threats.

TABLE 6-5: Common Core Perspectives of All Focus Groups

<p>Strengths (Internal)</p> <ul style="list-style-type: none"> • Strong community relations • Good community support • Well-trained police officers • Good equipment 	<p>Weaknesses (Internal)</p> <ul style="list-style-type: none"> • More staffing is needed – police and dispatch • Human Resources is slow in hiring • Need succession planning • Technology challenges – dispatch phones
<p>Opportunities (External)</p> <ul style="list-style-type: none"> • Department could take better advantage of federal task forces for equipment, training and forfeiture funding. 	<p>Threats (External)</p> <ul style="list-style-type: none"> • Lack of communication and understanding between City Hall and the department as to what the challenges and needs are of the department • Increased crime from City of Milwaukee coming into Wauwatosa • Nationally, lack of support of police officers

Based on the results of the focus groups, the following recommendations are provided to address some of the identified issues.

Recommendations:

- Convene a succession planning committee with department staff, city administrator, the Mayor, Police and Fire Commission, and human resources to map out timelines for potential retirements and a strategy for recruitment to immediately fill positions.
- Convene a technology committee to work with the dispatch center phone vendor to immediately address the phone problem. If the problem requires additional funding, include the funding request into a strategic plan tied to the budget.
- Conduct a return on investment (ROI) analysis to weigh the benefit of funding an additional position to serve on a federal task force.
- Have staff from city hall ride with police officers to create a path for increased understanding of the job of a police officer and the challenges faced by them. Additionally, police officers would be exposed to city hall personnel to have an opportunity to understand the challenges faced in managing a city and balancing multiple concerns and political forces.

Section 7: Summary

The Wauwatosa Police Department is a progressive, full-service law enforcement agency that applies the practices of modern policing. CPSM staff observed the practices of the department through data analysis, interviews, focus groups, document review, and operational/administrative observations. It is the opinion of CPSM staff that the entire department is dedicated to executing the department's mission, *"The police shall be diligent in working together with the citizens and members of the public to carry out the mission of this department. It shall be done in the most expeditious and efficient way possible; providing a high level of service while ensuring the rights and integrity of all who come into contact with members of this organization."*

The Wauwatosa Police Department has a strong relationship with the community it serves: this was validated through the perspectives and experiences shared through interviews and focus groups. The department members interviewed by CPSM staff were professional and enthusiastic about their jobs and were very proud of the excellent reputation the department has established with the community. Department members were open and honest with their perspectives and comments: this led CPSM staff to interpret this behavior as an indication of a culture of trust and mutual respect between department leadership and staff.

Progressive departments are able to strategically focus on continuous improvement. As described by Jim Collins in *Good to Great* (2001), "Leadership does not begin just with vision. It begins with getting people to confront the brutal facts and to act on the implications" (p.89). The Wauwatosa Police department demonstrated the ability to critically examine its operations in the spirit of continuing to strive for excellence in police services. The recommendations offered in this report should not be viewed as criticism of the department, but as opportunities to enhance the practices and procedures of a progressive, well-managed, full-service police department that has a desire and vision for greatness.

Section 8: Data Analysis

Introduction

This data analysis on patrol operations for the Wauwatosa Police Department focuses on three main areas: workload, deployment, and response times. These three areas are related almost exclusively to patrol operations, which constitute a significant portion of the department's personnel and financial commitment.

All information in this report was developed directly from the data collected by the Wauwatosa Police Department.

We collected data for the one-year period of March 1, 2015 through February 29, 2016. The majority of the first section of the report, concluding with Table 8-8, uses call data for this one-year period. For the detailed workload analysis and the response-time analysis, we use two four-week sample periods. The first period is from August 1 through August 28, 2015, or summer, and the second period is from February 1 through February 28, 2016, or winter.

Workload Analysis

When CPSM analyzes a set of dispatch records, we go through a series of steps:

1. We first process the data to improve accuracy. For example, we remove duplicate patrol units recorded on a single event and records that do not indicate an actual activity. We also remove incomplete data, as found in situations where there is not enough time information to evaluate the record.
2. At this point, we have a series of records that we call "events." We identify these events in three ways:
 - We distinguish between patrol and nonpatrol units.
 - We assign a category to each event based upon its description.
 - We indicate whether the call is "zero time on scene" (i.e., patrol units spent less than a minute on scene), "police-initiated," or "other-initiated."
3. We then remove all records that do not involve a patrol unit to get a total number of patrol-related events.
4. At important points during our analysis, we focus on a smaller group of events designed to represent actual calls for service. This excludes out-of-service activities and events with no officer time spent on scene.

In this way, we first identify a total number of records, then limit ourselves to patrol events, and finally focus on calls for service.

As with similar cases around the country, we encountered a number of issues when analyzing the dispatch data from Wauwatosa. We made assumptions and decisions to address these issues.

- About 1,350 events (4 percent) involved patrol units spending zero time on scene.
- Approximately 1 percent of other-initiated calls lacked any recorded arrival time. We used the remaining calls when measuring the department's overall response times.
- The computer-aided dispatch (CAD) system used approximately 100 different event descriptions, which we condensed to 17 categories for our tables and 7 categories for our figures (shown in Chart 8-1). Table 8-18 in the appendix shows how each call description was categorized.

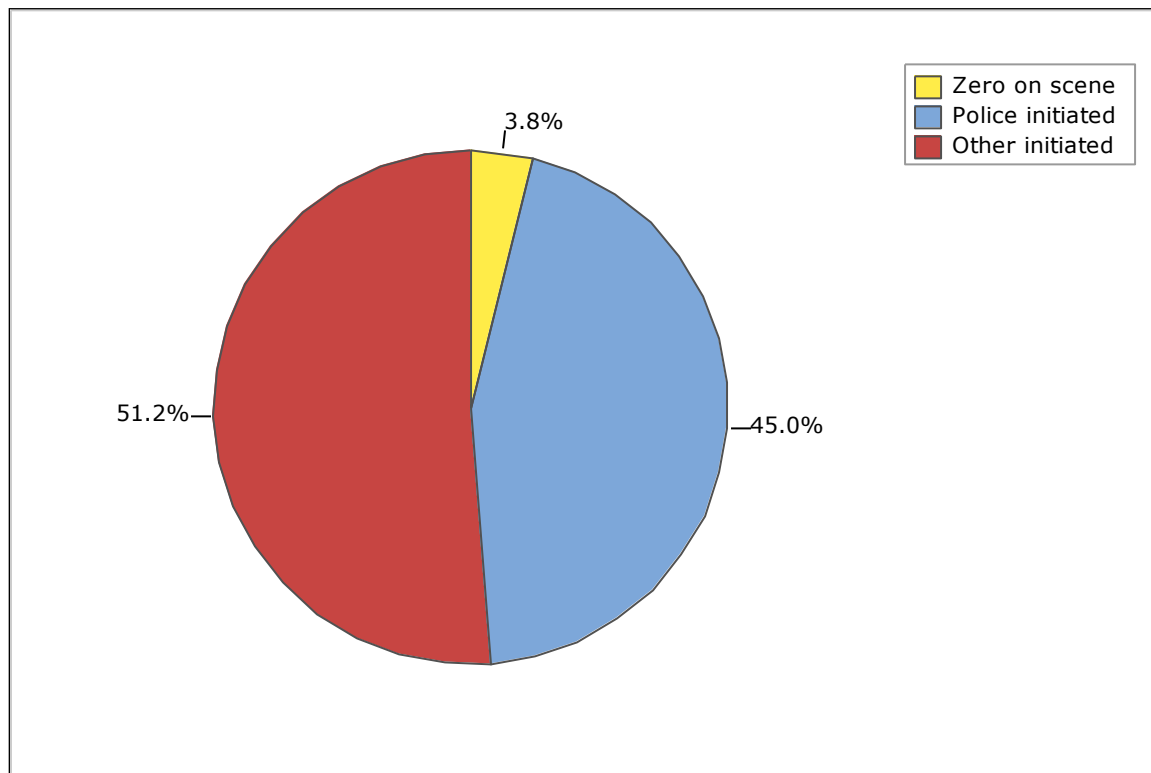
Between March 1, 2015 and February 29, 2016, the communications center recorded approximately 35,300 events that were assigned call numbers and which included an adequate record of a responding patrol unit as either the primary or secondary unit. When measured daily, the police department reported an average of 96 patrol-related events per day, approximately 4 percent of which (3.7 per day) had fewer than 30 seconds spent on the call.

In the following pages we show two types of data: activity and workload. The activity levels are measured by the average number of calls per day, broken down by the type and origin of the calls and categorized by the nature of the calls (crime, traffic, etc.). Workloads are measured in average work-hours per day.

CHART 8-1: Event Descriptions for Tables and Figures

Table Category	Figure Category
Prisoner–arrest	Arrest
Prisoner–transport	
Assist Citizen	Assist
Assist other agency	
Crime–persons	Crime
Crime–property	
Animal	General noncriminal
Juvenile	
Miscellaneous	
Parking Complaint	
Alarm	Investigations
Check/investigation	
Court/DA	
Disturbance	Suspicious incident
Suspicious person/vehicle	
Accident	Traffic
Traffic enforcement	

FIGURE 8-1: Percentage Events per Day, by Initiator



Note: Percentages are based on a total of 35,305 events.

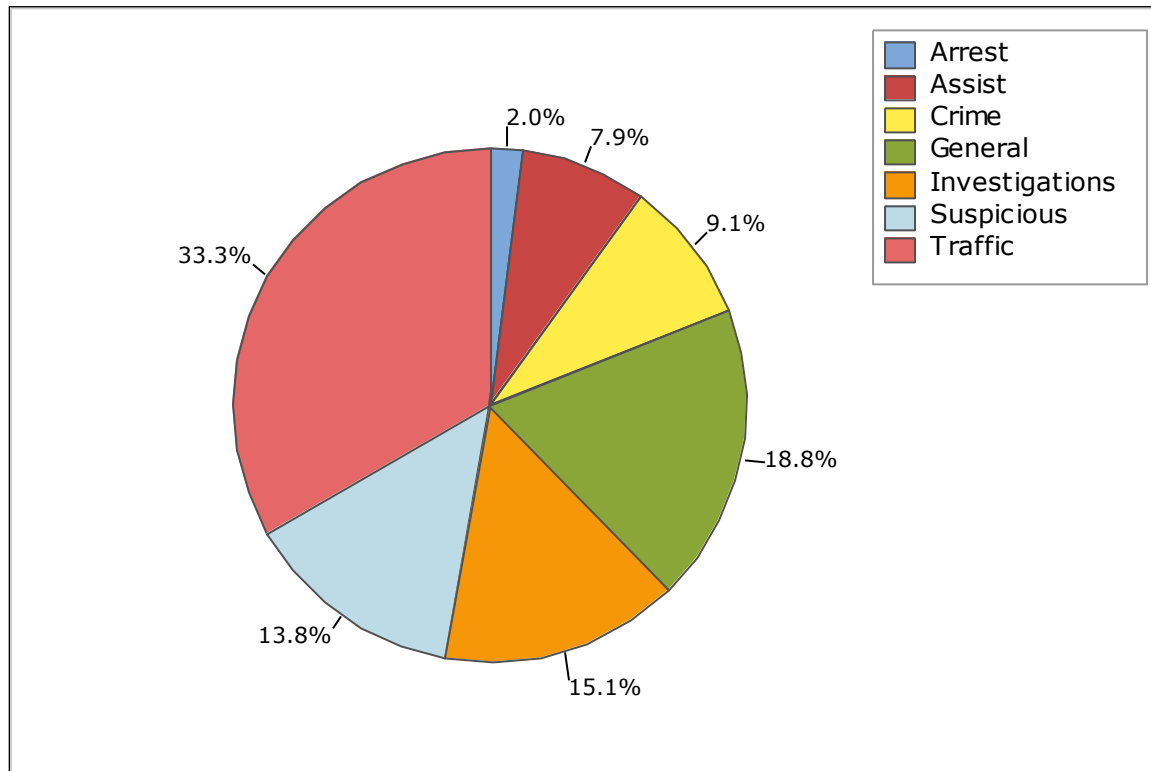
TABLE 8-1: Events per Day, by Initiator

Initiator	No. of Events	Events per Day
Zero on scene	1,350	3.7
Police-initiated	15,881	43.4
Other-initiated	18,074	49.4
Total	35,305	96.5

Observations:

- 4 percent of the events had zero time on scene.
- 45 percent of all events were police-initiated.
- 51 percent of all events were other-initiated.
- On average, there were 96 events per day, or 4.0 per hour.

FIGURE 8-2: Percentage Calls per Day, by Category



Note: The figure combines categories in the following table according to the description in Chart 8-1.

TABLE 8-2: Calls per Day, by Category

Category	No. of Calls	Calls per Day
Accident	2,088	5.7
Alarm	1,127	3.1
Animal	449	1.2
Assist citizen	1,927	5.3
Assist other agency	770	2.1
Check/investigation	3,755	10.3
Court/DA	233	0.6
Crime—persons	515	1.4
Crime—property	2,562	7.0
Disturbance	27	0.1
Juvenile	237	0.6
Miscellaneous	4,955	13.5
Park complaint	741	2.0
Prisoner—arrest	384	1.0
Prisoner—transport	294	0.8
Suspicious person/vehicle	4,667	12.8
Traffic enforcement	9,224	25.2
Total	33,955	92.8

Note: The focus here is on recorded calls rather than recorded events. We removed events with zero time on scene.

Observations:

- On average, there were 93 calls per day, or 3.9 per hour.
- The top three categories accounted for 76 percent of calls:
 - 33 percent of calls were traffic-related.
 - 19 percent of calls were general noncriminal.
 - 15 percent of calls were investigations.
- 9 percent of calls were crimes.

