

# ANALYSIS OF POLICE DEPARTMENT

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## WAUWATOSA, WISCONSIN

Recruitment Strategies.  
Alternative Responses and  
Efficiency in Delivering Services.  
Policy Review.  
Training Assessment.  
Promotional Process.  
Strategic Planning.

# CPSM<sup>®</sup>

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

# THE ASSOCIATION & THE COMPANY

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# SECTION 1. EXECUTIVE SUMMARY

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The purpose of this study was to conduct an analysis of the Wauwatosa Police Department's Recruitment Strategies, Alternative Responses and Efficiency in Delivering Services, Policy Review, and Training so those functions could possibly be enhanced. After the commissioning of the study, the city administrator also asked CPSM to review the Promotional Process and state of Strategic Planning within the department. Subsequently, CPSM included both of these aspects of the department in the study.

The methodology for the study included both qualitative and quantitative analysis of the aspects of the department as listed above. External and internal focus groups were used in a qualitative approach to extract opinions from participants. Opinions and perspectives were gathered from city leadership, community leadership, and the members of the Wauwatosa Police Department. CPSM reviewed the focus groups' opinions and perspectives and found that some major themes emerged from the focus groups. Some themes were similar between the external and internal focus groups, while other themes differed.

CPSM assisted the crime analyst from the Wauwatosa Police Department in extracting and formatting the quantitative data from the department's computer-aided dispatch system (CAD) so that we could conduct an analysis on the calls for service, staffing, alternative responses, and efficiency in delivering services. CPSM requested documents from the Wauwatosa Police Department pertaining to the specific areas of interest and then conducted a site visit on April 15 and 16, 2021.

Based on our analysis, the recommendations that follow were formulated by CPSM and are intended to guide the department in enhancing Recruitment Strategies, Alternative Responses and Efficiency in Delivering Services, Policies, Training, Promotions, and Strategic Planning.

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## RECOMMENDATIONS

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### Focus Groups

1. The intent of the focus groups was to collect the opinions of the participants in order to gain an understanding of the strengths and weaknesses in specific categories related to the study. Major themes are presented to help summarize the discussions of both external and internal focus groups. These major themes can be utilized as discussion points to help strengthen collaboration between external and internal groups and to enhance internal processes within the police department. (Discussion pp. 7-23.)

### Recruitment

2. Wauwatosa Police Department would benefit from a branding campaign to promote the positive attributes of the department, increase morale through embracing the value of Wauwatosa police officers, widening the net for recruiting through digital advertising, and projecting a culture of engagement and inclusion. (Discussion pp. 24-25.)
3. While the department is to be commended for having recruitment efforts on its website, the question is, do these efforts project a culture of the department that promotes community engagement and community collaboration, and which attracts recruits who embrace the guardian philosophy? To improve its recruiting efforts, the department needs to humanize its police officers, project a culture of community engagement, community collaboration, inclusion, training, servant leadership, and career opportunities. CPSM recommends that the Wauwatosa Police Department in partnership with city communication staff creates a digital media campaign that includes videos that projects the cultural brand of the department and significantly enhances recruitment efforts. (Discussion pp. 24-25.)
4. CPSM reviewed a proposal that was authored in April 2020, Proposal for Police Officer Recruitment Team. This proposal has sound logic but unfortunately was never implemented. The proposal advocated for a recruitment team that is representative of diversity in the department, and which would be actively involved in the recruitment and selection process to include enhanced contact with potential candidates during the hiring process so as to not lose them to other police departments. The proposal's primary goal was the recruitment and hiring quality candidates who would help diversify the demographics of the department. CPSM sees value in the proposal and recommends that the new chief review this proposal to determine alignment with his/her recruitment and selection strategy. (Discussion p. 26.)
5. The residential demographics of the City of Wauwatosa are aligned with the representation of race/origin within the department. However, the department's demographics of sworn officers may not be in alignment with the daytime population of the city. The City of Wauwatosa may want to undertake a random sample survey of its daytime population as a means to align the representation within the department to the daytime population. The city could partner with a local college/university department that has the expertise to conduct such a study. (Discussion pp. 26-27.)
6. The Wauwatosa Police Department has a recruitment website within Wauwatosa.net link. While the website presents important information on minimum requirements, benefits, division and specialized units, and contact information, CPSM recommends enhancements to the website. For example, the department could create a short video of the new chief welcoming potential candidates to join the Wauwatosa Police Department followed by short interviews with diverse police officers sharing their positive experiences with the department and interacting with the community they serve. This is also another opportunity

to project to potential candidates the values and vision of the department and community. (Discussion p. 27.)

7. The department should expand recruitment to professional organizations such as the Police Executive Research Forum (PERF), which posts job opportunities on its website. The department should pursue as many virtual recruiting opportunities as feasible, such as Handshake, Indeed.com, and other platforms, to increase recruitment efforts. (Discussion pp. 27-28.)
8. Recruiting at colleges/universities should be broadened to majors that may not be in the criminal justice field so as to increase the potential pool of candidates. If the department creates a recruitment video, leadership should partner with colleges/universities to make the video available for viewing at locations within the colleges/universities. Many colleges have Learning Management Systems on which videos can be uploaded. Colleges/universities utilize social media to a great extent to connect with their students and this could be another avenue for targeted recruitment. While visits to recruitment sites are necessary, digital media such as recruitment videos could assist in making recruitment effects more efficient and reach a larger audience of potential candidates. (Discussion pp. 28-30.)
9. Recruitment efforts should begin before college. The department needs to establish a robust and inclusive police Explorer program. School Resource Officers could recruit high school students for the program. The School Resource Unit is the most diverse unit in the Wauwatosa Police Department and would project inclusiveness. The police Explorer program should be utilized not only as a recruitment tool, but as an opportunity to guide potential candidates into the mindset of the values and vision of the department and the community. (Discussion p. 30.)
10. The department may want to consider implementing a Community Citizens Academy that showcases each unit in the department. Participants from city leadership and the community could benefit from having a deeper experience with the department's operations and procedures. Community members would thus become better informed about the Wauwatosa Police Department. An alumni association consisting of the participants of the Community Citizens Academy could be formed to assist in recruitment efforts. (Discussion p. 30.)
11. CPSM recommends that the interview instrument utilized by the Police and Fire Commission be reviewed jointly with the new chief and the Human Resources Director to ensure that it is measuring the desired traits and characteristics sought in a police officer to serve the City of Wauwatosa. Consider new city Human Resource position. (Discussion pp. 31-32.)
12. CPSM recommends that the city consider the use of a paperless system in its hiring process. (Discussion p. 32.)
13. Police departments are clearly in competition with each other for the recruitment and retention of talent. Wauwatosa should consider reviewing on a regular basis other agencies' recruitment and retention incentives in order to remain competitive. (Discussion p. 32-33.)

### ***Policing Strategically***

14. Develop a comprehensive mission and vision statement for the Wauwatosa Police Department. (Discussion pp. 36-41.)
15. Identify quantifiable goals that are related to the mission. (Discussion pp. 36-41.)
16. Identify a specific policing philosophy for the WPD to embrace to provide police services to the community. (Discussion pp. 36-41.)

17. Develop and promulgate strategic plans for major operational elements in the WPD. (Discussion pp. 36-41.)

### **Service Demands**

18. Establish a committee made up of community stakeholders to evaluate police responses to nonemergency CFS. (Discussion pp. 42-48.)
19. Increase fines associated with false alarms and develop a comprehensive false alarm management plan. (Discussion pp. 43-44.)
20. Eliminate response to routine traffic accidents. (Discussion pp. 44-45.)
21. Develop a comprehensive traffic safety strategy with a specific focus on education, engineering, and enforcement. (Discussion pp. 45-46.)
22. Record and track the demographics of motorists stopped by WPD officers. (Discussion pp. 45-46.)
23. Curtail the emphasis on making routine traffic stops. (Discussion pp. 45-46.)
24. Record and track the demographics of people encountered during suspicious person/vehicle calls for service. (Discussion pp. 47-48.)

### **Deployment**

25. CPSM recommends that the WPD implement Shift Option 3 as described. This would entail staffing patrol using six, 12-hour shifts with personnel deployed according to the configuration shown in Tables 4-10 and 4-11. This plan would require patrol staffing of 3 lieutenants, 6 sergeants, and 46 police officers. (Discussion pp. 58-63.)

### **Alternatives to Police Services**

26. Develop a comprehensive community engagement strategy:
  - Design and host a Citizen's Police Academy. (Discussion p. 63.)
  - Design and host a People's Police Academy. (Discussion pp. 63-64.)
  - Develop a Police Community Liaison Program. (Discussion p. 64.)
  - Develop a robust system to solicit community feedback (Discussion p. 64.):
    - Administer and report on a periodic community satisfaction survey.
    - Provide business cards to police officers to distribute to members of the community with whom they have contact.
    - Develop a community notification protocol to keep stakeholders informed on police incidents of importance.
27. Employ a greater use of technology to enhance police operations:
  - Develop a robust web-based reporting system for the community to report minor incidents on the WPD website. (Discussion pp. 64-65.)
  - Develop a deferred reporting system. (Discussion p. 65.)
  - Deploy Automatic License Plate Readers in key locations throughout the community. (Discussion p. 65-66.)
  - Deploy closed-circuit cameras in key locations throughout the community. (Discussion p. 65-66.)

- Develop ways to use videos produced from body-worn cameras in officer training and in boosting the image of the police in the community. (Discussion p. 66.)
  - Explore best practices in police use of social media and expand the current social media program in the department. To enhance the PIO team the city should consider hiring a trained civilian with media or journalism experience to serve as the Communications Coordinator embedded in the police department to oversee all external communication and to liaison with the city administrator and other city departments for consistency in external messaging. (Discussion pp. 66-67.)
28. Staff patrol shifts with Community Service Officers to assist with patrol operations. The number of CSOs needed will vary depending upon the shift plan adopted by the WPD. Under the current model, seven CSOs should be deployed: two in each shift plus one assigned to police headquarters. If the WPD adopts the 12-hour shift plan recommended by CPSM, two CSOs could be assigned to each day shift, one each to the overlap shift, and one to headquarters. (Discussion p. 67.)
  29. Assign one police officer to develop and coordinate a Crisis Intervention Team and hire a qualified professional to partner with this officer. The team would be assigned to deal with people experiencing crisis in the community. (Discussion pp. 68-69.)