FIGURE 8-3: Calls per Day, by Initiator and Months

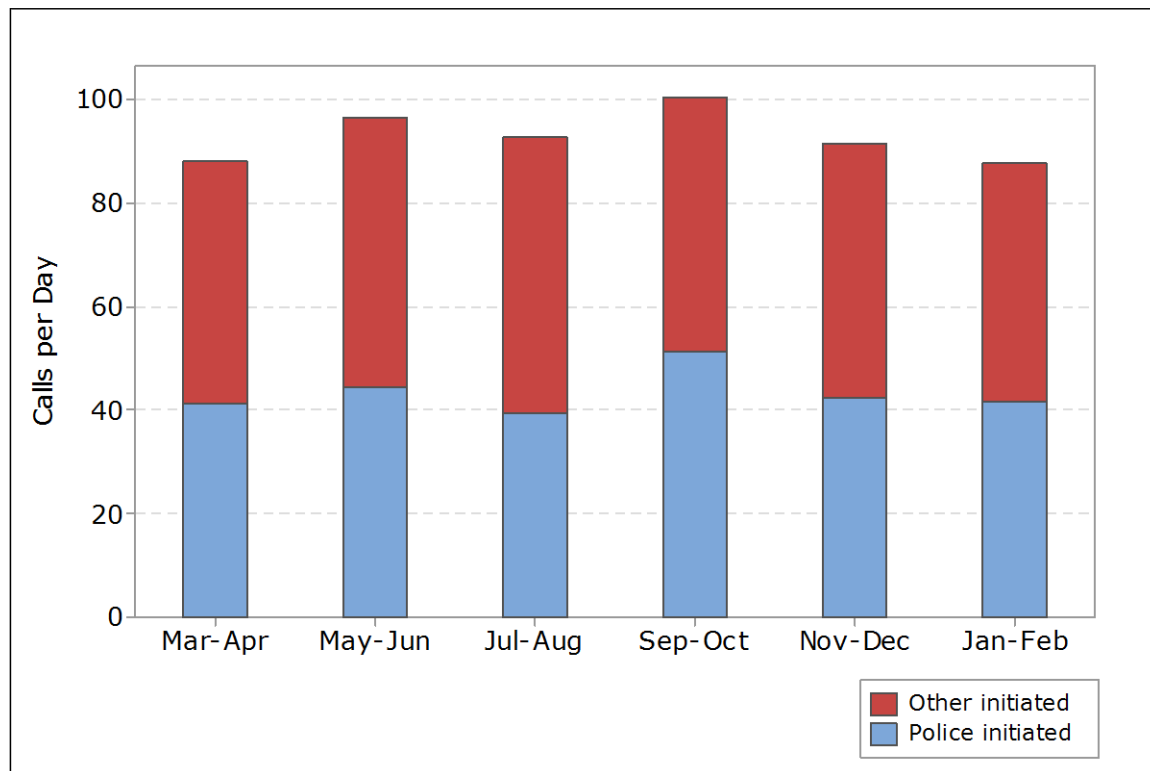


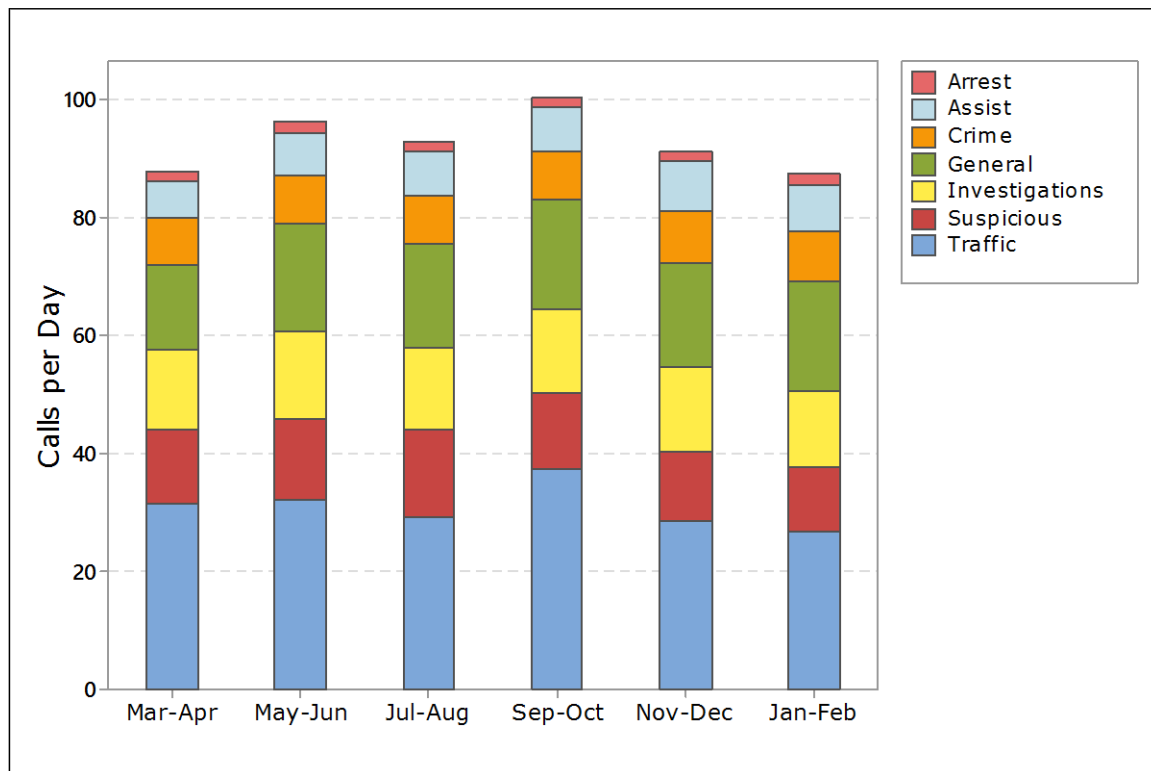
TABLE 8-3: Calls per Day, by Initiator and Months

Initiator	Mar-Apr	May-June	July-Aug	Sept-Oct	Nov-Dec	Jan-Feb
Other-initiated	46.6	52.0	53.5	49.3	49.1	45.7
Police-initiated	41.4	44.5	39.3	51.2	42.3	41.7
Total	88.0	96.5	92.8	100.5	91.4	87.4

Observations:

- The number of calls per day was lowest in March-April and January-February.
- The number of calls per day was highest in September-October.
- The months with the most calls had 15 percent more calls than the months with the fewest calls.
- September-October had the most police-initiated calls, with 30 percent more than the period of July-August which had the fewest.
- July-August had the most other-initiated calls, with 17 percent more than the period of January-February which had the fewest.

FIGURE 8-4: Calls per Day, by Category and Months



Note: The figure combines categories in the following table according to the description in Chart 8-1.

TABLE 8-4: Calls per Day, by Category and Months

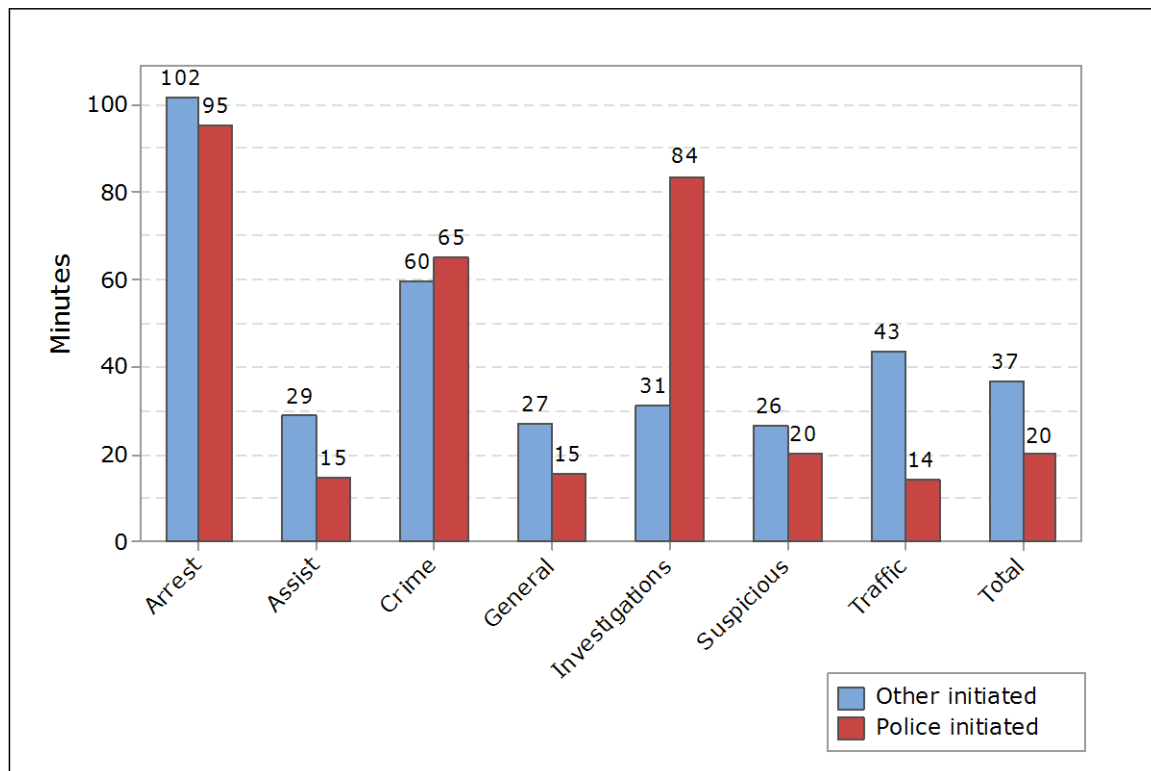
Category	Mar-Apr	May-June	July-Aug	Sept-Oct	Nov-Dec	Jan-Feb
Accident	5.2	5.9	5.7	6.2	6.2	5.0
Alarm	3.0	2.4	3.6	3.0	3.4	3.0
Animal	1.0	1.5	1.3	1.5	0.9	1.2
Assist citizen	4.1	4.9	4.8	5.3	6.7	5.7
Assist other agency	2.0	2.2	2.5	2.0	2.0	2.0
Check/investigation	10.2	11.9	9.9	10.3	10.1	9.1
Court/DA	0.4	0.6	0.5	0.9	0.6	0.8
Crime–persons	1.5	1.5	1.6	1.1	1.5	1.2
Crime–property	6.9	6.8	6.5	7.0	7.2	7.5
Disturbance	0.1	0.1	<0.1	0.1	0.1	0.1
Juvenile	0.7	0.6	0.5	0.7	0.5	0.8
Miscellaneous	10.6	13.8	13.7	14.5	14.3	14.4
Park complaint	1.8	2.2	2.1	2.1	1.9	2.2
Prisoner–arrest	1.0	1.2	1.0	1.3	1.0	0.9
Prisoner–transport	0.7	0.9	0.8	0.6	0.8	1.1
Suspicious person/vehicle	12.5	13.4	14.9	12.9	11.9	10.9
Traffic enforcement	26.5	26.5	23.4	31.0	22.1	21.7
Total	88.0	96.5	92.8	100.5	91.4	87.4

Note: Calculations were limited to calls rather than events.

Observations:

- The top three categories averaged between 65 and 70 percent of calls throughout the year:
 - Traffic calls averaged between 26.7 and 37.2 calls per day throughout the year.
 - General noncriminal calls averaged between 14.0 and 18.7 calls per day throughout the year.
 - Investigations calls averaged between 12.9 and 14.9 calls per day throughout the year.
- Crime calls averaged between 8.1 and 8.8 calls per day throughout the year and accounted for 8 to 10 percent of total calls.

FIGURE 8-5: Average Occupied Times, by Category and Initiator



Note: The figure combines categories using weighted averages from the following table according to the description in Chart 8-1. For this graph, we removed 133 calls with inaccurate busy times.

TABLE 8-5: Primary Unit's Average Occupied Times, by Category and Initiator

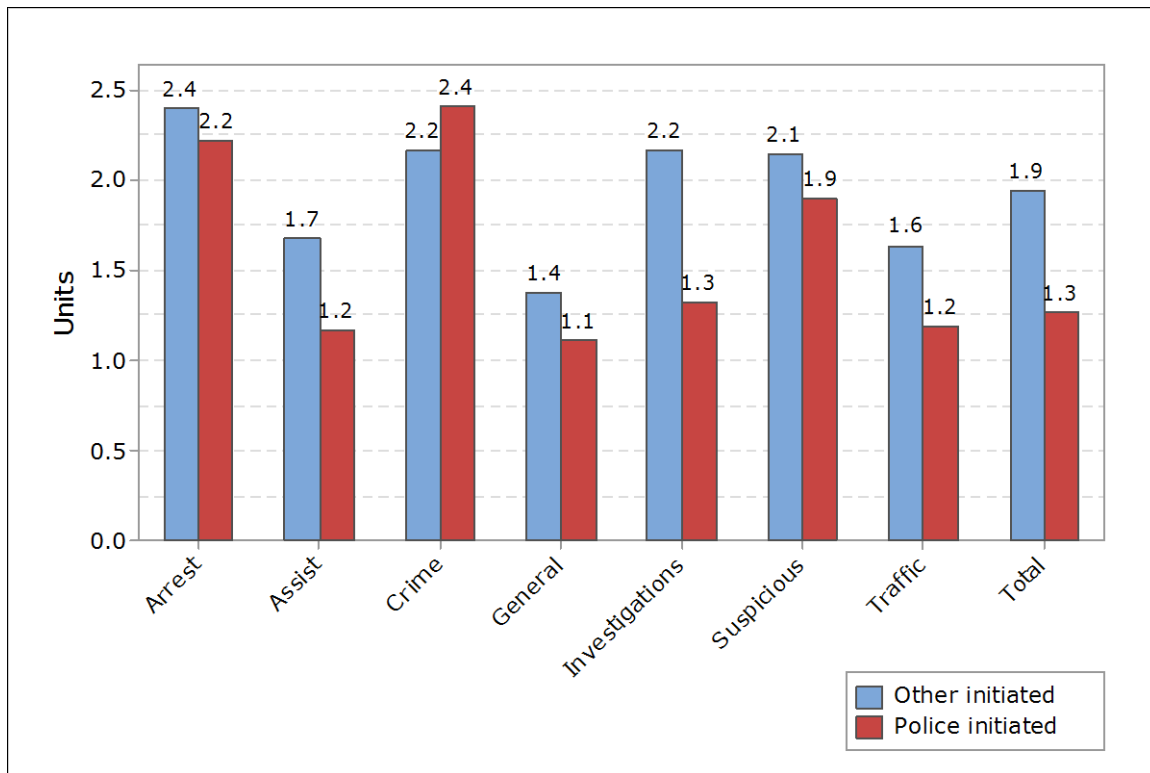
Category	Other-initiated		Police-initiated	
	Minutes	Calls	Minutes	Calls
Accident	45.2	1,945	39.2	140
Alarm	16.8	1,124	3.4	3
Animal	27.9	435	10.3	14
Assist citizen	27.5	1,352	13.4	575
Assist other agency	31.4	642	21.1	127
Check/investigation	35.6	3,464	52.1	285
Court/DA	99.5	5	125.7	218
Crime—persons	85.0	332	70.8	178
Crime—property	56.0	2,413	57.5	134
Disturbance	38.4	22	31.0	5
Juvenile	36.7	202	29.4	35
Miscellaneous	30.6	949	15.4	3,922
Park complaint	18.7	681	10.5	60
Prisoner—arrest	95.5	149	88.5	234
Prisoner—transport	107.0	172	108.2	122
Suspicious person/vehicle	26.4	3,562	20.2	1,097
Traffic enforcement	37.1	591	13.7	8,633
Weighted Average/Total Calls	36.7	18,040	19.9	15,782

Note: The information in Figure 8-5 and Table 8-5 is limited to calls and excludes all events that show zero time on scene. A unit's occupied time is measured as the time from when the call was received until the unit becomes available again. The times shown are the average occupied minutes per call for the primary unit, rather than the total occupied minutes for all units assigned to a call. Observations below refer to times shown within the figure rather than the table.

Observations:

- A unit's average time spent on a call ranged from 14 to 102 minutes overall.
- The longest average times were for other-initiated arrest calls.
- The average time spent on crime calls was 60 minutes for other-initiated calls and 65 minutes for police-initiated calls.

FIGURE 8-6: Number of Responding Units, by Initiator and Category

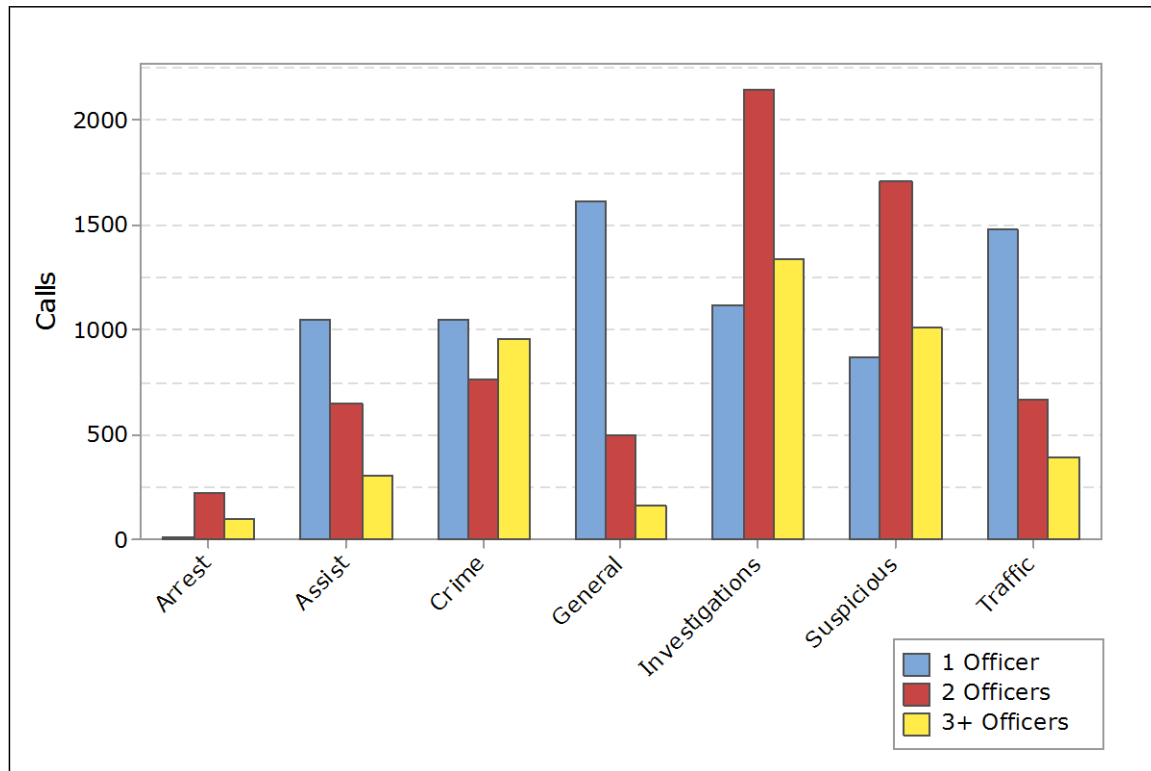


Note: The figure combines categories using weighted averages from the following table according to the description in Chart 8-1.

TABLE 8-6: Average Number of Responding Units, by Initiator and Category

Category	Other-initiated		Police-initiated	
	No. Units	Calls	No. Units	Calls
Accident	1.6	1,948	1.6	140
Alarm	2.3	1,124	1.0	3
Animal	1.3	435	1.1	14
Assist citizen	1.5	1,352	1.1	575
Assist other agency	1.9	643	1.4	127
Check/investigation	2.1	3,466	1.5	289
Court/DA	1.0	5	1.1	228
Crime–persons	3.0	335	2.8	180
Crime–property	2.1	2,426	1.9	136
Disturbance	2.5	22	2.0	5
Juvenile	1.9	202	1.7	35
Miscellaneous	1.4	956	1.1	3,999
Park complaint	1.2	681	1.0	60
Prisoner–arrest	2.7	150	2.3	234
Prisoner–transport	2.1	172	2.0	122
Suspicious person/vehicle	2.1	3,566	1.9	1,101
Traffic enforcement	1.6	591	1.2	8,633
Weighted Average/Total Calls	1.9	18,074	1.3	15,881

FIGURE 8-7: Number of Responding Units, by Category, Other-initiated Calls



Note: The figure combines categories using weighted averages from the following table according to the description in Chart 8-1.

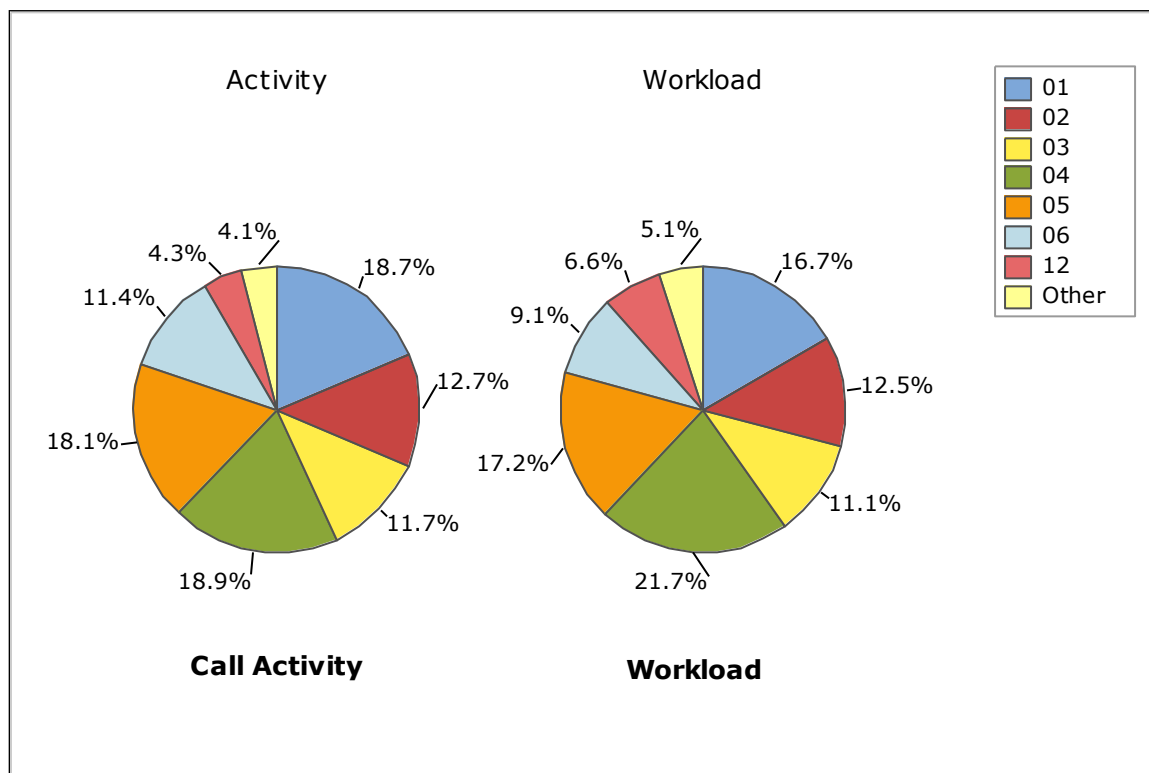
TABLE 8-7: Number of Responding Units, by Category, Other-initiated Calls

Category	Responding Units		
	One	Two	Three or More
Accident	1,128	522	298
Alarm	46	778	300
Animal	335	71	29
Assist citizen	788	429	135
Assist other agency	261	216	166
Check/investigation	1,062	1,364	1,040
Court/DA	5	0	0
Crime–persons	44	74	217
Crime–property	1,002	690	734
Disturbance	2	11	9
Juvenile	80	80	42
Miscellaneous	633	238	85
Park complaint	567	105	9
Prisoner–arrest	3	65	82
Prisoner–transport	2	158	12
Suspicious person/vehicle	867	1,701	998
Traffic enforcement	348	150	93
Total	7,173	6,652	4,249

Observations:

- The overall mean number of responding units was 1.9 for other-initiated calls and 1.3 for police-initiated calls.
- The mean number of responding units was as high as 2.4 for crime calls that were other-initiated.
- 40 percent of other-initiated calls involved one responding unit.
- 37 percent of other-initiated calls involved two responding units.
- 24 percent of other-initiated calls involved three or more responding units.
- The largest group of calls with three or more responding units involved investigations.

FIGURE 8-8: Percentage Calls and Work Hours, by Patrol Area



Note: Calls within patrol areas 7 and 8 or without a recorded Patrol Area are included in "Other" category.

TABLE 8-8: Calls and Work Hours by Patrol Area, per Day

Patrol Area	Per Day		Area (Sq. Miles)	Population
	Calls	Work Hours		
01	17.4	11.8	1.75	11,900
02	11.8	8.8	1.75	8,900
03	10.9	7.8	2.00	7,100
04	17.6	15.3	3.25	6,000
05	16.8	12.1	3.25	6,500
06	10.6	6.4	2.50	6,000
12	4.0	4.7	NA	NA
Other	3.9	3.6	NA	NA
Total	93.0	70.6	14.5	46,400

Note: Area and population values are rough estimates provided by the police department. Assume that areas are rounded to the nearest quarter square mile and populations to the nearest 100.

Observations:

- Patrol areas 01 and 04 had the most calls and together accounted for 38 percent of total calls.
- Patrol area 04 had the most workload and accounted for 22 percent of total workload.

FIGURE 8-9: Percentage Calls and Work Hours, by Category, Summer 2015

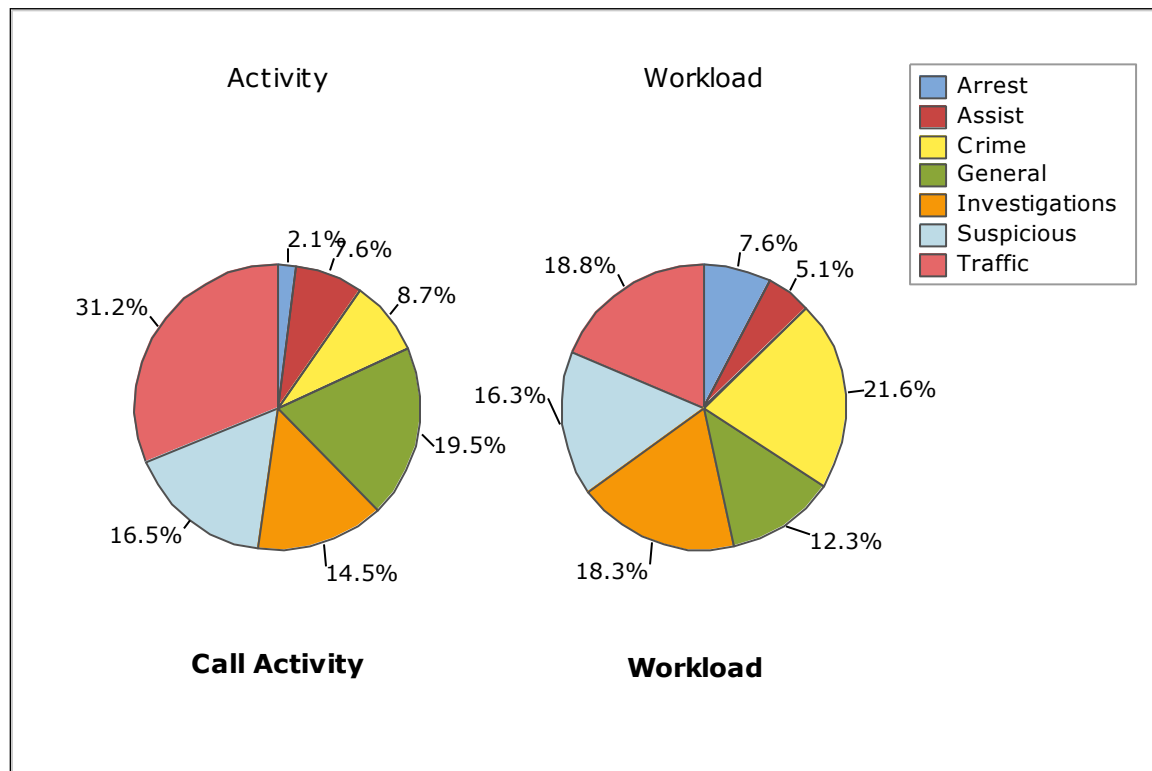


TABLE 8-9: Calls and Work Hours per Day, by Category, Summer 2015

Category	Per Day	
	Calls	Work Hours
Arrest	1.9	5.8
Assist	7.1	3.8
Crime	8.1	16.3
General noncriminal	18.3	9.3
Investigations	13.5	13.8
Suspicious incidents	15.5	12.3
Traffic	29.2	14.2
Total	93.6	75.4

Observations, Summer:

- The average number of calls per day and average daily workload was higher in August than in February.
- Total calls averaged 94 per day, or 3.9 per hour.
- Total workload averaged 75 hours per day, meaning that on average 3.1 officers per hour were busy responding to calls.
- Traffic calls constituted 31 percent of calls and 19 percent of workload.
- General noncriminal calls constituted 20 percent of calls and 12 percent of workload.
- Investigations calls constituted 14 percent of calls and 18 percent of workload.
- Crime calls constituted 9 percent of calls and 22 percent of workload.

FIGURE 8-10: Percentage Calls and Work Hours, by Category, Winter 2016

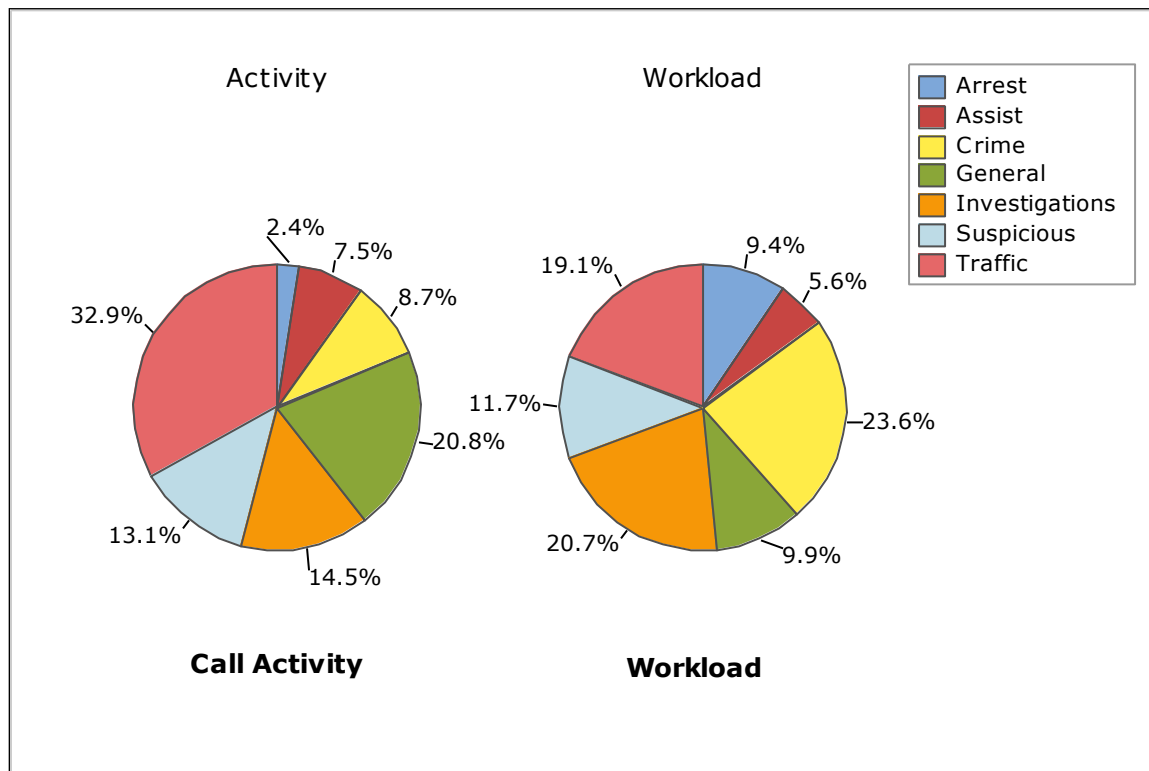


TABLE 8-10: Calls and Work Hours per Day, by Category, Winter 2016

Category	Per Day	
	Calls	Work Hours
Arrest	2.1	6.2
Assist	6.5	3.7
Crime	7.6	15.7
General noncriminal	18.1	6.5
Investigations	12.7	13.7
Suspicious incidents	11.5	7.7
Traffic	28.8	12.7
Total	87.4	66.2

Note: Workload calculations focused on calls rather than events.

Observations, Winter:

- Total calls averaged 87 per day, or 3.6 per hour.
- Total workload averaged 66 hours per day, meaning that on average 2.8 officers per hour were busy responding to calls.
- Traffic calls constituted 33 percent of calls and 19 percent of workload.
- General noncriminal calls constituted 21 percent of calls and 10 percent of workload.
- Investigations calls constituted 15 percent of calls and 21 percent of workload.
- Suspicious incident calls constituted 13 percent of calls and 12 percent of workload.
- Crime calls constituted 9 percent of calls and 24 percent of workload.

Noncall Activities

In the period from March 2015 to February 2016, the dispatch center recorded activities that were not assigned a call number. We focused on those activities that involved a patrol unit. We also limited our analysis to noncall activities that occurred during shifts where the same patrol unit was also responding to calls for service. Each record only indicates one unit per activity. There were a few problems with the data provided and we made assumptions and decisions to address these issues:

- We excluded activities that lasted less than 30 seconds. These are irrelevant and contribute little to the overall workload.
- Another portion of the recorded activities lasted more than eight hours. As an activity is unlikely to last more than eight hours, we assumed that these records were inaccurate.
- After these exclusions 3,098 activities remained, and overall these activities had an average duration of 43.4 minutes.

In this section, we report on the variation of noncall activities by month and day of week. In the next section, we include these activities in the overall workload when comparing the total workload against available personnel in winter and summer.