### **Policies**

30. Recommendations pertaining to the policies reviewed in this study should be examined by key leadership and subject-matter experts within the department for determining adoption of the recommendations. (Discussion pp. 71-75.)
31. CPSM recommends the department consider an alternative method for developing and maintaining its policies. There are several options available to the department, as described in our discussion. The department should consider which option will be the best fit and which will ensure timely updating. (Discussion pp. 75-76.)

### **Training:**

32. CPSM recommends restructuring the organizational chart for better alignment of units. Personnel & Training would be a better fit aligned under the Administrative Bureau. The Dispatch Center should be moved from the Administrative Bureau to the Patrol Bureau; patrol and dispatch should report to the same captain so as to enhance communication and operational support between these components of the department. (Discussion p. 77.)
33. CPSM recommends that the department purchase training tracking software to manage the training function of the department. (Discussion pp. 77-78.)
34. CPSM recommends the implementation of a Crisis Intervention Team while employing the philosophy that every sworn officer is a member of the team. A sworn department member should coordinate the Crisis Intervention Team and ensure that all sworn members of the department attend the 40-hour Crisis Intervention Training Course and the yearly update course. Additionally, the Crisis Intervention Team Coordinator should attend the Crisis Intervention Coordinator's Certification Course (8 hours) offered at the 2021 C.I.T. International Conference to be held in Phoenix, Ariz., on Aug. 16–18, 2021. (Discussion p. 78.)
35. The department could benefit from employing a Licensed Professional Counselor to work with the Crisis Intervention Team, provide ongoing training in dealing with mentally ill persons and homeless persons, and to review body camera video from all mental health calls for service to provide guidance to officers on how to enhance their handling of this type of call for service with the primary focus of safety and de-escalation techniques. The counselor should also serve as a liaison between the department and the local mental health facilities

in an attempt to reduce repeat mental health calls for service through meaningful case follow-up. As well, the Licensed Professional Counselor could support officers by offering stress management training and a variety of other training topics to help them deal with the high levels of stress they experience. (Discussion p. 78.)

36. The department has infused de-escalation scenario training in the following training courses: firearms, defensive tactics, emergency vehicle operations course, less lethal, taser and SWAT. This is a good approach to incorporating de-escalation training into training courses on high-liability areas. The department should continue evaluating performance outcomes on use of force to evaluate the impact of the de-escalation training efforts. (Discussion pp. 78-79.)
37. There is disagreement in the literature as to the effect implicit bias training has on actually changing behaviors. With that said, CPSM recommends that the department should collaborate with an outside entity such as a college or consultant to provide implicit bias training using a curriculum that addresses the impact of unconscious bias on behaviors and actions. The curriculum should be broad and focus not only on race, but also on gender, religion, LGBTQ, and socio-economic status. Furthermore, the curriculum should also address implicit bias in the framework of a structural and organizational problem and not just as an individual problem. Practical application of data should be utilized for discussion. For example, the report Inter-Departmental Correspondence dated 11/5/20, authored by Captain Luke Vetter, Subject E & I Committee Request for Demographic Data from Police/Citizen Interactions, would be an excellent resource to reflect on the department's behavior from a data driven perspective. (Discussion pp. 79-80.)

### **Promotional Process**

38. CPSM recommends the department re-engineer the promotional processes for sergeant, lieutenant, and captain so as to enhance the evaluation of the knowledge, skills, and abilities of the candidates in comparison to the duties and responsibilities of the positions while increasing objectivity and transparency in the process. (Discussion pp. 82-83.)

### **Strategic Planning**

39. CPSM recommends that the department implement a three- to five-year strategic plan. If the department needs assistance, CPSM does provide services for strategic planning, development, and implementation for police departments. (Discussion pp. 84-85.)

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# SECTION 2. FOCUS GROUPS

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## EXTERNAL FOCUS GROUPS

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CPSM held focus group discussions with participants consisting of city government leaders and community leaders. The city leadership participants chose one of four sessions in which they could participate, and the community leadership participants selected one of two sessions to attend.

The city leadership focus groups were asked questions that probed their perspectives about the Wauwatosa Police Department and to ascertain the desired leadership style, characteristics, traits, and experience they would like a new chief to possess. Additionally, the focus groups were asked to present what they believe should be the top priorities of a new police chief for the City of Wauwatosa. The external focus groups were scheduled for one hour; however, the actual duration of the focus groups ranged from 75 minutes to 90 minutes. Participants were very enthusiastic about participating in the focus groups and were open to sharing their perspectives. City leadership focus groups were conducted virtually on the following dates, with three to four participants in each session:

- February 17, 2021.
- February 18, 2021.
- February 22, 2021.
- February 24, 2021.

The city leadership focus groups were asked to discuss the following:

1. Recruitment strategies/perception of the WPD.
2. Alternative responses to calls for service and efficiency in delivering services.
3. Policies.
4. Training.
5. Strategic planning
6. Traits, characteristics, and leadership style the next police chief should possess.
7. Top priorities the next police chief should address.

### External Focus Groups – City Leadership

City leadership provided numerous comments for each of the categories of discussion. Following are comments from the focus groups. Some of the comments have an indirect nexus to recruitment.

#### **Question 1: Recruitment Strategies/Perceptions of WPD**

- We are not members of the Police and Fire Commission, so we are not directly involved in the hiring and firing.
- Our citizen survey rates the police highly.
- Police are responsive, handle things well, by the book.

- Nine years as an Alderperson and never received a complaint about the police.
- Concerns with retention, especially with Captains. Captains are frustrated and frustration exists within the police department.
- Council needs to be involved with the hiring of the new chief.
- Officers and Chief need to work collaboratively.
- CPSM recommendations from five years ago received push-back.
- Concern with racial friction in community.
- Concerns with recruitment and retention of department members.
- Council has limited insight into the recruitment and hiring process.
- Council would like to be educated by the department on the hiring, retention, and training process.
- I think we are making progress in diversity in our police department.
- We need to reach out and have more ride-alongs with the officers.
- Many of the officers told me they like the idea of being issued a body camera.
- Police department has come a long way. We need a chief with inclusion and openness.
- Department seems to do a good job with recruitment, retention, and diversity.
- Our department is attractive for recruitment, and it seems like the department is trying to get the best candidates.
- Better communication between the council and the police department would enhance the relationship.
- Police department is sharing more information with the council.
- Over the past two years, we have seen more diversity in the police department.
- Military (veterans) seem to be good candidates, but they have the warrior perspective, and we would like more of the guardian perspective.

### **Question 2: Alternative Responses and Efficiency in Delivering Services**

- Good response from police, I left my car door open, and police contacted me about it.
- Neighborhood watch program doesn't seem to be effective. They do block parties and some training but would like more interaction. Neighborhood watch needs more communication with community.
- We need more outreach to the community by the police department.
- Communities are always asking about speeding and traffic enforcement.
- Response to calls and traffic accidents are good.
- Concern with shift change times; they occur when schools are starting and ending.
- Department needs to be more proactive with traffic stops but sensitive to social justice and any possible perceptions of racial profiling.
- Some incidents are not initiated by WPD but are initiated by neighboring jurisdictions and our police deal with difficult situations.
- Community policing is outdated and needs enhancing.

- Heard that the nonemergency number for the police department at night goes to voicemail.
- We know so little about best police practices. We would like to know more so we can support the police department.
- We need to identify more resources to help our police and provide more training for mental health. Other police departments have challenges too with mental health issues.
- Police department gets tasked with things they should not have to handle. Wauwatosa does not have a resource such as 211. Need more resources to assist police department with mental health issues.
- Our police officers may need more mental health training or improved mental health training, and CPSM can ask them about it with the internal focus groups.
- Maybe dispatch needs to be enhanced and have supervisors triage calls to make sure the right resources are dispatched.
- Maybe officers need more de-escalation training.
- SROs do a good job with handling students.
- The police department has contracts with schools, Mayfair Mall, and the Medical Center for more police officers. Medical Center is a high-stress entity. I would be interested in finding out what a new chief would think about these types of contracts.
- Positive commentary about police from community members, but visitors to the city are more critical of police.
- Milwaukee PD does not enforce traffic violations and WPD does. WPD pulls over Milwaukee residents and they complain.
- Good customer service and response times from WPD. Willingness to interact with community but the visitors see the WPD differently.
- Only heard good things about WPD. Good response times. I live right next to Milwaukee, and they have slow response times.
- Department excels in delivery of services.
- Department has an us-versus-them mentality.
- There is a circling of the wagon by the union to defend police officers.

### **Question 3: Policies**

- WPD published policies last summer.
- Policies need to be communicated to the public.
- Have transparency with policies by having all of them posted on the website.
- When we asked about the policies, we got push-back from the chief not the officers.
- Do all officers adhere to the policies? Not sure if they always follow the policies.
- It is helpful when we get briefed on high-profile incidents and the reports are also helpful.
- Chief has the attitude of sharing the bare minimum of information. When asked to put the policies on the website, the chief thought it was an attack on him.
- We know little about the police department's policies.



- Chief needs to be a partner with the city council. There is an opportunity for the whole city to work together.
- Department needs more transparency. Department takes an unreasonable amount of time for public records requests and took a long time to put policies on the website.
- My neighbors don't know whether to call 911 or another number.

#### **Question 4: Training**

- Case closure rate is high, so that must mean they are well-trained.
- One officer gave me a long list of training that officers attend and they also train with other departments.
- Department members seem to have a lot of training on how to do the job, but less training related to community interacting and de-escalation.
- Need more de-escalation training before firearms training.
- Officers seem to have a heightened state of danger and are focused on the danger.
- Very well-trained department but could they use more de-escalation training.
- Department does a great job keeping up with needed training and they are trained to work with the Sheriff's Office.
- High-caliber department with well-prepared staff. Maybe more focus on soft skills such as de-escalation and bias policing. Maybe look for trainers outside of the department for some of the training. Make sure the officers have the right tool set.
- Department leadership needs to be supportive of soft skill training.
- Need to utilize legitimate trainers for implicit bias training.
- Well-trained department overall; but needs conflict resolution and less force when dealing with the mentally ill persons training.
- Welcomes a new chief and the chief's ideas for training.