FIGURE 8-11: Activities per Day, by Month

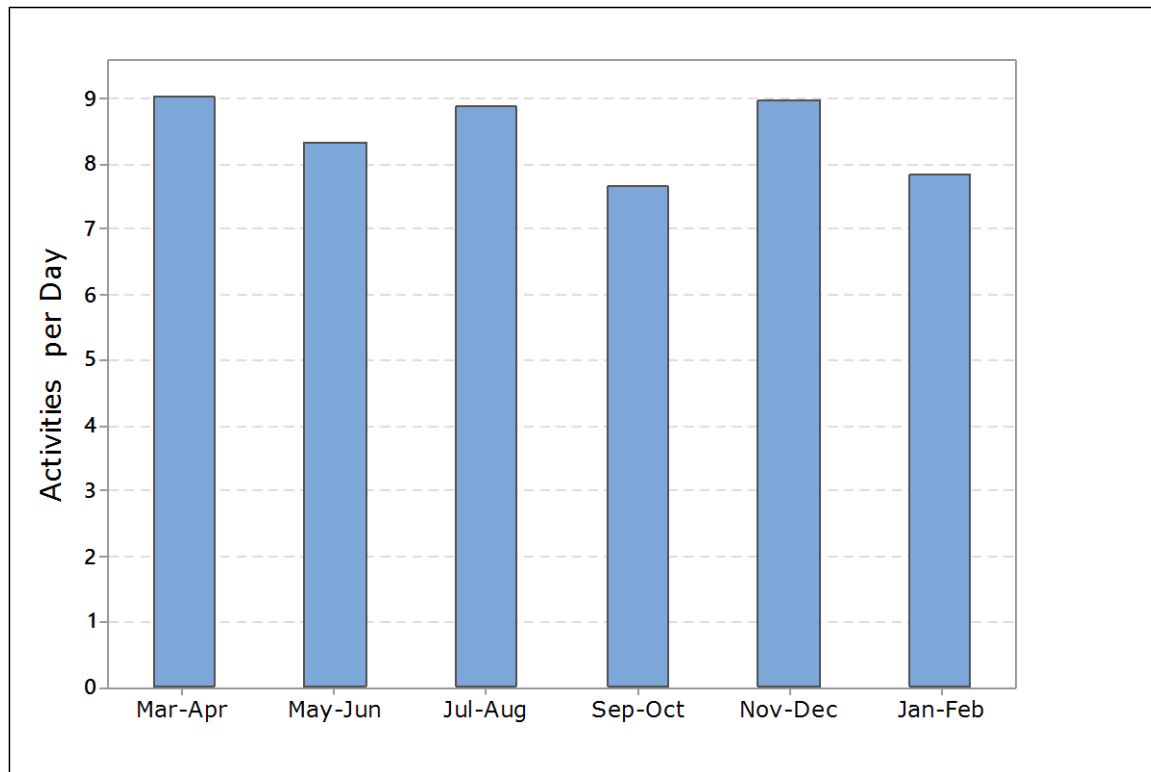


TABLE 8-11: Activities per Day, by Month

Months	Activities per Day
March–April	9.1
May–June	8.3
July–August	8.9
September–October	7.7
November–December	9.0
January–February	7.9
Yearly Average	8.5

Observations:

- The number of noncall activities per day was lowest in September-October.
- The number of noncall activities per day was highest in March–April and November–December.

FIGURE 8-12: Activities per Day, by Day of Week

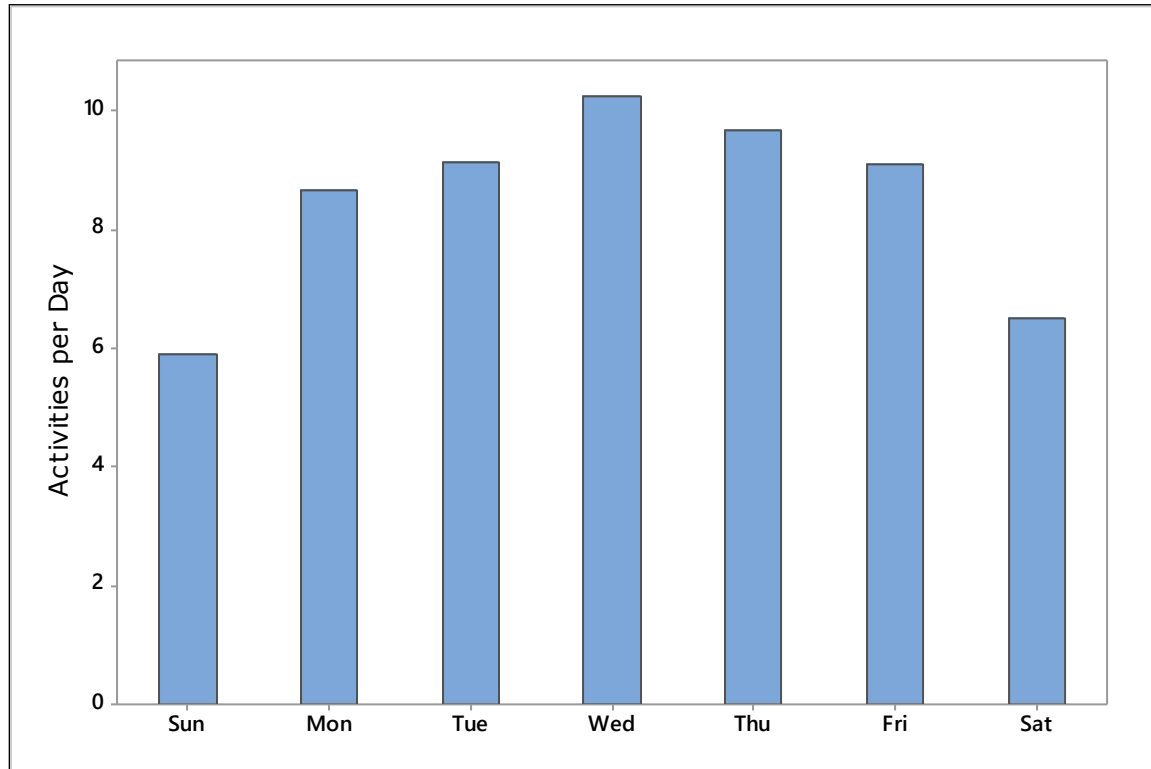


TABLE 8-12: Activities per Day, by Day of Week

Day of Week	Activities per Day
Sunday	5.9
Monday	8.7
Tuesday	9.2
Wednesday	10.3
Thursday	9.7
Friday	9.1
Saturday	6.5
Weekly Average	8.5

Observations:

- The number of noncall activities per day was lower on weekends and lowest on Sunday.
- The number of noncall activities per day was higher on weekdays and highest on Wednesday.

FIGURE 8-13: Activities per Hour, by Hour of Day

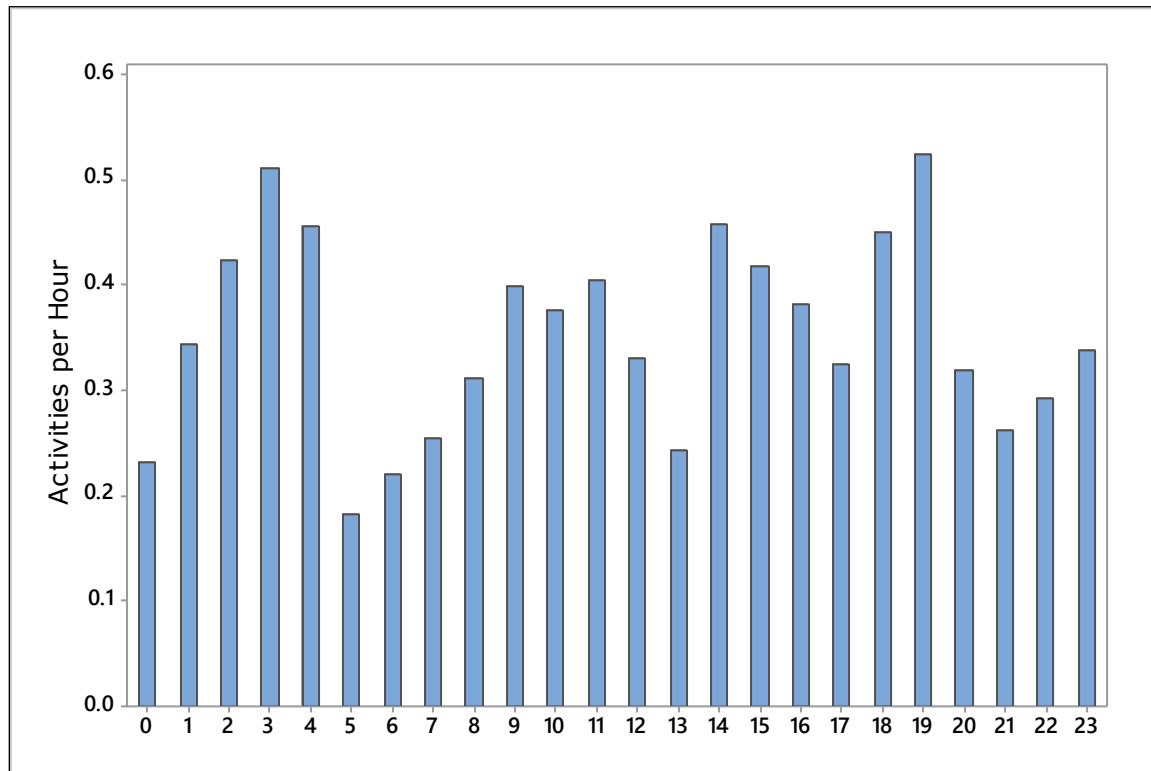


TABLE 8-13: Activities per Hour, by Hour of Day

Hour	Activities per Day
0	0.2
1	0.3
2	0.4
3	0.5
4	0.5
5	0.2
6	0.2
7	0.3
8	0.3
9	0.4
10	0.4
11	0.4
12	0.3
13	0.2
14	0.5
15	0.4
16	0.4
17	0.3
18	0.5
19	0.5
20	0.3
21	0.3
22	0.3
23	0.3
Total	8.5

Observations:

- The number of activities per hour was highest between 3:00 a.m. and 4:00 a.m. and between 7:00 p.m. and 8:00 p.m.
- The number of activities per hour was lowest between 5:00 a.m. and 6:00 a.m.

Deployment

For this study, we examined deployment information for four weeks in summer (August 1 through August 28, 2015), and four weeks in winter (February 1 through February 28, 2016). The department's main patrol force consisted of patrol officers and supervisors operating on 8-hour shifts starting at 6:00 or 7:00 a.m., 2:00 or 3:00 p.m., and 10:00 or 11:00 p.m. The department's main patrol force deployed an average of 9.1 officers per hour during the 24-hour day in August 2015 and 8.9 officers per hour during the 24-hour day in February 2016. When additional units are included (school resource officers, special assignment officers, and K9 units), the department averaged 9.6 officers per hour during the 24-hour day in August 2015 and 9.6 officers per hour during the 24-hour day in February 2016

In this section, we describe the deployment and workload in distinct steps, distinguishing between summer and winter and between weekdays (Monday through Friday) and weekends (Saturday and Sunday):

- First, we focus on patrol deployment alone.
- Next, we compare deployment against workload based on other-initiated calls for service.
- Finally, we compare "all" workload, which includes police-initiated calls and out-of-service activities.

Comments follow each set of four figures, with separate discussions for summer and winter.

FIGURE 8-14: Deployed Officers, Weekdays, Summer 2015

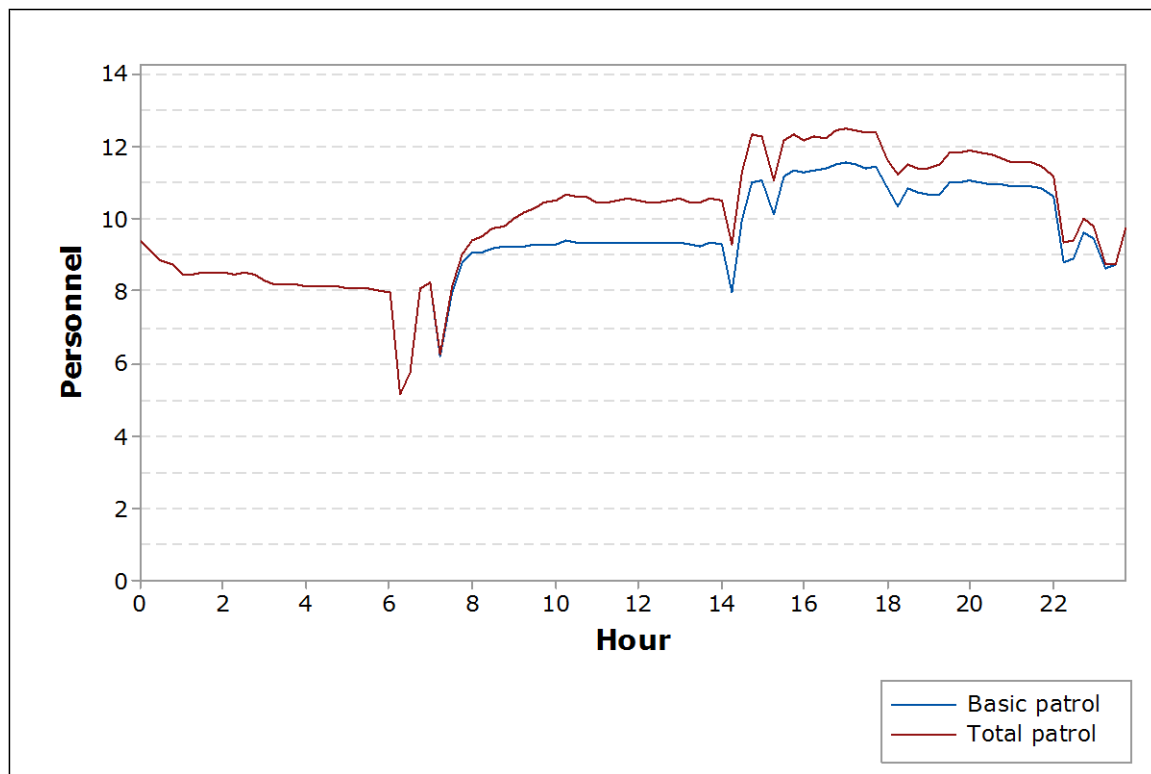


FIGURE 8-15: Deployed Officers, Weekends, Summer 2015

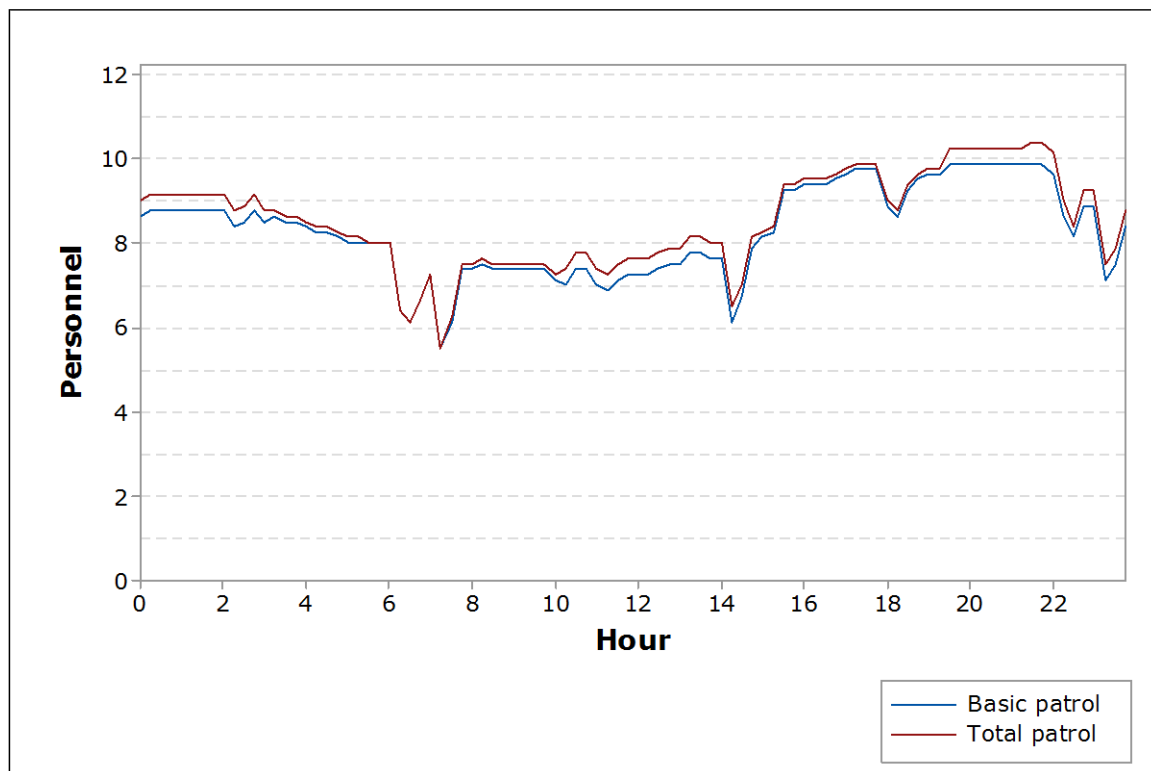


FIGURE 8-16: Deployed Officers, Weekdays, Winter 2016

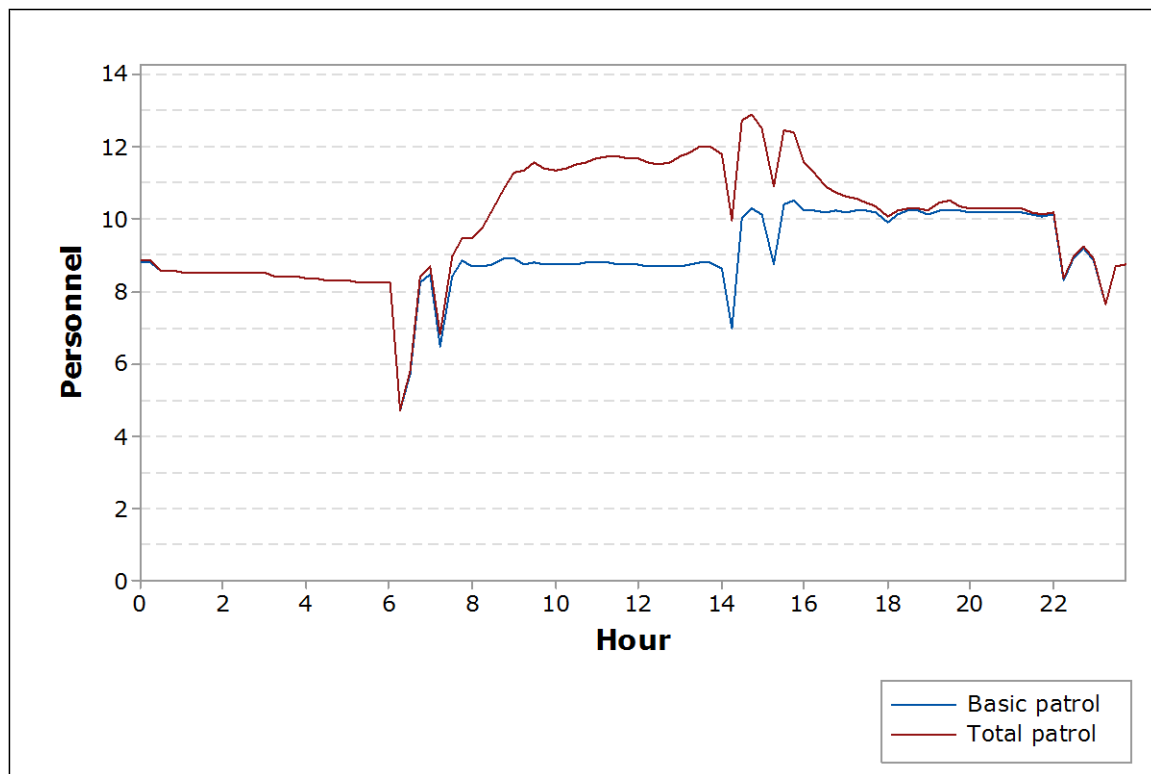
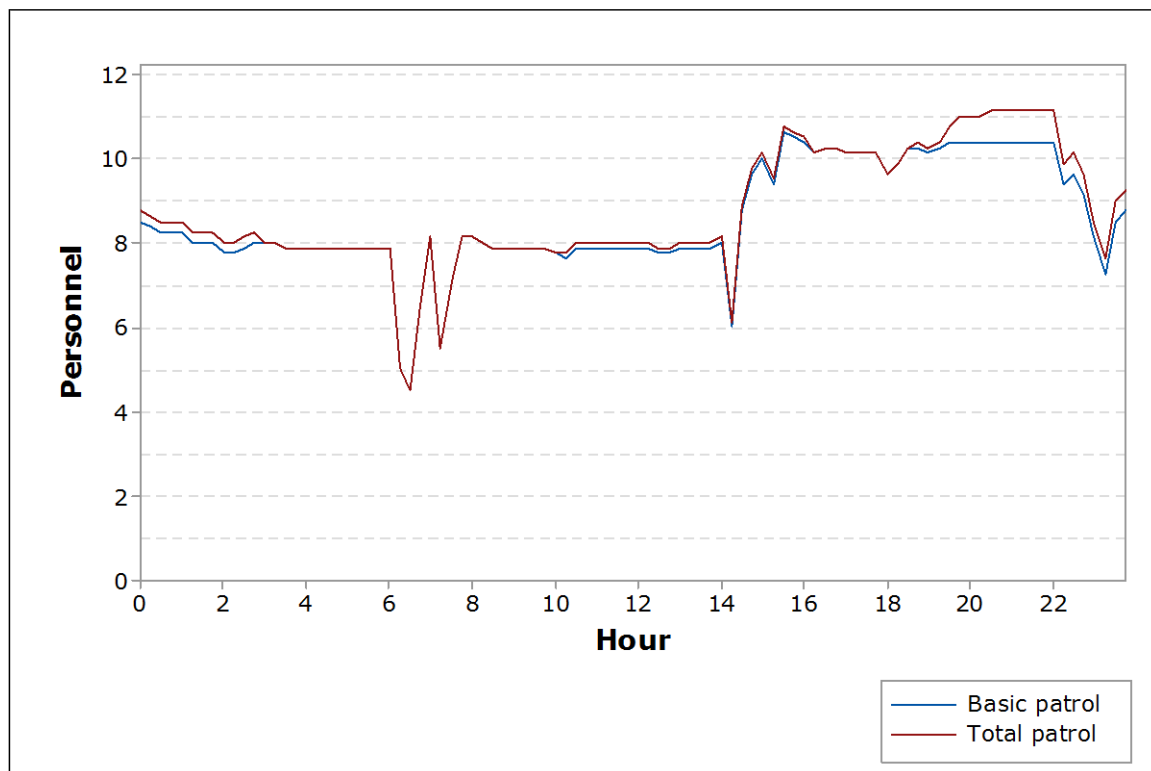


FIGURE 8-17: Deployed Officers, Weekends, Winter 2016



Observations:

- For summer (August 1 through August 28, 2015):
 - The average deployment was 10.0 officers per hour during the week and 8.5 officers per hour on the weekend.
 - Average deployment varied from 5.2 to 12.5 officers per hour on weekdays and 5.5 to 10.4 officers per hour on weekends.
- For winter (February 1 through February 28, 2016):
 - The average deployment was 9.9 officers per hour during the week and 8.8 officers per hour on the weekend.
 - Average deployment varied from 4.7 to 12.8 officers per hour on weekdays and 4.5 to 11.1 officers per hour on weekends.

FIGURE 8-18: Deployment and Other-initiated Workload, Weekdays, Summer 2015

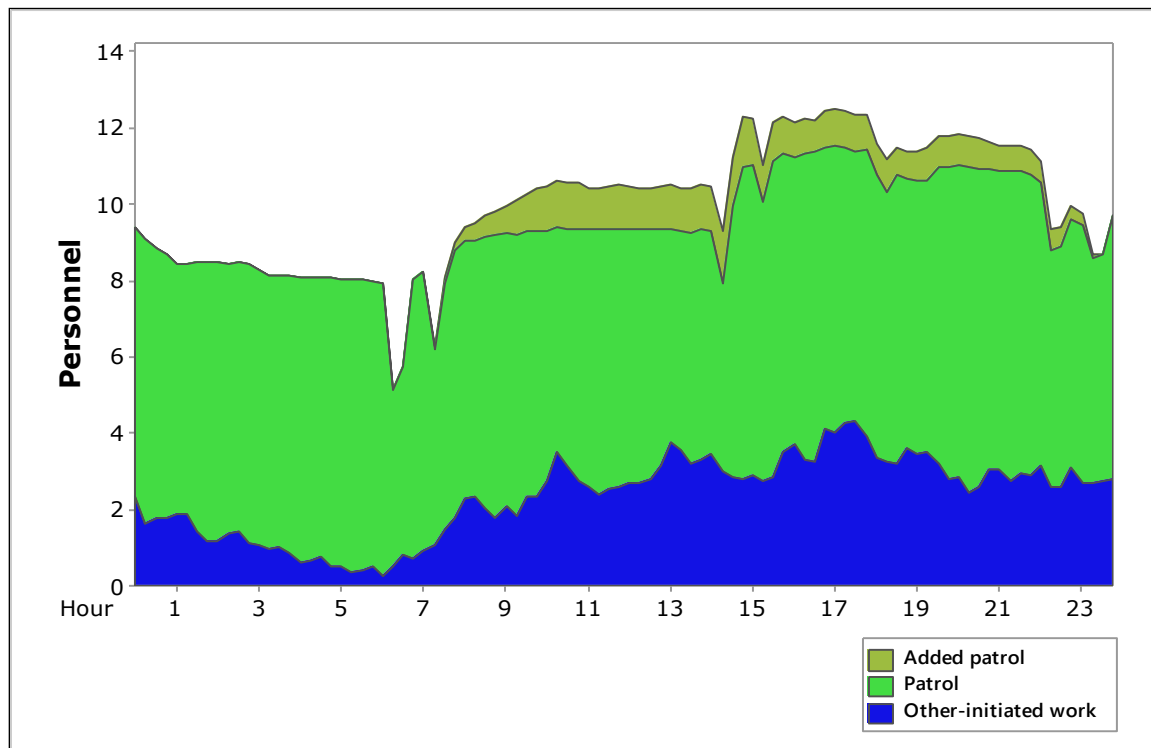


FIGURE 8-19: Deployment and Other-initiated Workload, Weekends, Summer 2015

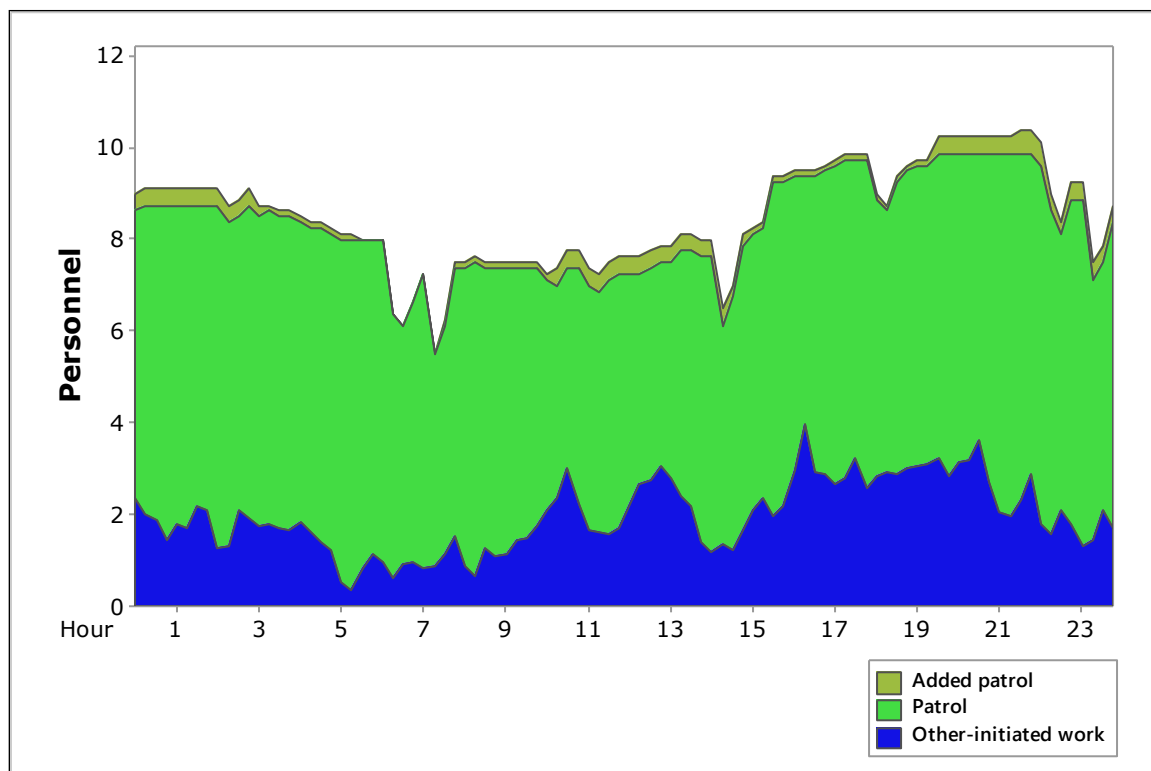


FIGURE 8-20: Deployment and Other-initiated Workload, Weekdays, Winter 2016

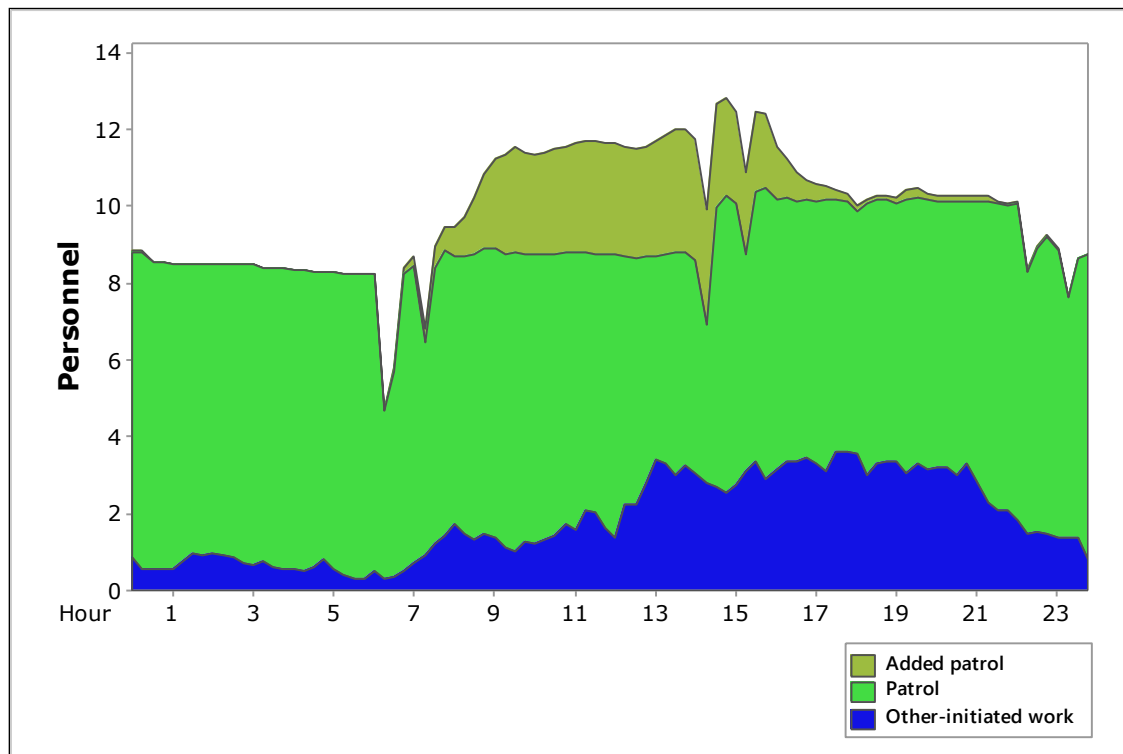
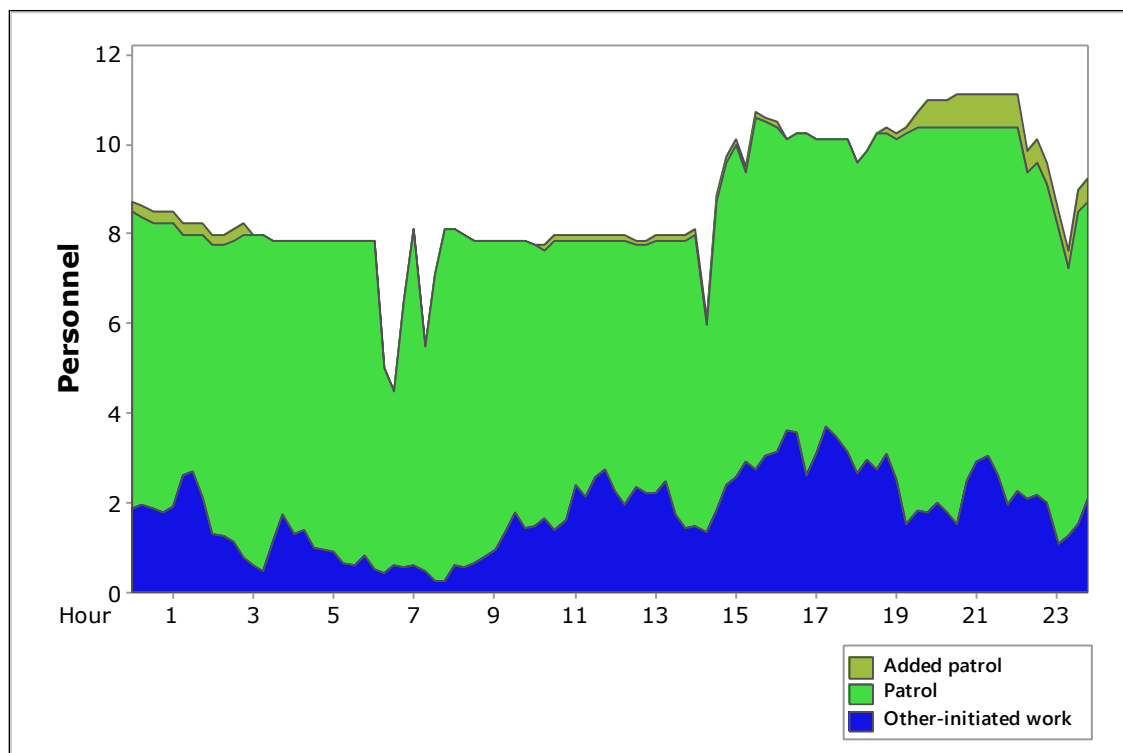