#### **Question 5: Strategic Planning**

- Do not see a lot of strategic planning. The department does produce an annual report; but the report looks back in time and not forward.
- Budget presentation had some discussion of needed equipment.
- Police Department is the largest part of the city budget.
- When the police department's budget is cut, the response is we would do more if you did not cut our budget. Other city departments do not have this attitude.
- If the police department had a strategic plan, it would build community support.
- Some planning information is in the city's five-year plan.
- Last year's incidents threw all planning into the basket.
- Recruitment should be part of the strategic plan.
- Does the police department benchmark with other similar departments such as Glendale, West Allis, and Brown Deer? If not, can they work on it?

- It is difficult to strategically plan with turmoil, adjusting resources for medical center, and significant building projects in the city.
- Biggest challenge is how do we stop people from hurting the police? How do we get the police and community to collaborate?
- Chief does not want to be involved in any committees. Police view themselves separate and distinct from the city.

### **Question 6: Traits, Characteristics, and Leadership Style the Next Police Chief Should Possess.**

- A chief who communicates that the police department is part of the city.
- Chief that does not become defensive when the Council asks the Chief a question.
- A chief who sees himself/herself as part of the leadership of the city.
- Chief needs to be able to collaborate with the other departments in the city.
- Chief needs to be able to reach out to the community, listen, and respond to the community.
- Chief should have the respect of peers.
- Progressive police chief that brings initiatives and best practices to the council.
- Proactive approach to policing and understanding dynamics of interaction with other municipalities.
- Chief that takes ownership of both positive and negative aspects of the police department.
- Chief that the officers will respect.
- Chief that will listen to community members that have a different perspective from the chief, but the chief can respond with tact when communicating why the chief will not do what the community members ask.
- Chief that brings continuity among the leadership team.
- Chief that is open to ideas from council.
- Chief that demonstrates service leadership, humility, openness, embraces and collaborates with the community.
- Chief with experience in a city similar to Wauwatosa and has come up through the ranks.
- Chief needs a unique skill set and needs to know the history of Wauwatosa.
- A chief that is a strong leader and can balance the department with the community.
- Chief that wants to make the department part of the community.
- Chief that is a collaborator and does not close down when he/she receives criticism.
- Visionary leader, talented, communicator, works well with council, knows best practices in policing, and understands the Wauwatosa / Milwaukee area and issues.
- Strong leadership, less tribalism, good collaborator, and strives to make the internal team the best they can be.
- Strategic leadership, strong in supporting what the chief deems as needed by the department and open to new ideas.
- Forward thinking, strategic planner, knows succession planning, and is experienced as a chief.

- Chief that has a progressive leadership style and supports de-escalation and the guardian philosophy. Chief that has empathy, good listener, can see both sides of the debate, collaborative, and community oriented.
- Chief that is a reformer and change agent with a modern mindset.
- Chief outside of the Wauwatosa ranks and can lead during a crisis.
- Unquestionable qualifications such as experience in another community that has similar social justice, race, and class problems. Knows how to heal a segregated community. Understands the importance of recruitment and retention of staff.
- Chief that has a good sense of humor to diffuse tense situations.

### **Question 7: Top Priorities the Next Police Chief Should Address.**

- Take action to heal the community right away.
- Create a collaborative relationship between chief and council.
- Collaborate with other departments for crime control.
- Create an open dialogue with the community.
- Create a short- to mid-range strategic plan.
- Build trust with the community.
- Make police department members know they have an important mission.
- Build support within the department and mentor police officers.
- Create a strategic plan with goals.
- Create a balanced relationship among the community, elected officials, and other departments in the city.
- Engage the community without adversity, nonpolitically, and embrace and project an attitude of community first.
- Lead by example while participating with city government, focus on inclusion and diversity practices, and help deal with the community trauma.

### **External Focus Groups – Community Leadership**

The community leadership focus groups consisted of 23 participants; 12 participants attended one session and 11 participants attended a second session. The participants were enthusiastic to share their perspectives and sessions were 75 to 90 minutes in duration. Community leadership focus groups were conducted virtually on the following dates:

- March 1, 2021, Monday.
- March 3, 2021, Wednesday.

The community leadership focus groups were asked the same questions. The questions were designed to be broad and facilitate discussion. The city leadership external focus groups' comments indicated a limited working knowledge about Wauwatosa Police Department's recruitment, hiring, and policies. Therefore, the questions for the community focus groups were rephrased to focus on issues easily identified by participants . A total of four questions were asked:

1. Have you ever had contact with the Wauwatosa Police Department? If so, what was your impression of the Wauwatosa Police Department? What are the positive and negative aspects of the Wauwatosa Police Department?
2. What should the Wauwatosa Police Department do differently? What services should be added, modified, or eliminated?
3. In the selection of a new chief for the Wauwatosa Police Department, what leadership style, characteristics, traits, and experience you would like the new chief to possess?
4. What should be the top priorities for the new chief?

What follows are the comments from the community leadership focus groups.

### **Question 1: Impression of Wauwatosa Police Department**

- Positive interaction with police involving a traffic problem.
- Three interactions with WPD; cops were cordial and good.
- Overs 20 years living in Wauwatosa; positive interactions; one time a black man was hit by a car and the cop was great handling him.
- 38 years living in Wauwatosa; I worked a lot with cops as an attorney and lots of positive interactions. Suggested strategies for youth training to chief but no action with follow-up.
- Was an Assistant District Attorney for domestic violence cases. Cops do a good, thorough job with investigations. Professional officers. No bad experiences.
- Lived in Wauwatosa for 20 years. Mixed experiences. People that don't live in Wauwatosa and are black are treated differently than white people who don't live in Wauwatosa.
- Work in school system and found a good relationship between cops, students, and teachers. Positive interactions.
- Lived in Wauwatosa for 24 years. Prompt and helpful police. SROs are great.
- 38 years living in Wauwatosa. I witnessed our police go out of their way to help our citizens.
- Can't say enough about how the police help the business district.
- Good SROs but last fall the police used tear gas and aggression with protestors.
- Police do a good job with mental health cases.
- I had a bad experience with the Chief in a public meeting.
- Highly professional and good communication by police at the Mayfair Mall.
- Some of the interactions with people of color are us-versus-them. Fewer smiles at minorities.
- TV coverage of police was not good during protests.
- I saw a beloved SRO standing near a Humvee during the riots and it left me feeling differently about police.
- SROs are great with students.
- When I have called the police, they are professional, but in October I had a tank blocking my driveway. An undercover officer was wearing a vest and carrying an assault rifle.
- Police serve and protect but so much has happened around the country that the police seem removed from the community.

- Police have implicit bias about people of color. My kid was followed by police and my kid only had a soda and chips in his hand.
- Police department needs to have open walls, no bias and make people feel welcomed.
- Wauwatosa has a fluid population. Minorities come into the city to shop.
- There is a need for a new perspective with a new police chief.
- Two different experiences running parallel with the police due to race.
- Need better training and less use of force. Hire trainers from the outside like Chuck Wexler from P.E.R.F.

### **Question 2: What should the Wauwatosa Police Department do differently?**

- The department needs a good communications officer.
- Supervisory training is weak throughout the United States.
- The department needs to have a greater presence in the community.
- Need mental health resources in the community to help police.
- Wauwatosa police officers need Crisis Intervention Training.
- Maybe have a mobile response team of counselors attached to the police department.
- Maybe have a 411 number to help citizens and provide mental health crisis workers.
- Have ongoing meetings with the community for engagement and to promote trust.
- Need better communication from the department's social media and website. I think there is a shortage of resources to help with social media and the website.
- More diversity within the Wauwatosa Police Department.
- More communication about curfews, less confrontation, fewer military-type vehicles.
- There needs to be more transparency with the department. Chief has an attitude of us-versus-them.
- Communication lacking between chief, Council, and especially the equity commission.
- There is little reflection or analysis as to how to make some programs for communication stronger, like coffee with the cops.
- Open records charges one dollar per page and it is difficult getting records from the police department.
- Training is good but need more conflict resolution and de-escalation training.
- Would like to see trainers for the department come from outside of the department.
- Need external equity, bias in policing, and mental health training.
- Better use of data to find disparities in police stops.
- We need to do more about diversity in our city. 37 percent of our students are children of color; 17 percent of the 37 percent live in Wauwatosa.

**Question 3 - In the selection of a new chief for the Wauwatosa Police Department, what leadership style, characteristics, traits, and experience you would like the new chief to possess?**

- Empathic leadership.
- Experience in leading a police force with community policing.
- Integrity and honesty.
- Open to diversity in the department.
- Open mindedness.
- Vision blended with strategy.
- Good communication skills.
- Understanding that a new Chief is a lightning rod.
- Has experience in growing diversity in a police department and working with a diverse community.
- Strong morals and ethics.
- Open communication with stakeholders.
- Good listener and does not get defensive.
- Knows the history of Wauwatosa.
- Sees challenges as an opportunity to make the community better.
- Needs to have the trust of the police officers.
- Needs to be able to build trust with the community and be an effective liaison among the police department, community, and other city departments.
- Needs to recognize the changing dynamics and demographics of the community.
- Needs to be accepting of diverse views.
- Has a proven track record as a chief.
- Needs to be open to learning what other departments in the city are doing well.
- Needs to make the community safe.
- Knows how to build a team.

**Question 4 - What should be the top priorities for the new chief?**

- Rebuild community trust through community policing.
- Use data to implement training programs and policy changes for disparities.
- Focus on active listening.
- Assess the leadership within the police department.
- Create internal and external partnerships that focus on teamwork.
- Data driven decision-making; what is working and what is not working.
- Consistency and fairness in enforcing laws.
- Advocate for diversity in the police department.

- Realize that the police have had a tough time and uplift the police officers in the department.
- Focus on safety in the community.
- Bring people together.
- Protect and serve for everyone.
- Focus on the culture of the police department.
- Focus on accountability.
- Make each officer the best that he/she can be.

## INTERNAL FOCUS GROUPS

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During CPSM's site visit on April 15 and 16, 2021, five focus groups were conducted with police officers, detectives, sergeants, lieutenants, and dispatchers. The combined focus groups consisted of 26 participants, comprised of 21 white males and 5 white females. Participants were assured by CPSM that none of the participants' responses would be identified by name or rank. Only demographic information would be presented about the participants. The participants were open to sharing their perspectives and sessions, thus the sessions were 90 to 120 minutes in duration. The internal focus groups examined the following questions; since each group was small, the responses from all internal focus groups were collapsed and the collective responses are presented here.

### **1. Describe the current organizational culture.**

- We feel beaten down.
- Politicians have vilified us.
- Retracted into a reactive policing mode due to city leadership and what has occurred over the last nine months in Minneapolis.
- Less traffic stops conducted due to lack of support by city leadership and community.
- We are not proactive or interactive with citizens because we feel like we are looked at as terrible people.
- We are scared to do our job. I prefer just being a report taker because it avoids conflict.
- Problems began for police in 2014 with Ferguson incident and George Floyd was the breaking point with the community.
- We had to deal with mobs protesting and taking up roadways. We had to use stop sticks.
- We are damned if we do and damned if we don't.
- Some of the community members wanted something done about the protestors and others in the community wanted nothing done about the protestors.
- Relationship within the department is good.
- City doesn't back us up and takes us for granted.
- Public will not prosecute because they are afraid to. Makes our job harder.
- Sometimes we feel like we are so unappreciated, we don't want to come to work.
- Troops have low morale. We need to raise morale.

- Because of the low morale, employees are willing to take an early retirement.

## **2. Describe the gaps between the organizational culture you currently have and the culture you desire to have for your department.**

- Communication needs to improve within the department among ranks and shifts.
- Need more information about the department shared at roll call.
- Would like to see committees from different areas of the department work on solutions. More involvement instead of a top-down approach.
- Benefits and pay are slipping behind other departments.
- Civilian supervisors should be able to attend leadership training.

## **3. What are the traits, characteristics, and leadership style you would like the new chief to possess?**

- Forward thinking leader.
- Open to new ideas.
- Good judgment and dedicated.
- Be a leader and not a politician.
- Trusts us but will discipline us, when necessary.
- Strong leader.
- Chief that listens to us and supports us.
- Chief that can fix the department's low morale.
- Strong background in strategic planning.
- Personable, trustworthy, clear and consistent direction, strong leadership but still collaborates with department employees, and inclusive of all units.
- Good communicator with all levels in the department.
- Approachable, welcoming, and invested in the employees in the department.
- Stand behinds his/her people, but accountable and fair.
- Empathetic to the needs of the department.
- Chief that will attend community meetings and engage with the community for healing.
- A leader and hard worker by example.
- Can balance department, city leadership, and community.
- Understands what he/she is getting into and knows the department has been through a lot and officers are tired.

## **4. What should the top priorities be for the new chief to address?**

- Build trust and support in the department and the community.
- Fix the low morale.
- Lay out expectations of all staff members.
- Modernize the department – new technologies and programs.



- Forward our concerns and perspectives to city leadership.
- Create a clear vision for the department. Tell us what the expectations are. Guide us to accomplish the vision. Let the city leadership know what the vision is and where we are going.

### **5. Is the promotional process fair and tests for the skills needed for the position?**

- Not an objective process due to supervisory roundtable.
- Evaluation ratings are not consistent, and expectations differ from supervisor to supervisor.
- Process is a popularity contest.
- Chief can pick and do what he wants when it comes to promotions.
- Promotional process needs to be changed.
- Process has gotten better but still needs improvement.

### **6. Are the department policies clear and easy to find? Are they detailed enough to provide proper guidance?**

- Policies are evolving, but still need some work on them.
- Need Standard Operating Procedures (SOPs) for some units.
- Our towing policy is longer than the deadly force policy.
- Policies need to be revised. Hard to search for policies.
- Need a policy to enable online parking permission.
- Pursuit policy went from two pages to eight pages. Wording went from should to shall. Some policies are too restrictive and limit our discretion.

### **7. How does your department determine if there is or is not racial biasing in policing?**

- We have a policy, but we don't know how it is measured.
- Don't know.
- No idea how they track racial profiling.
- Don't know how it is tracked but we had implicit bias and racial profiling training.

### **8. What type of training have you received in use of force, de-escalation techniques, dealing with mentally ill, and community policing? Have the instructors been internal or external to the department? Have you received sufficient training to competently perform your duties?**

- Good training on use of force.
- De-escalation is incorporated within use of force, taser, and defensive tactics training.
- We need more training for dealing with mentally ill persons. We need to attend Crisis Intervention Training (CIT).
- We also need a policy on dealing with mentally ill persons and procedures for working with the psychiatric private and county services. There are procedural problems with some of the facilities in what they ask us to do and how they process individuals.
- Community policing is events that are done by the Community Support Division.

## **9. Does your department have a three- to five-year strategic plan?**

- None. We operate day to day.
- We don't know anything about a department strategic plan.
- We have been through so many different Captains and people leaving, it is hard doing a plan.

## **DISCUSSION OF MAJOR THEMES EXTRACTED FROM FOCUS GROUPS**

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It is important to remember that with focus groups, discussions are used as a qualitative approach to gain an understanding of social issues. The participants share their opinions, beliefs, and perspectives that may be similar or different about an issue. The focus groups for this project were conducted with dual moderators. The intent of the focus groups was to collect the opinions of the participants in order to gain an understanding of the strengths and weaknesses in specific categories related to the study. Major themes are presented here to help summarize the discussions of both external and internal focus groups. These major themes can be utilized as discussion points to help strengthen collaboration between external and internal focus groups and enhance internal processes within the police department.

### **Major Themes – City Leadership**

#### **1. Recruitment Strategies/Perception of WPD.**

The participants discussed that their involvement in recruitment is limited. The Police and Fire Commission has the primary responsibility for selection. Participants presented some concerns about recruitment, but agreed that they would like to be better educated on the hiring, retention, and training process. However, the participants initiated a discussion about the performance of the department as being overall responsive, with good customer service, and with high ratings from the citizen survey. The participants saw a need to have better communication and information sharing between the police department and city leadership. City leadership would like to be involved in the hiring process of the new chief.

#### **2. Alternative Responses and Efficiency in Delivering Services.**

Participants shared that they would like more outreach and communication between the police department and the community. Participants want the department to be more proactive with traffic stops but sensitive to social justice and any possible perceptions of racial profiling. Participants desire to know more about best practices in policing so they are better informed on how to support the police department. Participants stated that this would assist them in identifying what resources could help the police. Participants would like to see more emphasis on resources and training for the officers in dealing with the mentally ill. In the view of the participants, the police department gets tasked with things they should not have to handle. Wauwatosa does not have a resource such as 211. Participants shared a positive commentary about Wauwatosa police from community members, but visitors to the city are more critical of the police department.

#### **3. Policies**

The participants shared that they know little about the department policies. Participants want transparency in the policies with the public and did acknowledge that the policies were uploaded to the department website last summer, but it took time to get the department to complete the task.

#### **4. Training**

The participants describe the department members as being well-trained, but there needs to be more emphasis in soft skills, de-escalation, bias policing, conflict resolution, and dealing with the mentally ill. Participants suggested the department may want to consider the use of outside trainers for some topics.

#### **5. Strategic Planning**

Participants identified that the police department has an annual report, but it reflects the past and not the future. Participants reported some planning information is in the city's five-year report. Participants indicated that if the police department had a strategic plan, it could build community support.

#### **6. Traits, Characteristics and Leadership Style the Next Police Chief Should Possess.**

This topic had the greatest discussion from the focus group participants. A summary of the responses from participants is as follows:

Strong listener, communicator, collaborator, and strategist within the police department, other city departments, with city leadership and the community members who live in Wauwatosa and visit. Progressive police chief that brings initiatives and best practices to the council. Proactive approach to policing and understanding dynamics of interaction with other municipalities. Chief that takes ownership of positive and negative aspects of the police department. Chief that will listen to community members who have a different perspective from the chief, but the chief can respond with tact when communicating why the he or she cannot do what the community members ask. Visionary and respected leader who works well with the city leadership, knows best practices in policing, and understands the history of Wauwatosa and impact of the Milwaukee area and issues. Forward thinking, strategic planner, knows succession planning and is experienced as a chief. Chief that has a progressive leadership style and supports de-escalation and the guardian philosophy. Chief that has empathy, good listener, can see both sides of the debate, collaborative, and community oriented. Unquestionable qualifications such as experience in another community that has similar social justice, race, and class problems. Knows how to heal a segregated community. Understands the importance of recruitment and retention of staff.

#### **7. Top Priorities the Next Police Chief Should Address.**

Lead by example while participating, communicating, collaborating, and building trust within the police department, with city government, and the community with a focus on inclusion and diversity practices, and help heal a community that has experienced trauma. Mentor the police officers and make the police department members know they have an important mission. Create a strategic plan with goals. Engage the community without adversity, non-politically, and embrace and project an attitude of community first.

### **Major Themes – Community Leadership**

#### **Question 1: Impression of Wauwatosa Police Department**

The participants described the Wauwatosa Police Department as being professional, cordial, conducting good investigations, prompt, and helpful. The majority of participants reported positive interactions and relationships with the police department. However, participants noted that people that don't live in Wauwatosa and are black are treated differently in comparison to white visitors. Some of the interactions with people of color are us-versus-them style. The

participants reported service at the Mayfair Mall and the schools is highly professional, with good communication, and positive interactions. A discussion by the participants involved the changing perception of the department because of recent incidents both locally and nationally. One participant shared that she saw a beloved SRO standing near a Humvee during the riots and it left her feeling differently about the police. Another participant described that interactions with the police have been professional, but in October the participant had a tank blocking her driveway. An undercover officer was wearing a vest and carrying an assault rifle. TV coverage of police was not good during protests. Police serve and protect but so much has happened around the country that the police seem removed from the community.