FIGURE 8-21: Deployment and Other-initiated Workload, Weekends, Winter 2016



Observations:

- For summer:
 - Average other-initiated workload was 1.0 officers per hour during the week and 1.0 officers per hour on weekends.
 - This was approximately 16 percent of hourly deployment during the week and 20 percent of hourly deployment on weekends.
 - During the week, workload reached a maximum of 28 percent of deployment between 9:00 p.m. and 9:15 p.m.
 - On weekends, workload reached a maximum of 42 percent of deployment between 11:00 a.m. and 11:15 a.m.
- For winter:
 - Average other-initiated workload was 1.1 officers per hour during the week and 0.8 officers per hour on weekends.
 - This was approximately 19 percent of hourly deployment during the week and 17 percent of hourly deployment on weekends.
 - During the week, workload reached a maximum of 35 percent of deployment between 4:45 p.m. and 5:00 p.m.
 - On weekends, workload reached a maximum of 37 percent of deployment between 10:15 a.m. and 10:45 a.m.

FIGURE 8-22: Deployment and All Workload, Weekdays, Summer 2015

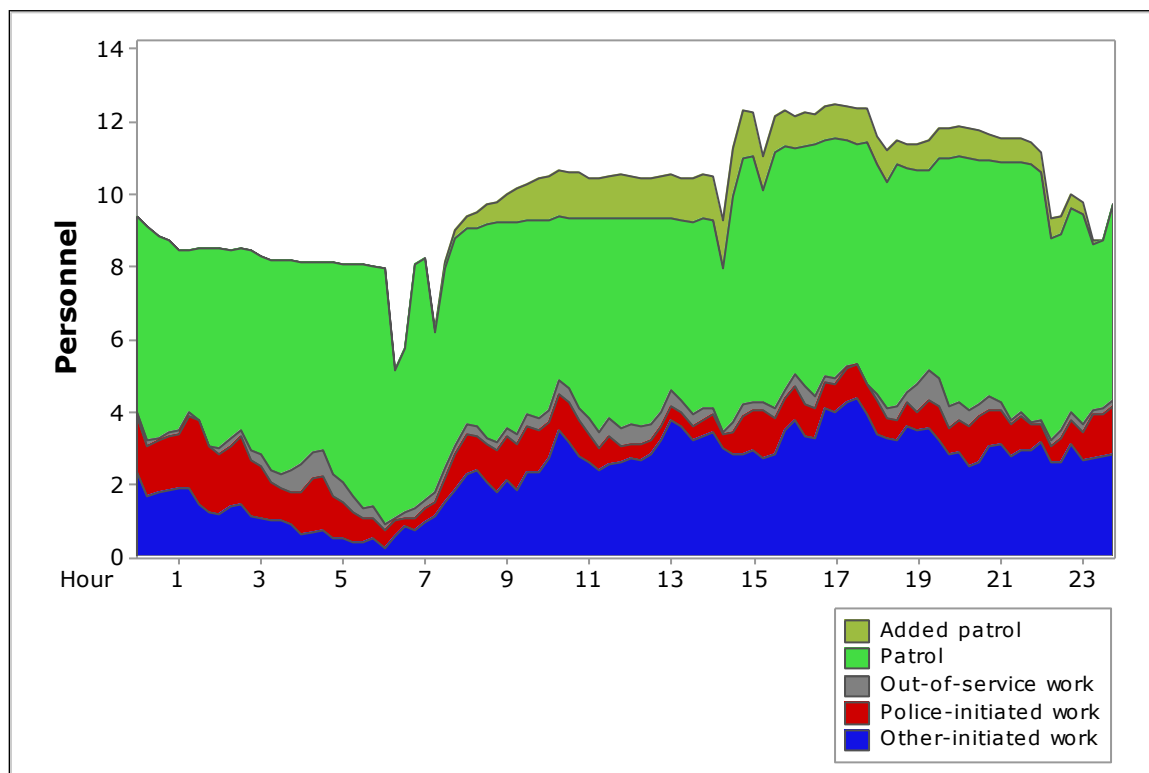


FIGURE 8-23: Deployment and All Workload, Weekends, Summer 2015

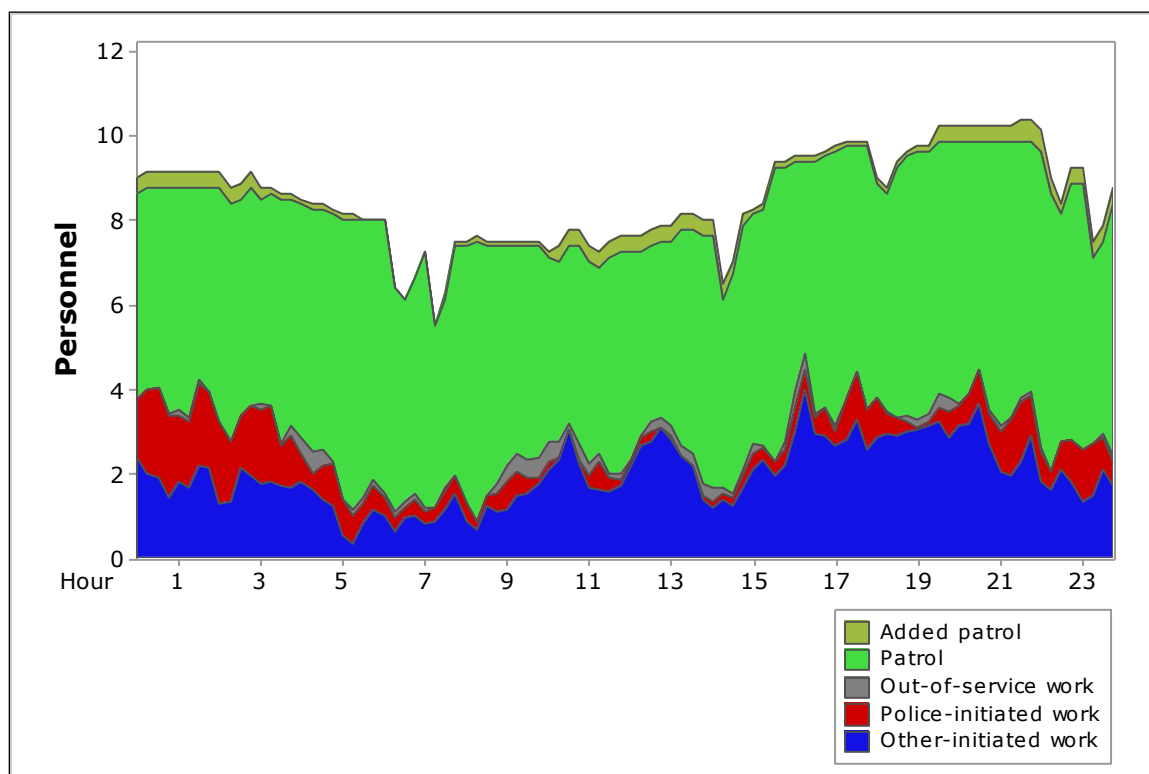


FIGURE 8-24: Deployment and All Workload, Weekdays, Winter 2016

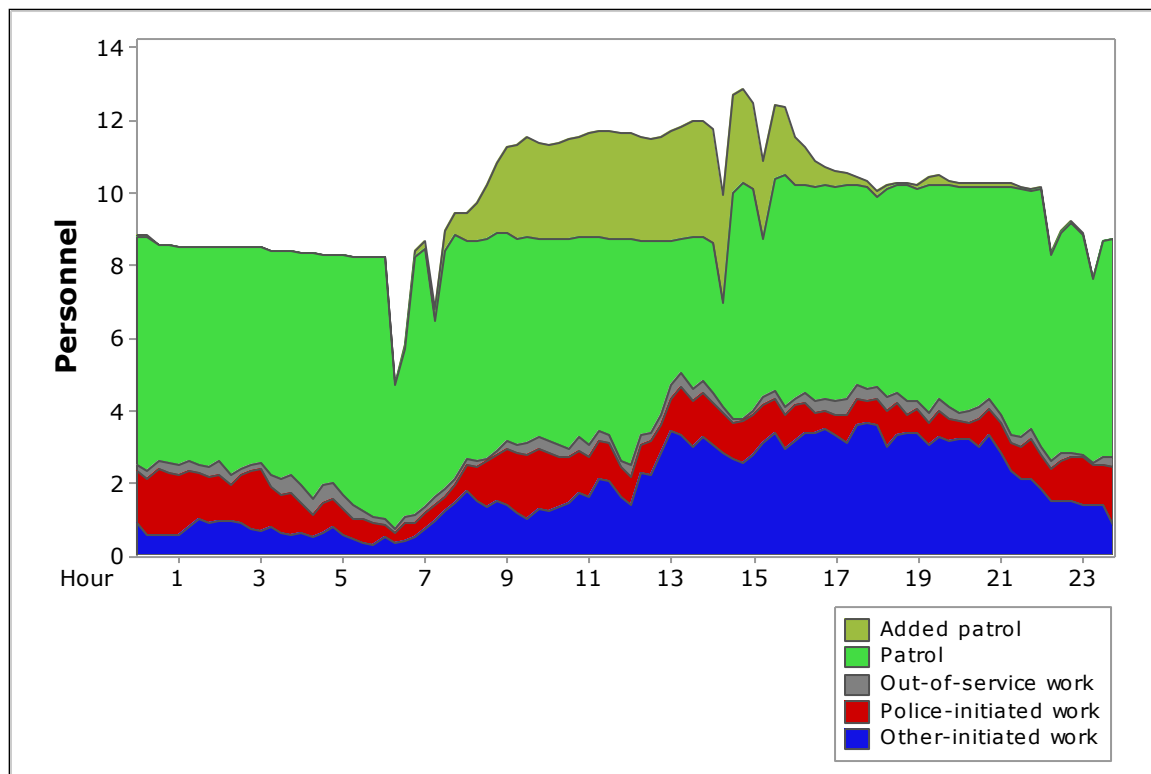
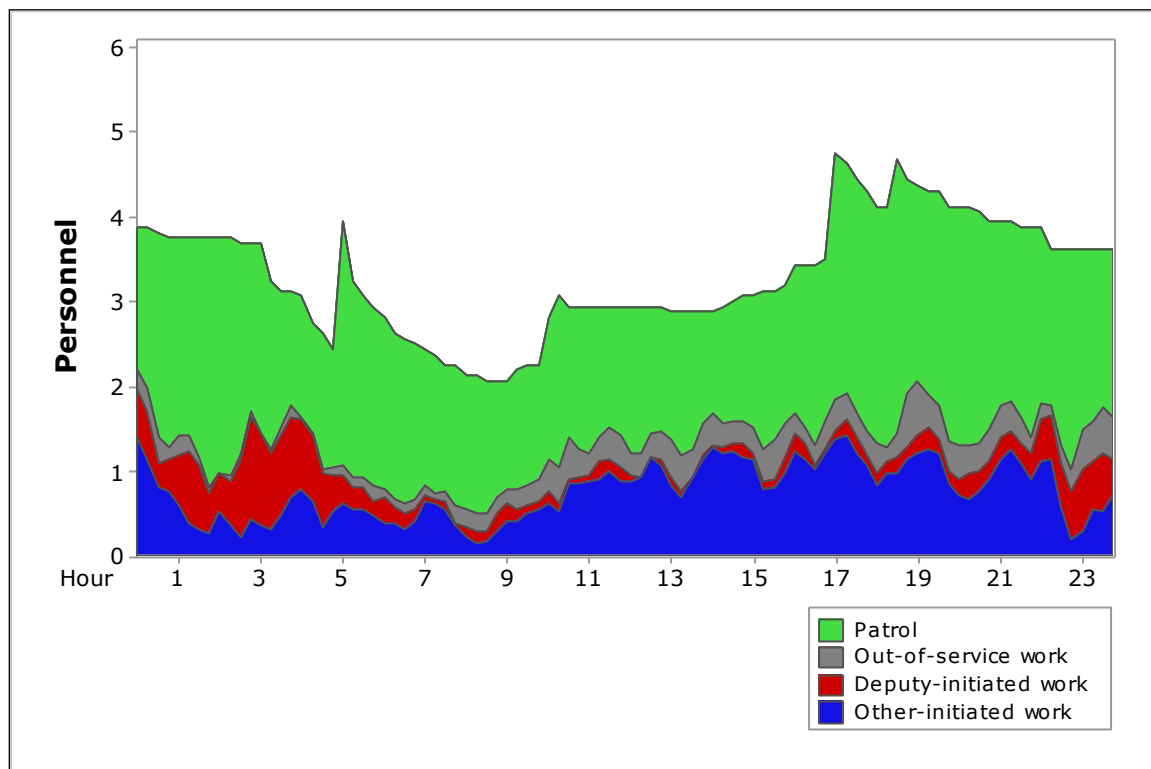


FIGURE 8-25: Deployment and All Workload, Weekends, Winter 2016



Note: Figures 8-22 to 8-25 show deployment along with all workload from other-initiated calls, police-initiated calls, and out-of-service (noncall) activities.

Observations:

- For summer:
 - Average workload was 3.6 officers per hour during the week and 2.8 officers per hour on weekends.
 - This was approximately 36 percent of hourly deployment during the week and 33 percent of hourly deployment on weekends.
 - During the week, workload reached a maximum of 47 percent of deployment between 1:15 a.m. and 1:30 a.m. and between 11:15 p.m. and 11:45 p.m.
 - On weekends, workload reached a maximum of 51 percent of deployment between 4:15 p.m. and 4:30 p.m.
- For winter:
 - Average workload was 3.1 officers per hour during the week and 2.7 officers per hour on weekends.
 - This was approximately 31 percent of hourly deployment during the week and 31 percent of hourly deployment on weekends.
 - During the week, workload reached a maximum of 46 percent of deployment between 6:00 p.m. and 6:15 p.m.
 - On weekends, workload reached a maximum of 48 percent of deployment between 1:15 a.m. and 1:30 a.m.

Response Times

We analyzed the response times to various types of calls, separating the duration into dispatch and travel time, to determine whether response times varied by call type. Response time is measured as the difference between when a call is received and when the first unit arrives on scene. This is further divided into dispatch delay and travel time. Dispatch delay is the time between when a call is received and when the first unit is dispatched. Travel time is the remaining time until the first unit arrives on scene.