### **Question 2: What should the Wauwatosa Police Department do differently?**

Participants shared the need for the department to have a good communications officer, and to have ongoing meetings with the community for engagement, promoting trust, and greater transparency. Participants identified the need for more mental health resources in the community to help the police and more officers need to be trained in crisis intervention. Participants discussed the possibility of having a mobile response team of counselors attached to the police department or have a 411 number to help citizens and provide mental health crisis workers. The department needs to have a greater presence in the community. Need better communication from the department's social media and website but participants noted that the police department may have a shortage of resources for help with social media and the website. Participants discussed the lack of diversity in the city's population but noted that the visiting population is more diverse, therefore, there needs to be more diversity within the Wauwatosa Police Department. Participants discussed the need for more training in conflict resolution, de-escalation, equity and bias in policing, and mental health training. Participants discussed the possibility of having external trainers be utilized more. Participants discussed the need to use data to find disparities in police stops.

### **Question 3: In the selection of a new chief for the Wauwatosa Police Department, what leadership style, characteristics, traits, and experience would you like the new chief to possess?**

Similar to the city leadership focus groups, this topic had the greatest amount of discussion. Participants discussed the need for the chief to have a proven track record as a chief, and experience in growing diversity in the police department and working with a diverse community. Participants want the chief to be highly skilled in leadership, team building, communication, listening, open mindedness, community policing, and be able to create a vision for the department blended with a strategy for success to reduce crime and keep the city safe. Participants seek a police chief who has strong integrity, honesty, ethics, and morals, and can build trust within the department, city leadership, city departments and the community.

### **Question 4: What should be the top priorities for the new chief?**

The participants discussed the need for the chief to rebuild community trust through community policing, assess the leadership and culture within the department, advocate for diversity within the department, and realize that the police have had a tough time and uplift and build teamwork within the department. Participants want a focus on accountability, consistency, and fairness in enforcing laws and creating a safe community. Participants also focused on the need for data driven decision-making for training programs, policy changes, and analyzing what is working and what is not working.

## Major Themes – Internal Focus Groups

### **1. Describe the current organizational culture.**

The participants involved in the focus groups articulated a deep concern for the low morale of the department. The participants shared that they feel beaten down, vilified, unappreciated, and the city does not back them up and takes them for granted. The participants shared that they are scared to do their job as they don't feel supported, have retreated into reactive policing mode due to city leadership and what has occurred nationally over the last nine months in Minneapolis. Participants shared that problems for police nationally began in 2014 with the Ferguson incident and George Floyd was the breaking point with the communities that police serve. Participants expressed frustration when some of the community members wanted something done about the protestors while other community members wanted nothing done. Participants also shared that the public is afraid to prosecute and that is making the police job more difficult. Participants stated that because of the low morale, employees are willing to take an early retirement.

### **2. Describe the gaps between the organizational culture you currently have and the culture you desire to have for your department.**

The participants would like to have communication improved within the department among ranks and shifts. The participants shared that they would like to have a greater voice in addressing department issues by having committees representing all units in the department involved in working on solutions, instead of a top-down approach. The participants also discussed that their pay and benefits are slipping behind other departments. Civilian supervisors would like to be able to attend leadership training.

### **3. What are the traits, characteristics, and leadership style you would like the new chief to possess?**

Similar to the external focus groups, this question generated a significant amount of discussion among the participants. Participants want a strong leader, forward thinker, open minded, hard worker, leads by example, good judgment, supportive, strong communication and listening skills, personable, trustworthy, clear and consistent direction, and collaborates with department employees, inclusive of all units. Strong background in strategic planning and can balance the police department, city leadership, and community. Participants would like a new chief that understands that the department has been through a lot, the officers are tired, and wants the new chief to fix the department's low morale.

### **4. What should the top priorities be for the new chief to address?**

The participants shared that a clear vision is needed for the department and city leadership should be told what the vision is. The new chief should provide guidance to the department as to how to accomplish the vision. Make expectations clear to department employees. Build trust and support in the department and the community. Fix the low morale within the department.

### **5. Is the promotional process fair and tests for the skills needed for the position?**

The participants discussed that the promotional process is not objective because of the supervisory roundtable. Evaluation ratings are not consistent, and expectations differ from supervisor to supervisor. Participants stated the promotional process is a popularity contest and needs to be changed, while other stated that it has gotten better but still needs improvement.

## **6. Are the department policies clear and easy to find? Are they detailed enough to provide proper guidance?**

The participants stated that the policies are evolving but need to be improved. Participants noted that it is hard to search for the policies. Participants stated that some units do not have Standard Operating Procedures (SOPs).

## **7. How does your department determine if there is or is not racial biasing in policing?**

The participants shared that there is a policy, but they don't know how racial bias in policing is measured or tracked. Participants shared that they did receive training in implicit bias and racial profiling.

## **8. What type of training have you received in use of force, de-escalation techniques, dealing with mentally ill, and community policing? Have the instructors been internal or external to the department? Have you received sufficient training to competently perform your duties?**

Participants stated that the use of force training the department provides is good training. The participants shared that de-escalation training is incorporated within the use of force training, taser training, and defensive tactics training. Participants shared that they need more training for dealing with mentally ill persons and more officers need the opportunity to attend Crisis Intervention Training (CIT). The participants shared the need for a policy on dealing with mentally ill persons and procedures for working with the psychiatric private and county services. There are procedural problems with some of the facilities in what the medical staff asks the officers to do and how they process individuals. Participants did not recall any community policing training, but they shared that the department has a Community Support Division that holds a variety of events for the community.

## **9. Does your department have a three- to five-year strategic plan?**

The participants shared that the department does not have a strategic plan. The perception of the participants was that the department operates day-to-day, and it has been through so many different captains and people leaving that it is hard to follow any plan.

## **Recommendations, Focus Groups:**

- The intent of the focus groups was to collect the opinions of the participants in order to gain an understanding of the strengths and weaknesses in specific categories related to the study. Major themes are presented to help summarize the discussions of both external and internal focus groups. These major themes can be utilized as discussion points to help strengthen collaboration between external and internal groups and to enhance internal processes within the police department. (Recommendation No. 1.)

# SECTION 3. DEPARTMENT'S RECRUITMENT STRATEGIES

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*"Recruiting and retaining talent is only going to get more difficult. Targeting, recruiting, hiring, and retaining sworn law enforcement officers who possess skill sets geared toward your specific agency and community demographics is paramount for providing effective service delivery and ensuring the well-being of law enforcement agencies"*  
(*Recruiting, Selecting, and Retaining Law Enforcement Officers | National Police Foundation*).

Police agencies are competing with one another for talent acquisition, particularly for candidates who will create a diverse department reflective of the community being served. Police departments need to be able to project clear messaging to potential candidates about their mission, vision, values, and organizational culture.

## BRANDING AS A RECRUITMENT STRATEGY

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Branding has been a concept that public and private organizations have understood as the means to project their core mission, vision, and values. Organizations commit millions of dollars to create an effective brand that promotes sales and consumer buy-in. For law enforcement, branding has been somewhat limited to basic websites, some social media, annual reports, and strategic plans that state the mission, vision, and values of the law enforcement agency. When a law enforcement agency simply posts its mission, vision, and values to a static website or document, it is very difficult to project an accurate view of the agency in a meaningful, embracing, and emotional impacting way to the public.

In today's climate the media is creating the narrative for the branding of law enforcement agencies. Progressive law enforcement agencies should view this challenge as an opportunity to project the agency in a positive light to create greater community engagement and support, increase net recruiting results, and create a sense of value to improve retention rates. Police 1 supports the concept that "To create greater community engagement, increase retention and improve recruitment, every police agency should develop and capitalize on their own brand" (September 7, 2017, see <https://www.police1.com/chiefs-sheriffs/articles/why-your-police-department-needs-a-brand-siy1LBFGy8tUKUJ6/>).

The Wauwatosa Police Department would benefit from a branding campaign that would:

- Promote the positive attributes of the department.
- Increase morale through embracing the value of Wauwatosa police officers.
- Widen the net for recruiting through digital advertising.
- Project a culture of engagement and inclusion.

CPSM believes a digitally-based branding effort can offer benefits for branding, recruitment, and community engagement.

Furthermore, police departments are competing to hire the best of the best to serve as police officers. Some departments are offering signing bonuses, highly competitive benefits, take-home cars, state-of-the-art equipment, paid internships, and a culture that attracts officers and

increases retention rates. Recently, CPSM conducted an operational assessment of a police department in Florida. During our site visit, two lieutenants reached a milestone of 20 years of service in the department, and each received a bonus of \$10,000 for their service to the city. This example serves as a reminder that police departments are clearly in a highly competitive environment for the recruitment and retention of talent.

To assess WPD's branding and recruitment efforts, CPSM reviewed the Wauwatosa Police Department's website. Prominent on the site was a photo of four officers riding an ATV, a motorcycle, and two bicycles.. The caption said "Join the Wauwatosa Police Department" (<https://www.wauwatosa.net/government/departments/police>).

Another photo meant for recruiting purposes showed five police officers and one detective against a background of three patrol cars, an ATV, and a motorcycle (<https://www.wauwatosa.net/government/departments/police/recruitment>).

While the department is to be commended for making a recruiting effort on its website, the question is, do the photos project a culture of the department that promotes community engagement, community collaboration, and attracts recruits that embrace the guardian philosophy? CPSM's response to this question is no they do not.

Rather, the department needs to humanize its officers, and project a culture of community engagement, community collaboration, inclusion, training, servant leadership, and career opportunities. CPSM recommends that the Wauwatosa Police Department in partnership with the city's communication staff create a digital media outreach effort, which would include videos, to project the cultural brand of the department and significantly enhance recruitment efforts.

To help the department understand the value of branding for recruitment, CPSM has provided links (below) to several departments' videos that have been utilized for recruitment. These videos were produced by Epic Recruiting. The city can also explore in-house resources (or local video producers) for creating quality video for the Wauwatosa Police Department. Videos could be uploaded to the website, social media, colleges, local businesses, television broadcasts, and be used at community and recruiting events.

Epic Recruiting is the leading law enforcement marketing agency in the nation and offers a variety of recruitment strategies to include videos, photography, and online campaigns to attract the next generation of police officers and department personnel. Epic Recruiting provides marketing services for recruiting both sworn and non-sworn personnel through cinematic quality videos to brand and promote the culture of the police department. Epic Recruiting has a strategic approach to tailor the department video to attract the type of recruits a police department is looking to hire. Digital media can also be utilized to promote the brand of the police department. The followings links are to examples of digital programs that Epic Recruiting has created for some police departments. This digital media was developed to reflect the branding and culture the departments desired to project for recruitment and community engagement.

- Berkeley Police Department ([Law Enforcement Recruiting Video | Berkeley PD - YouTube](#))
- Davis Police Department [Police Recruiting Video | Davis Police Department Overview - YouTube](#)
- Hayward Police Department ([Police Department Marketing Strategy To Recruit Police Officers - YouTube](#))



- La Habra Police Department ([Improve Police Recruitment & Retention With Law Enforcement Videos - YouTube](#))
- Richmond Police Department ([Law Enforcement Marketing Campaign | Richmond PD - YouTube](#))

## RECRUITMENT TEAM AS A STRATEGY

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CPSM reviewed a document authored by Lieutenant Gabrish (now Captain Gabrish) in April 2020, *Proposal for Police Officer Recruitment Team*. This proposal has sound logic but unfortunately was never implemented. The proposal describes a recruitment team representative of department diversity, and which would be actively involved in the recruitment and selection process, including through enhanced contact with potential candidates during the hiring process so as to not lose them to other police departments. The proposal's primary goal was the recruitment and hiring of quality candidates with a focus on diversifying the demographics of the department. CPSM sees value in the proposal and recommends that the new chief review this proposal to determine alignment with his/her recruitment and selection strategy.

## RECRUITMENT TARGETING AS A STRATEGY

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CPSM reviewed the demographics of department personnel as part of this study. The following table captures the demographic profile of sworn personnel.

**TABLE 3-1: Wauwatosa Police Department, Demographic Profile of Sworn Officers**

Category	Number	Percent
White Male	70	74.5%
Black/African American Male	4	4.3%
Asian Male	4	4.3%
Hispanic/Latino Male	4	4.3%
White Female	9	9.5%
Black/African American Female	1	1%
Asian Female	0	0%
Hispanic/Latino Female	2	2%
<b>Total</b>	<b>94</b>	<b>99.9%</b>

**Note:** There were three vacancies at the time this data was submitted to CPSM.

The demographics of Wauwatosa's residential population is provided by the U.S. Census Bureau (2019). The following table displays the residential population of Wauwatosa by gender and race/origin and compares the profile of the department's sworn personnel to the Census data. One can see the residential demographics of the City of Wauwatosa are aligned with the representation of race/origin within the department.

**TABLE 3-2: Comparison of Residential to Departmental Demographics**

Category of Census Data	Census Percent	Department's Percent Representation Race/Origin when Combined with Gender
Male	48.2%	N/A
Female	51.8%	N/A
White	84.4%	84%
Black/African American	5.3%	5.3%
Asian	4.1%	4.3%
Hispanic/Latino	2.9%	6.3%
American Indian/Alaska Native	0.5%	0%
Native Hawaiian/Pacific Islander	0%	0%
Two or More Races	3.3%	N/A

ClearGov reports a residential population in 2018 in the city of 47,882 (<https://cleargov.com/wisconsin/milwaukee/city/wauwatosa/2018/demographics>).

At the same time, ClearGov projects a daytime population of 72,914, meaning there is a daily increase in population of about 53 percent. The daytime population number shows the effect of persons coming into or leaving the community for work, entertainment, shopping, etc. during the typical workday and which places greater demands on community services. ClearGov does not provide statistics for daytime population for gender, race, or origin, but this daily influx may have a significant impact on the demographics of a community. The residential demographics may be different than the overall daytime demographics. Thus the demographic profile of WPD sworn officers may not be in alignment with the overall daytime population's profile.

The City of Wauwatosa may want to undertake a random sample survey of daytime population as a means to determine if it needs to better align the representation within the department to the daytime population. To conduct such a study, the city could partner with a nearby college/university department with the needed expertise.

## **RECRUITMENT METHODS AS A STRATEGY**

The Wauwatosa Police Department has a recruitment website within the Wauwatosa.net link. While the website presents important information on minimum requirements, benefits, division and specialized units, and contact information, CPSM recommends enhancements to the website. For example, there could be a short video of the new chief welcoming potential candidates to join the Wauwatosa Police Department followed by short interviews with diverse police officers sharing their positive experiences with the department and interacting with the community they serve. This is also another opportunity to project to potential candidates the values and vision of the department and community.

Our review of the WPD Facebook page indicates the department does an excellent job posting the past week's crimes and arrests. Social media is an excellent tool for recruitment because it can reach large audiences. A recruitment video available through social media such as Facebook could be helpful for recruitment efforts.

The department conducted a study of the sources through which current officers have been recruited. The number one method was the Wisconsin Law Enforcement Network (WILENET) at 50 employees followed by a City of Wauwatosa employee at 15 personnel. This tells us that city employees and the community can also play an active role in recruitment.

The department should expand recruitment efforts to professional organizations such as the Police Executive Research Forum (PERF), which posts job opportunities on its website. The department should pursue as many virtual recruiting opportunities as possible, such as Handshake, Indeed, and other platforms, to increase recruitment efforts.

## College/University Recruitment Strategy

CPSM requested that the department provide data as to the program of study at a college/university from which staff members were awarded degrees. The vast majority of majors have a nexus to policing/criminal justice. However, many other programs of study are represented in the results. Therefore, recruiting at a college/university should not be restricted to only policing/criminal justice majors. If the WPD creates a recruitment video or videos, leadership should create a partnership with colleges/universities to make the video available for viewing at locations within the colleges/universities. Many colleges have Learning Management Systems in which videos can be uploaded. Colleges/universities utilize social media to connect with their students and this could be another avenue for targeted recruitment. While visits to recruitment sites are necessary, digital media such as recruitment videos could assist in making recruitment efforts more efficient and reaching a larger audience of potential candidates.

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**TABLE 3-3: Degree Majors in the WPD**

<b>Area of Study (Major)</b>	<b>No.</b>
Accounting	1
Administrative Justice	2
Biological Sciences	1
Business Administration	2
Business Management	1
Civil Engineer	1
Crime Analytics	1
Criminal Justice	63
Criminal Justice Management	1
Criminology	2
English Literature	1
Fire Protection Engineering	1
Fire Protection Tech	1
Fire Science	3
History	1
Human Services	1
Industrial Engineering	1
Interdisciplinary Social Sciences	1
IT	1
Justice & Public Policy	2
Kinesiology	2
Law Enforcement	1
Law Enforcement Management	1
Legal Studies	3
Natural Resources	1
Organizational Leadership	1
Paralegal	2
Philosophy	1
Police Science	9
Political Science	1
Psychology	1
Public Administration	2
Religion/Anthropology	2
Social Welfare	1
Sociology	9
Spanish	1
Vocational Rehabilitation	1

CPSM reviewed the statistics for college internships that occurred at the department for 2016 through 2020. In 2016, four student interns participated in the program and all four became police reserves. In 2017, there were two student interns and one became a police reserve. In 2018, there were three student interns and one became a police reserve. In 2019 and 2020, each year saw two student interns, and none became police reserves.

## Other Strategies

Recruitment efforts should begin before college. To help with that, the department needs to establish a robust and inclusive police Explorer program. School Resource Officers could recruit high school students for participation. The School Resource Unit is the most diverse unit in the Wauwatosa Police Department and would project inclusiveness. An Explorer program should be utilized not just as a recruitment tool, but also as a way to guide participants into the mindset of the values and vision of the department and the community.

At the Hiring for the 21st Century Law Enforcement Officer forum hosted by the Police Executive Research Foundation (PERF) and the COPS Office in 2016, "Several forum participants noted that while the traditional approach to police hiring has skewed heavily toward the "warrior" aspects of the profession, agencies today need to focus attention on recruiting and hiring for the "guardian" role that police officers must be prepared to play. In fact, some forum participants argued that agencies should concentrate most of their attention on ensuring that applicants coming into the system have the necessary qualities of the guardian, because the warrior elements of the job can be taught" (<https://cops.usdoj.gov/RIC/Publications/cops-w0831-pub.pdf>).

A robust police Explorer program could be constructed to teach the values and the vision of the department, with a focus on a guardian philosophy while teaching the technical skills to be successful as a police officer. The department may want to consider coordinating transportation for students who may want to participate in the program but do not have transportation support. A report titled *Recruitment of Current Police Officers (3/1/21)*, and authored by Officer David Cefalu, indicated that 47 of the current WPD police officers lived in Milwaukee at the time of recruitment, and 7 police officers were residents of Wauwatosa. The remaining police officers represent numerous other cities. While recruitment efforts should represent a wide net, it can be seen that half of the current police officers working at the Wauwatosa Police Department are from the immediate geographical area. This statistic supports the value of having a robust Explorer program and providing support to participants who would otherwise not be able to be included.

The department has 23 members who served in the military, representing all branches of service. The department should make an effort to recruit at events that enable contact with current or former military personnel. Many colleges/universities have Student Veterans' Associations, a resource that would help the department to target its recruitment efforts.

The department may want to consider implementing a Community Citizens Academy that showcases each unit in the department. Participants from city leadership and the community could benefit from having a deeper experience with the department's operations and procedures. Community members would be better informed about the Wauwatosa Police Department. An alumni association consisting of the participants of the Community Citizens Academy could be formed to assist in recruitment efforts.

## RECRUITMENT AND THE HIRING PROCESS

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The Wauwatosa Police Department utilizes a multiple phase recruitment and hiring process that involves a variety of personnel. The recruitment and hiring process is a shared responsibility among the police department, Wauwatosa Police and Fire Commission, and the city's Human Resources Director. The Human Resources Director provided CPSM with a draft of the City of Wauwatosa Police Department, Police Officer Recruitment and Selection Guidelines. This is an excellent document that is comprehensive and provides clear guidelines and procedures for the recruitment and selection process. CPSM notes, however, that the recruitment and hiring process is cumbersome. Wauwatosa staff looked at the experience of past several police officers who have been hired and determined the average number of days from first call to swearing in is approximately 160 days.

Under Wisconsin State Statutes 61.65 and 62.13, the Wauwatosa Police and Fire Commission has the authority to recruit and select candidates for the purpose of establishing an eligibility list for the position of police officer. Statute 61.65 requires that a village with a population of 5,500 or more that creates its own police department or fire department must establish a police and/or fire commission. In reviewing Wisconsin State Statute 62.13, the appointment, authority, procedures, and optional powers of the board indicates that the Police and Fire Commission has strong authority over hiring and discipline. These are complicated issues in which a background in human resource management would be extremely helpful. However, in the statute, there is no discussion of education or training requirements for individuals serving on a Police or Fire Commission.