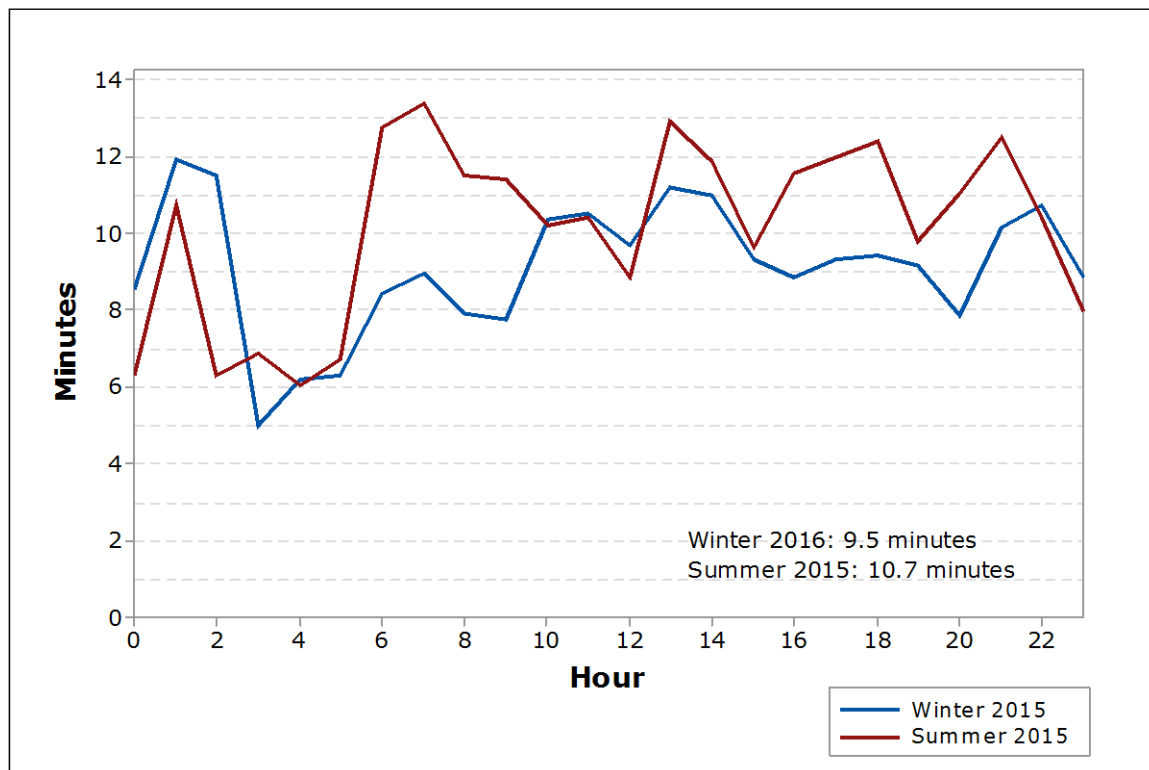
We begin the discussion with statistics that include all calls combined. We started with 2,733 events for summer and 2,538 events for winter. We limited our analysis to 1,516 other-initiated calls for summer and 1,208 calls for winter. After excluding calls without valid arrival times, we were left with 1,499 calls in summer and 1,200 calls in winter for our analysis. For the entire year, we began with 33,955 calls, limited our analysis to 18,074 other-initiated calls, and further focused our analysis on 17,850 calls after excluding those lacking valid arrival times.

Our initial analysis does not distinguish calls on the basis of their priority; instead, it examines the difference in response for all calls by time of day and compares summer and winter periods. We then present a brief analysis of response time for high-priority calls alone.

All Calls

This section looks at all calls without considering their priorities. In addition to examining the differences in response times by both time of day and season (summer versus winter), we show differences in response times by category.

FIGURE 8-26: Average Response Time, by Hour of Day, Winter 2015 and Summer 2015



Observations:

- Average response times varied significantly by hour of day.
- In August, the longest response times were between 7:00 a.m. and 8:00 a.m., with an average of 13.4 minutes.
- In August, the shortest response times were between 4:00 a.m. and 5:00 a.m., with an average of 6.0 minutes.
- In February, the longest response times were between 1:00 a.m. and 2:00 a.m., with an average of 11.9 minutes.
- In February, the shortest response times were between 3:00 a.m. and 4:00 a.m., with an average of 5.0 minutes.

FIGURE 8-27: Average Response Time by Category, Summer 2015

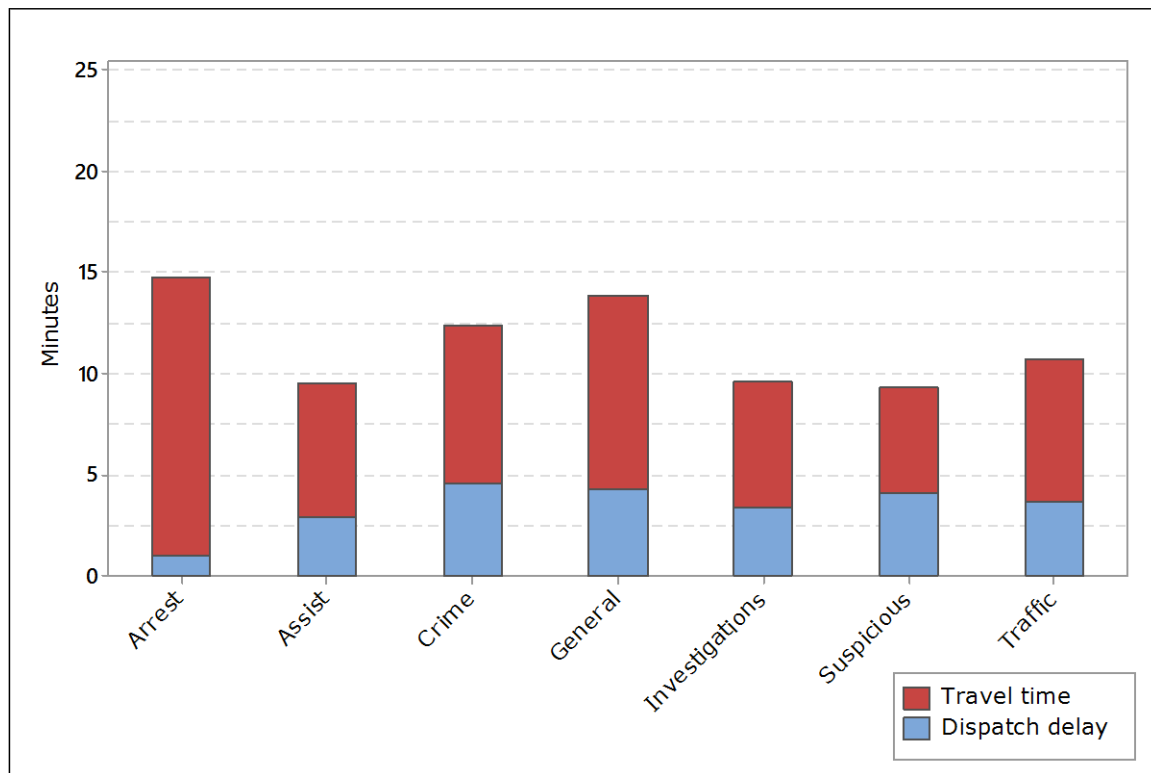


FIGURE 8-28: Average Response Time by Category, Winter 2016

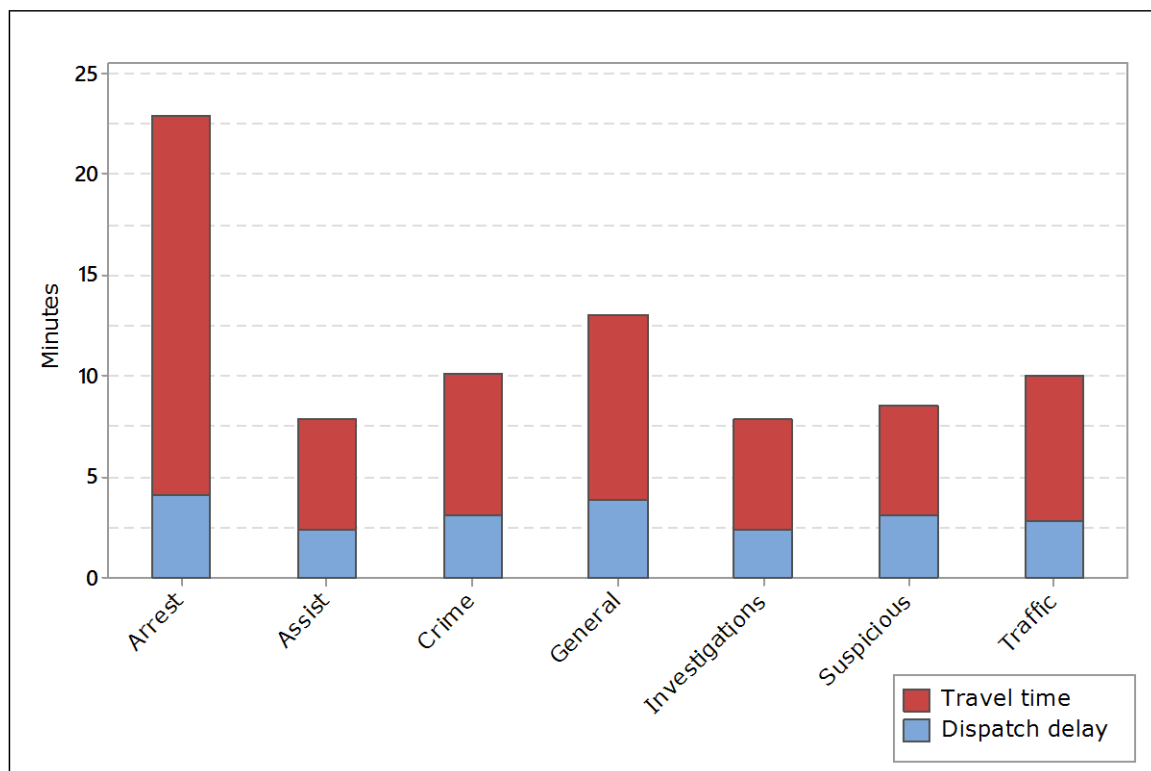


TABLE 8-14: Average Response Time Components, by Category

Category	Summer			Winter		
	Dispatch	Travel	Response	Dispatch	Travel	Response
Arrest	1.0	13.8	14.7	4.0	18.9	22.9
Assist	2.9	6.6	9.5	2.4	5.5	7.8
Crime	4.6	7.7	12.3	3.1	7.0	10.1
General noncriminal	4.3	9.6	13.8	3.9	9.1	12.9
Investigations	3.4	6.2	9.6	2.4	5.5	7.9
Suspicious incidents	4.0	5.3	9.3	3.1	5.4	8.5
Traffic	2.9	6.6	9.5	2.4	5.5	7.8
Total Average	4.6	7.7	12.3	3.1	7.0	10.1

Note: The total average is weighted according to the number of calls per category.

Observations:

- In August, the average response time for most categories was between 9 minutes and 14 minutes.
- In August, the average response time was as short as 9 minutes (for suspicious incidents) and as long as 15 minutes (for arrests).
- In February, the average response time for most categories was between 8 minutes and 16 minutes.
- In February, the average response time was as short as 8 minutes (for assists and investigations) and as long as 23 minutes (for arrests).
- The average response time for crimes was 12 minutes in August and 10 minutes in February.

TABLE 8-15: 90th Percentiles for Response Time Components, by Category

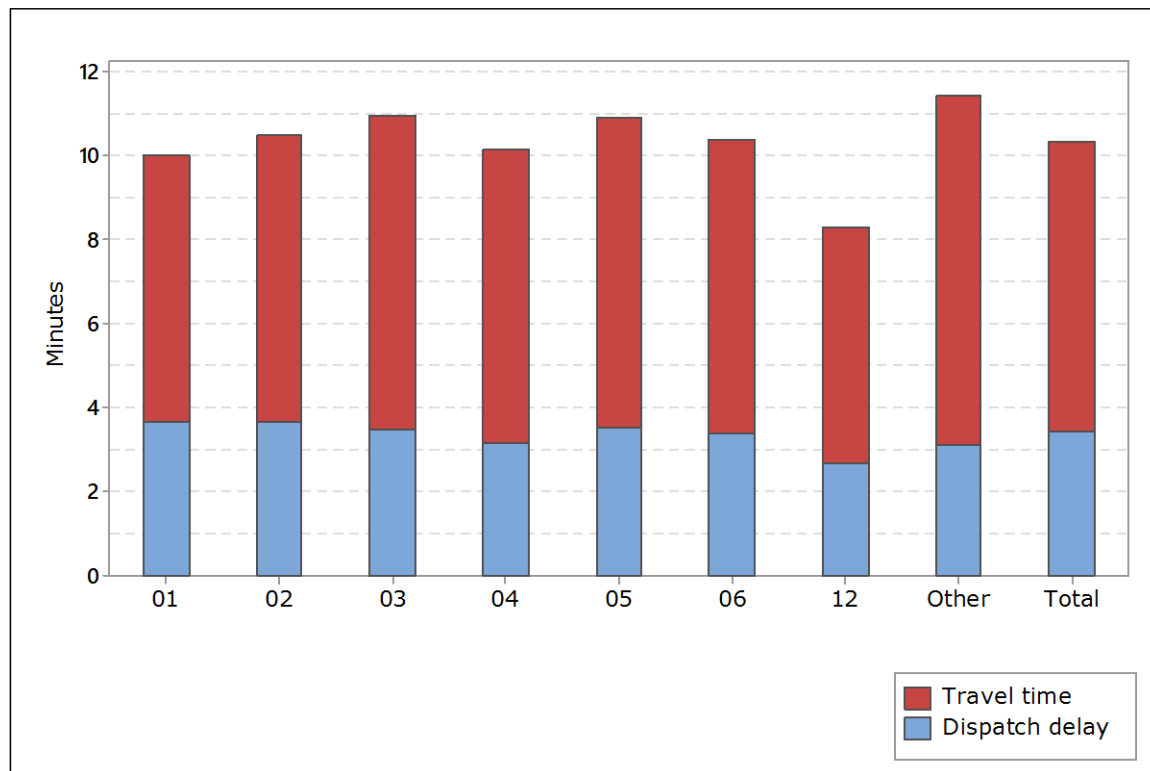
Category	Summer			Winter		
	Dispatch	Travel	Response	Dispatch	Travel	Response
Arrest	2.5	49.6	50.0	19.1	119.0	119.7
Assist	5.0	12.3	17.5	3.8	9.8	12.6
Crime	10.4	14.8	27.5	5.9	14.9	19.3
General noncriminal	9.4	18.1	26.3	10.8	17.9	23.9
Investigations	5.4	11.1	16.5	4.2	9.8	13.9
Suspicious incidents	6.3	9.5	16.1	5.5	9.5	13.5
Traffic	5.6	12.7	19.6	5.7	12.7	16.4
Total Average	6.6	12.7	19.9	5.0	11.8	16.8

Note: A 90th percentile value of 20 minutes means that 90 percent of all calls are responded to in fewer than 20 minutes. For this reason, the columns for dispatch delay and travel time may not be equal to the total response time.

Observations:

- In August, the 90th percentile value for response time was as short as 16 minutes (for suspicious incidents) and as long as 50 minutes (for arrests).
- In February, the 90th percentile value for response time was as short as 13 minutes (for assists) and as long as 120 minutes (for arrests).

FIGURE 8-29: Average Response Time Components, by Patrol Area



Note: These averages reflect all calls with valid response times for the study period—a total of 17,850 calls.

TABLE 8-16: Average Response Time Components, by Patrol Area

Patrol Area	Dispatch	Travel	Response	Calls	Area (Sq. Miles)	Population
01	3.6	6.4	9.9	3,244	1.75	11,900
02	3.6	6.8	10.4	2,396	1.75	8,900
03	3.5	7.5	10.9	2,040	2.00	7,100
04	3.1	7.0	10.1	3,295	3.25	6,000
05	3.5	7.4	10.8	3,147	3.25	6,500
06	3.4	7.0	10.4	2,101	2.50	6,000
12	2.7	5.6	8.2	1,113	NA	NA
Other	3.1	8.3	11.2	514	NA	NA
Weighted Average/ Total	3.4	6.9	10.3	17,850	14.5	46,400

Note: Area and population values are rough estimates provided by the police department. Assume that areas are rounded to the nearest quarter square mile and populations to the nearest 100.