It is important for the department, the Police and Fire Commission, and the city's Human Resources Director to have a clear and consistent understanding as to what specific traits and characteristics they are seeking in their police officers. In the report from the forum on Hiring for the 21st Century Law Enforcement, participants said candidate qualities should go above and beyond the minimum standards that are established by many state Police Officer Standards and Training (POST) agencies. "Each agency's list will be guided in large part by the policing philosophy of that agency. Forum participants identified a number of fundamental qualities that all agencies should embrace, which include the following: integrity, service orientation, empathy, communication and human relations skills, self-control, team orientation, and problem-solving skills" (p.6).

As Wauwatosa will have a new chief in the very near future, it is important that the chief's vision of the specific traits and characteristics he/she seeks in police officers aligns with the city administrator, city leadership, Police and Fire Commission, city's Human Resource Director, and community. The chief, commission, and director must work together in the selection process and must have the same mindset as to what a valued candidate for a police officer position in the City of Wauwatosa should possess in terms of specific traits and characteristics. Furthermore, they must also have a united perspective as to whether the community needs warriors, guardians, or a combination of the two in its candidates.

The selection process utilized must align with the core values the chief, city administrator, city leadership, Police and Fire Commission, Human Resources Director, and community have agreed upon for the selection of police officers. Oral boards/interviews need to be constructed to measure the specific traits and characteristics that have been agreed upon.

CPSM reviewed the document, City of Wauwatosa Police Department, Police Officer Recruitment and Selection Guidelines, which guides the Police and Fire Commission oral interview process. The document consists of a question-and-answer format with which the

Commission assesses a candidate's communication skills, judgment, self-confidence, and general suitability for the position (p.7). CPSM reviewed the nine-question interview instrument. The categories being measured were qualifications and experience, commitment to profession, communication and interpersonal skills, decision-making skills, maturity/emotional intelligence, teamwork, and miscellaneous. Under each question was a note as to what to look for in a candidate.

This instrument would benefit from a revision and the addition of an anchored rating scale. An anchored rating scale would enable panel members to be on the "same page" when scoring interview responses. Too often, panel members have varying opinions of what constitutes a "good" answer to the interview question and, as a result, come to different conclusions about the candidates. By anchoring the scales in the interview, a great deal of this confusion and conflict can be eliminated.

CPSM recommends that the interview instrument utilized by the Police and Fire Commission be reviewed jointly with the new chief and the Human Resources Director to ensure that it is measuring the desired traits and characteristics sought in a police officer to serve the City of Wauwatosa. Furthermore, while this should be a collaborative process, a trained human resource professional could significantly enhance the recruitment, hiring and promotional processes used by the police department. **CPSM recommends that the city creates a human resource position to take the lead in the technical aspects of recruitment, hiring, and promotional processes. Additionally, the new human resource position could ensure that every job position has a current Job Task Analysis (JTA) as applications and testing for hiring and promotions should be linked to the skill set required in a Job Task Analysis (JTA). The Fire Department may also benefit from this position for their recruitment and testing for hiring and promotions.**

CPSM recommends that the city consider the use of a paperless system in its hiring process. For example, Guardian Alliance Technologies (<https://guardianalliancetechnologies.com/>) has a web-based software platform designed to "digitize" the hiring process. Agencies can utilize, for no cost, Guardian's Triage Center, which consists of the department's uploaded application and personal history questionnaire. If the department decides to move the candidate to the next phase consisting of a background investigation, there is a fee of \$50 per applicant.

The Guardian software extracts data from the candidate's personal history questionnaire and generates emails to former employers, references, landlords, military, and etc. Additionally, the system captures the zip codes the candidate has been associated with and generates an email to local police departments for a local criminal history. As well, Guardian Alliance Technologies offers screening of the candidate's social media for \$40 and a credit history for \$12. All other documents pertaining to the department's hiring process can be uploaded into the system. Additionally, Guardian Alliance Technologies has more than 40,000 applicants nationwide in its data base. If a candidate applies for another department the system will flag any changes or inconsistencies to a candidate's personal history questionnaire and report the changes to the department.

## COMPETITIVE INCENTIVES

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The department reports it has several incentives for the recruitment of sworn personnel.

In 2019, through a bargaining agreement with the police union, the department implemented a lateral transfer incentive for pay and vacation time. The city provides a work-out facility that is available 24 hours a day. The department offers health, dental, vision, and life insurance, and

makes a clinic available to all city employees for healthcare for both the employee and family members as a way to reduce healthcare costs. There is no residential requirement to live in the city for employment at the police department.

If a candidate is selected for employment and is not a lateral transfer, the department pays for the academy training and provides a salary for the candidate while in training. Lateral entries who can demonstrate mastery of skills in the Field Training Program can be accelerated through the program. Police officers can attain the maximum pay level for the police officer position within a period of five years. Detectives also receive additional pay for the position. The department provides paid vacation, sick leave, and holiday pay. All uniforms and equipment are provided to police officers. The pay range is advertised as \$56,844 to \$79,889. There are specialized units that are available to serve in as part of career development.

The department is to be commended for offering the incentives that are in place. However, as recruitment efforts from other departments become more competitive, the City of Wauwatosa may want to conduct a review of salaries and benefits to stay competitive. Additionally, police departments throughout the country are offering additional incentives such as take-home cars and signing bonuses. Talent acquisition is important to all industries and police departments need to be watchful of the strategies for incentives other police departments are offering candidates for recruitment and retention.

## Recommendations, Recruitment:

- The Wauwatosa Police Department would benefit from a branding campaign to promote the positive attributes of the department, increase morale through embracing the value of Wauwatosa police officers, widening the net for recruiting through digital advertising, and projecting a culture of engagement and inclusion. (Recommendation No. 2.)
- While the department is to be commended for having recruitment efforts on its website, the question is, do these efforts project a culture of the department that promotes community engagement and community collaboration, and which attracts recruits who embrace the guardian philosophy? To improve its recruiting efforts, the department needs to humanize its police officers, project a culture of community engagement, community collaboration, inclusion, training, servant leadership, and career opportunities. CPSM recommends that the Wauwatosa Police Department in partnership with city communication staff creates a digital media campaign that includes videos that projects the cultural brand of the department and significantly enhances recruitment efforts. (Recommendation No. 3.)
- CPSM reviewed a proposal that was authored in April 2020, Proposal for Police Officer Recruitment Team. This proposal has sound logic but unfortunately was never implemented. The proposal advocated for a recruitment team that is representative of diversity in the department, and which would be actively involved in the recruitment and selection process to include enhanced contact with potential candidates during the hiring process so as to not lose them to other police departments. The proposal's primary goal was the recruitment and hiring quality candidates who would help diversify the demographics of the department. CPSM sees value in the proposal and recommends that the new chief review this proposal to determine alignment with his/her recruitment and selection strategy. (Recommendation No. 4.)
- The residential demographics of the City of Wauwatosa are aligned with the representation of race/origin within the department. However, the department's demographics of sworn officers may not be in alignment with the daytime population of the city. The City of Wauwatosa may want to undertake a random sample survey of its daytime population as a means to align the representation within the department to the daytime population. The city



could partner with a local college/university department that has the expertise to conduct such a study. (Recommendation No. 5.)

- The Wauwatosa Police Department has a recruitment website within Wauwatosa.net link. While the website presents important information on minimum requirements, benefits, division and specialized units, and contact information, CPSM recommends enhancements to the website. For example, the department could create a short video of the new chief welcoming potential candidates to join the Wauwatosa Police Department followed by short interviews with diverse police officers sharing their positive experiences with the department and interacting with the community they serve. This is also another opportunity to project to potential candidates the values and vision of the department and community. (Recommendation No. 6.)
- The department should expand recruitment to professional organizations such as the Police Executive Research Forum (PERF), which posts job opportunities on its website. The department should pursue as many virtual recruiting opportunities as feasible, such as Handshake, Indeed.com, and other platforms, to increase recruitment efforts. (Recommendation No. 7.)
- Recruiting at colleges/universities should be broadened to majors that may not be in the criminal justice field so as to increase the potential pool of candidates. If the department creates a recruitment video, leadership should partner with colleges/universities to make the video available for viewing at locations within the colleges/universities. Many colleges have Learning Management Systems on which videos can be uploaded. Colleges/universities utilize social media to a great extent to connect with their students and this could be another avenue for targeted recruitment. While visits to recruitment sites are necessary, digital media such as recruitment videos could assist in making recruitment efforts more efficient and reach a larger audience of potential candidates. (Recommendation No. 8.)
- Recruitment efforts should begin before college. The department needs to establish a robust and inclusive police Explorer program. School Resource Officers could recruit high school students for the program. The School Resource Unit is the most diverse unit in the Wauwatosa Police Department and would project inclusiveness. The police Explorer program should be utilized not only as a recruitment tool, but as an opportunity to guide potential candidates into the mindset of the values and vision of the department and the community. (Recommendation No. 9.)
- The department may want to consider implementing a Community Citizens Academy that showcases each unit in the department. Participants from city leadership and the community could benefit from having a deeper experience with the department's operations and procedures. Community members would thus become better informed about the Wauwatosa Police Department. An alumni association consisting of the participants of the Community Citizens Academy could be formed to assist in recruitment efforts. (Recommendation No. 10.)
- CPSM recommends that the interview instrument utilized by the Police and Fire Commission be reviewed jointly with the new chief and the Human Resources Director to ensure that it is measuring the desired traits and characteristics sought in a police officer to serve the City of Wauwatosa. Consider new city Human Resource position. (Recommendation No. 11.)
- CPSM recommends that the city consider the use of a paperless system in its hiring process. (Recommendation No. 12.)
- Police departments are clearly in competition with each other for the recruitment and retention of talent. Wauwatosa should consider reviewing on a regular basis other agencies' recruitment and retention incentives in order to remain competitive. (Recommendation No. 13.)

# SECTION 4. ALTERNATIVE RESPONSES AND EFFICIENCY IN DELIVERING SERVICES

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## CONCEPTUAL FRAMEWORK

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The WPD 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 nearly 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.