Observations:

- The average response time varied between 9.9 and 10.9 minutes for all patrol areas within the city.
- The average response time for calls was the shortest in Beat 12 which represents Mayfair Mall, with a response time of 8.2 minutes.

High-Priority Calls

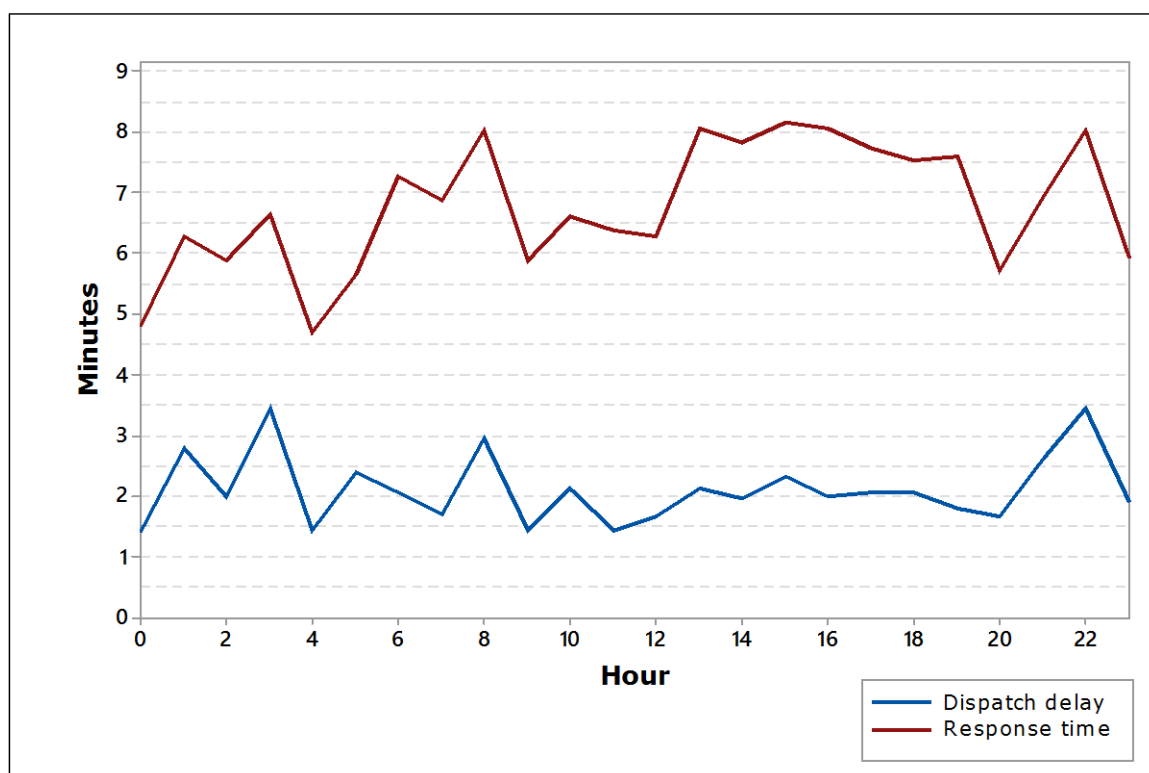
The department assigned priorities to calls with priority 1 as the highest priority. Table 8-17 shows average response times by priority, with an additional line for injury accidents. Figure 8-30 focuses on priority 2 calls.

TABLE 8-17: Average Dispatch, Travel, and Response Times, by Priority

Priority	Dispatch	Travel	Response	Calls
1	3.3	5.8	9.2	79
2	2.1	4.9	7.0	1,454
3	3.3	6.1	9.5	10,069
4	3.8	8.7	12.5	6,245
Weighted Average/ Total	3.4	6.9	10.3	17,850
Injury accidents	2.2	5.9	8.1	237

Note: The total average is weighted according to the number of calls within each priority level.

FIGURE 8-30: Average Response Times and Dispatch Delays for Priority 2 Calls, by Hour



Observations:

- Priority 2 calls had an average response time of 7.0 minutes, lower than the overall average of 10.3 minutes for all calls.
- Average dispatch delay was 2.1 minutes for priority 2 calls, compared to 3.4 minutes overall.
- Average response time for injury accidents was 8.1 minutes, with a dispatch delay of 2.2 minutes.
- For priority 2 calls, the longest response times were between 3:00 p.m. and 4:00 p.m., with an average of 8.2 minutes.
- For priority 2 calls, the shortest response times were between 4:00 a.m. and 5:00 a.m., with an average of 4.7 minutes.
- Average dispatch delay for priority 2 calls was consistently 2.9 minutes or less, except between 3:00 a.m. and 4:00 a.m. and between 10:00 p.m. and 11:00 p.m.

Appendix A: Call Type Classification

Call descriptions and out-of-service activities for the department's calls for service from March 1, 2015, to February 29, 2016, were classified within the following categories.

TABLE 8-18: Complaint Types and Categories

Call Type	Table Category	Figure Category
Fugitive Arrest	Prisoner–arrest	Arrest
Prisoner Conveyance	Prisoner–transport	
Assist - Auto Lockout	Assist Citizen	Assist
Assist - Citizen		
Assist - Sick/Care For		
Assist - Traffic/Motorist		
Assist - Other Department	Assist other agency	
Assist - WFD		
Battery - Aggravated	Crime–persons	Crime
Battery - Non Aggravated		
Child Abuse		
Criminal Offenses - Other		
Domestic Violence - Physical		
Eluding		
In Progress - Domestic		
In Progress - Other		
In Progress - Robbery		
Indecent Exposure		
Kidnapping		
Liquor - Law Violation		
Mal Mschf - No Damage Caused		
Narcotics		
Obstructing An Officer		
Resisting An Officer- Physical		
Robbery - Armed		
Robbery - Strongarm		
Sex - Offenses		
Sexual Assault		
Shooting		
Vagrancy		
Weapons Violation - Other		
Arson	Crime–property	
Burglary		
Embezzlement	Crime–property	Crime

Call Type	Table Category	Figure Category
Forgery		
Forgery - Counterfeit		
Fraud		
Fraud - Identity Theft		
In Progress - Burglary		
OAWOOC		
Property - Stolen Buy/Rec/Poss		
Theft		
Theft - MV		
Theft - Retail		
Trespassing		
Vandalism		
Animal - At Large	Animal	General noncriminal
Animal - Barking/Misc		
Animal - Bite		
Animal - Found		
Animal - Lost/Missing		
Juvenile Curfew/Loitering	Juvenile	
Juvenile Trouble		
Juvenile Violation		
Runaway		
Community Support	Miscellaneous	
Misc-building check		
Miscellaneous		
Missing Property		
Ordinance Violation		
Property - Found/Recovered		
Property - Lost		
Public Relations		
School		
Parking - Violation	Parking Complaint	
Alarm - Audible Vehicle	Alarm	Investigations
Alarm - Burglar		
Alarm - Hold Up		
911 - Hang Up	Check/investigation	
Accident - Home		
Accident - Oth Traffic Non M/V		
Accident - Public		
Bomb Threat		
Cell 911 Call	Check/investigation	Investigations

Call Type	Table Category	Figure Category
Disorderly Conduct		
DOA		
Domestic Family Trouble-Verbal		
Family Trouble - Verbal		
Investigation or Follow Up		
Mental Observation - Voluntary		
Missing Person		
Missing Person - Found		
MO - Emerg Det		
Neighbor Trouble		
Suicide - Attempt		
Suicide - Successful		
Telephone - Complaints		
Weapon - CCW		
Court/DA Appearance		
Drunkenness	Court/DA	Suspicious incident
Suspicious - Circumstance	Suspicious person/vehicle	
Suspicious - Person		
Suspicious - Vehicle		
MVA - Fatal	Accident	Traffic
MVA - PDO		
MVA - PDO Hit & Run		
MVA - PI		
MVA - PI Hit & Run		
Abandoned Auto	Traffic enforcement	
OAWI		
Traffic		
Vehicle Traffic Stop		

Appendix B: Uniform Crime Report Information

This section presents information obtained from Uniform Crime Reports (UCR) collected by the Federal Bureau of Investigation (FBI). The tables and figures include the most recent information that is publicly available at the national level. This includes crime reports for 2005 through 2014 along with clearance rates for 2014. Crime rates are expressed as a rate per 100,000 population.

TABLE 8-19: Reported Crime Rates in 2014, by Jurisdiction

City	State	Population	Crime Rates		
			Violent	Property	Total
Brown Deer	WI	12,126	165	4,338	4,503
Cudahy	WI	18,357	191	2,664	2,854
Fond du Lac	WI	42,953	328	2,801	3,129
Franklin	WI	36,519	55	2,103	2,158
Glendale	WI	12,929	232	6,451	6,683
Greendale	WI	14,413	49	3,504	3,552
Greenfield	WI	37,257	150	2,574	2,724
Oak Creek	WI	35,138	125	2,763	2,889
Sheboygan	WI	48,605	317	2,609	2,926
Shorewood	WI	13,381	164	1,936	2,100
South Milwaukee	WI	21,258	245	2,178	2,423
West Allis	WI	60,764	360	4,471	4,832
Whitefish Bay	WI	14,129	42	1,267	1,309
Wauwatosa	WI	47,306	159	3,232	3,391
Wisconsin		5,859,379	389	2,430	2,819
United States		324,699,246	357	2,464	2,821

TABLE 8-20: Reported Crime Clearance Rates in 2014

Crime	Wauwatosa			Wisconsin			National		
	Crimes	Clearances	Rate	Crimes	Clearances	Rate	Crimes	Clearances	Rate
Aggravated Assault	11	11	100%	9,695	5,936	61%	718,857	387,980	54%
Burglary	236	67	28%	20,942	3,189	15%	1,670,138	219,339	13%
Larceny	1,215	453	37%	86,392	28,698	33%	5,654,125	1,255,387	22%
Murder Manslaughter	0	0	NA	165	135	82%	14,590	9,025	62%
Rape	1	0	0%	1,419	837	59%	108,388	39,675	37%
Robbery	63	27	43%	5,054	1,376	27%	318,768	89,962	28%
Vehicle Theft	78	13	17%	9,790	1,093	11%	674,711	83,820	12%

FIGURE 8-31: Trend in Crime Rates, 2005-2014, Wauwatosa

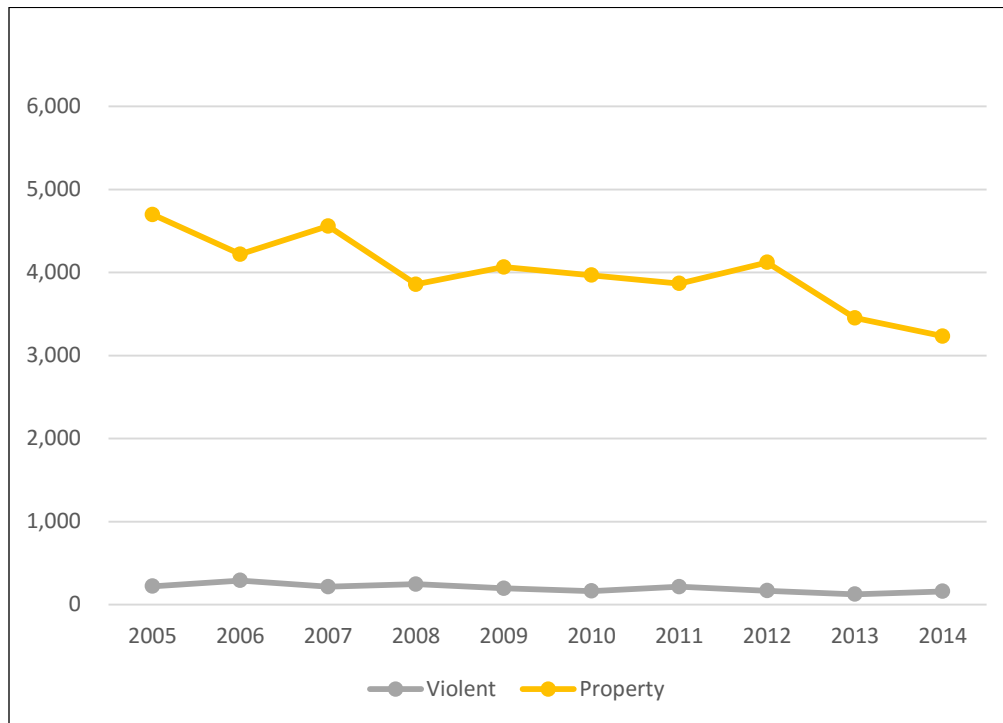


FIGURE 8-32: Trend in Overall Crime Rates, 2005-2014, Wauwatosa and Wisconsin

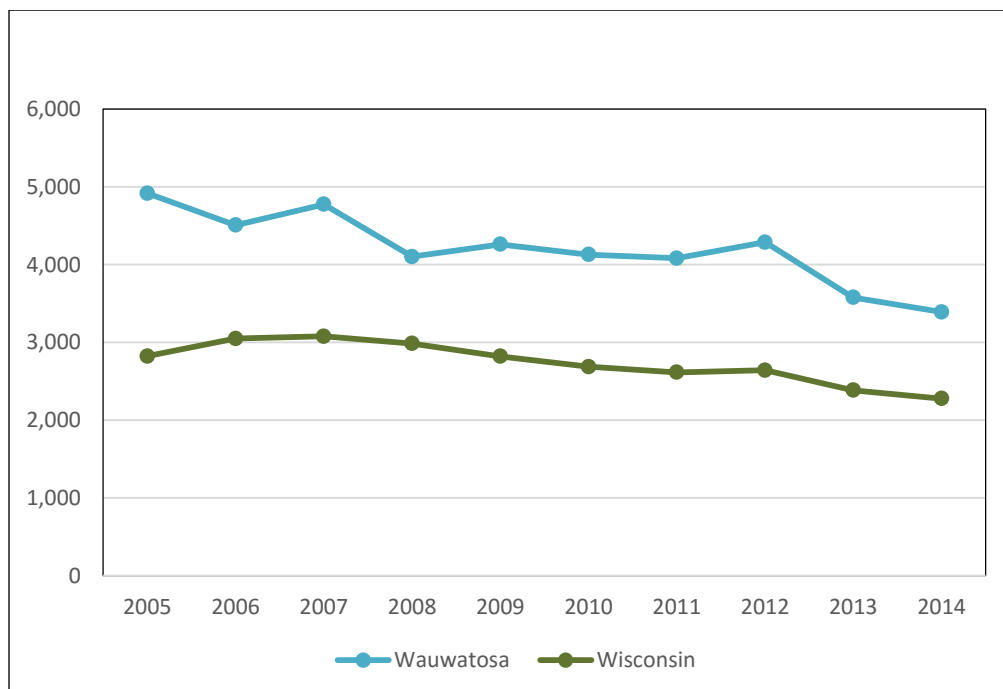


TABLE 8-21: Reported City, State, and National Crime Rates, by Year

Year	Wauwatosa				Wisconsin				National			
	Population	Violent	Property	Total	Population	Violent	Property	Total	Population	Violent	Property	Total
2005	45,827	220	4,696	4,916	5,621,216	236	2,586	2,822	301,501,908	443	3,200	3,642
2006	45,179	290	4,219	4,509	5,641,804	281	2,767	3,048	304,567,337	448	3,103	3,551
2007	44,463	216	4,559	4,775	5,686,904	287	2,791	3,078	306,799,884	442	3,045	3,487
2008	45,298	245	3,857	4,102	5,714,275	271	2,715	2,986	309,327,055	438	3,055	3,493
2009	44,777	197	4,065	4,261	5,726,929	255	2,566	2,821	312,367,926	416	2,906	3,322
2010	46,396	164	3,966	4,130	5,774,410	244	2,442	2,686	314,170,775	393	2,833	3,225
2011	46,598	215	3,867	4,082	5,802,912	244	2,371	2,615	317,186,963	376	2,800	3,176
2012	46,748	167	4,120	4,287	5,824,355	276	2,365	2,641	319,697,368	377	2,758	3,135
2013	47,273	125	3,452	3,577	5,844,023	269	2,117	2,386	321,947,240	362	2,627	2,989
2014	47,306	159	3,232	3,391	5,859,379	279	1,999	2,278	324,699,246	357	2,464	2,821