The main concern in this approach is essentially “mission creep.” Over the years the police in general, and certainly Wauwatosa in particular, have become the stopgap, or the catch-basin, for a wide variety of social service issues that have little to do with the mission of the police. Research has shown that more than 70 percent of all CFS handled by the police are “service” calls, meaning they have little or no relevance to the police mission of crime reduction.<sup>1</sup> Similarly, over the years, the police have become involved in a wide variety of order maintenance and other non-police related services.

Police response to CFS about the mentally ill, homelessness, family disputes, and prostitution are examples of the public leveraging police resources to respond to social problems. And then there are entire categories of calls for service where the police have shouldered the responsibilities where other sectors of society have left voids, such as reporting traffic crashes, responding to private alarms, and executing warrants for the court. The police are doing these things because they are available 24x7x365 and are a readily available resource to apply to just about any problem facing a community.

There is a classic statement by renowned policing scholar Egon Bittner that describes police work in terms of situations involving “something-that-ought-not-to-be-happening-and-about-which-someone-had-better-do-something-about-now!”<sup>2</sup> Requesting the response of an armed police officer to a service CFS is the equivalent of summoning an emergency room nurse to that same call. The only common denominator is that there is always one on duty at any given time. However, the police bring the capacity to use deadly force in those situations.

Most times, the police response to these incidents is routine. There are those rare occasions when things go wrong and the police are called “on the carpet” to explain their actions. The perceived use of excessive force in dealing with people with mental illness is a good example of this. The core of the police role in our society is the justified use of force. We expect them to use this force wisely, and primarily to counter crime and the unlawful force that is used against us.

Mentally ill people can sometimes be violent. If the police are present, this violence is generally met with force by the police. The use of force in these situations might be legally justified, but in some cases probably not necessary. We have seen numerous examples in recent months in

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1. Walker, S. and C.M. Katz (2018). *The Police in America: An Introduction*. New York: McGraw-Hill.

2. Bittner, E. (1974). “Florence Nightingale in Pursuit of Willie Sutton: A theory of the police.” In Herbert Jacobs, ed., *The Potential for Reform of Criminal Justice* (Beverly Hills, CA: Sage).

which clinical psychological care would have been far superior to the police use of force. The police are well-trained in one area, but not sufficiently in the other.

So, we put demands on the police, and expect them to be the catch-basin for a wide range of social problems, but do not give them the resources and training to deal with those problems. Then we criticize them when things go wrong, not appreciating the fact that the criticism probably should be directed elsewhere. This is the dilemma facing contemporary policing, and Wauwatosa stands at the forefront of this dilemma.

There is an opportunity now to alter the police role in the community. CPSM believes this can be accomplished with a multipronged approach. First, there must be a full understanding between the police, city leadership, and the community about the philosophical and strategic approaches the department should embrace to fulfill its mission. The discussion that follows begins with an overview of the philosophical and strategic evolution of policing, and then challenges community stakeholders to help fashion the mission and vision of the WPD.

Next is leveraging the available data to understand and triage the service demands placed on the department. The Wauwatosa community (not the police) needs to evaluate the current services demanded from the WPD and decide whether or not they should continue to respond as they do, or respond differently, or not at all. Preserving scarce police resources for crime and public safety requires a diligent effort on the part of police managers to prevent the 911 system from becoming a catch-all for public complaints. Decisions regarding the demand for police services is a political decision. The determination of many officers to provide and for what purpose defies an exact calculus and must be made through a series of informed and sometimes difficult choices.

Then, with the types of CFS and service demands properly identified, WPD officers should be provided with the training, resources, and support in order to handle them efficiently and effectively, meaning with as little force as possible, promptly, professionally, and at the lowest possible expense. Complementing the demand analysis is a “supply-side” analysis. How will the WPD provide the resources (supply) to meet these demands? Departments must ensure that police resources are available during the times of the day when they are most needed. This is accomplished by the design of shift schedules that meet demands appropriately, as well as supplying enough officers during the times they are needed. In addition, the department should explore different combinations of personnel and units, both sworn and civilian members, in imaginative and creative ways.

And finally, the WPD needs to develop and implement strategic plans designed to engage the community, understand their needs, and regain the trust that is essential for policing. Regardless of the reason, communities request police to respond to incidents that are not police emergencies or even police matters. Each of these elements will be explored in the following sections of this report.

## PHILOSOPHICAL AND STRATEGIC APPROACHES

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The mission of the WPD is “to create and maintain a safe community by preventing and reducing crime, ensuring the safety of our residents and visitors, and building trust in partnership with our community.”<sup>3</sup> From a strategic perspective, it appears that the WPD is struggling to fulfill the stated mission of the organization. Violent crime, property crime, the fear of crime, and

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3. <https://www.wauwatosa.net/government/departments/police/recruitment#:~:text=Department%20Mission%3A,in%20partnership%20with%20our%20community.>

public safety seem to have taken a backseat to the notion of a lack of trust and suspicion of the police. The WPD must focus on rebuilding this trust while simultaneously maintaining low levels of crime.

Crime is caused by many factors. Over the past century, theories of crime have abounded, and there are many perspectives and schools of thought regarding the nature of crime and why it happens. The use and sale of drugs, availability of guns, gangs, poverty, unemployment, poor education, high residential turnover, poor housing, cultural conflict, and dysfunctional families, have all been associated with crime. One prominent theory, called social disorganization theory, has received much acclaim over the last 30 years and it is relevant to Wauwatosa and the strategic management of the WPD.

Social disorganization theory suggests that serious crime is a function of social and physical disorder present in a community. First advanced by University of Chicago sociologists Shaw and McKay, social disorganization was defined by low socioeconomic status, high residential mobility, high cultural diversity, poor housing stock, and dysfunctional families. The concept has evolved to define disorder on a continuum, with low-level physical disorder on one end and serious criminal disorder on the other end of the continuum.

**TABLE 4-1: Continuum of Disorder**

<b>Physical Disorder (Low Seriousness)</b>	<b>Social Disorder (Medium Seriousness)</b>	<b>Serious Crime (High Seriousness)</b>
Graffiti	Public Drinking	Violent Crime
Derelict Cars	Noise	Property Crime
Litter	Traffic	Drugs
Abandoned Property	Prostitution	----

Serious crimes, therefore, are not isolated events; they are part of a continuum of disorder and part of the fabric of a community. The most well-known articulation of this perspective is the “broken windows” metaphor described by James Q. Wilson and George L. Kelling. Wilson and Kelling’s article “Broken Windows” appeared in a 1982 edition of Atlantic Monthly, and it argued that crime and the fear of crime are products of “broken windows” in a community. Literally, when a property has a broken window and it is not repaired, the broken window sends a signal to people in the community that no one cares about the property and also invites the breaking of more windows and further disrepair of the property. This in turn invites more frequent and serious disorder, inviting people to “hang-out,” drink alcohol, use drugs, make noise, be disorderly, and the like because no one is in charge of the area. Eventually, this combination of physical and social disorder will lead to serious criminal activity.

Broken windows are used in the “metaphorical” sense, where any signs of community disorder are the equivalent of a “broken window.” If the disorder is left unaddressed, it signals to the community that there is a lack of control and sends an invitation for further disorder and serious crime. Thus, from a community perspective, “broken windows,” or signs of both physical and social disorder, are important and visible precursors to serious criminal activity. If left unrepaired, the literal and metaphorical broken windows contribute in an indirect way to crime and the fear of crime in a community.

The implications of the concept of disorder from a police perspective is that the situation calls for renewed and aggressive strategic management and strategic planning directed at fulfilling the fundamental purpose of the organization. The WPD’s mission is to reduce crime and the fear of

crime and provide for a safe community. In order to achieve this mission, the WPD should embrace strategic management and planning. These efforts must be backed with the use of appropriate performance measures, proper organizational alignment, and effective tactics.

Crime and disorder are not alone the mission of the department. Now more than ever, rebuilding trust between the department and the community is critical. Events over the last year have shown that the relationship between the police and some segments of the community are frayed. The WPD must put this into a strategic context as well and manage issues of trust and community satisfaction more rigorously. In order to manage these sometimes competing issues, police organizations generally resort to one or more of the following approaches.

## 1. Performance Measures

This strategic focus demands that appropriate measures be developed and tracked to ensure that plans, policies, and programs are effective in achieving the goals of the department. Moore and Braga (2004) in their article "Police Performance Measures" argue that six general measures are appropriate to evaluate the performance of a police agency.<sup>4</sup> According to Moore and Braga, a police department should 1) reduce crime, 2) hold offenders accountable, 3) reduce the fear of crime and promote security, 4) encourage public-centered crime defense programs, 5) improve traffic safety, and 6) provide essential emergency services. From a strategic management perspective, each of these six broad areas of police responsibility should be part of the police mandate, each of these measures should be measured, and plans and tactics must be created to achieve success in each area.

It is recommended that the WPD establish measures for each of these six categories and that city leaders hold the police department accountable for achieving improvements in each area. While there is no exact measure for each area, it is suggested that the data shown in the following table be used to track performance:

**TABLE 4-2: Possible Police Performance Measures**

Performance Domain	Measure
Crime Reduction	UCR Part I Crime Rate
Holding Offenders Accountable	Crime Clearance Rate
Fear of Crime	ICMA National Cities Survey
Public-centered Crime Defense	Crime Prevention Programs
Traffic Safety	Traffic Accidents and Injuries
Providing Emergency Services	CFS Response Time and Saturation Index

These areas of performance become, therefore, the strategic focus of the department. All programs, plans, tactics, and efforts are directed at improving the measures in these areas. Frequent and regular reporting of this information is critical, as is strict accountability for achieving the desired results.

This approach has been referred to by several different names. It is commonly known as the "S.A.R.A." model in community policing (scanning–analysis–response–assessment), or the COMPSTAT model as developed in New York City (timely intelligence–effective tactics–rapid deployment–relentless follow-up), or the policy model from the public administration arena (problem identification–policy development–policy implementation–policy evaluation).

4. <https://www.tandfonline.com/doi/abs/10.1080/0731129X.2004.9992156>

Regardless of what this approach is called, it is essentially a strategic approach that articulates the mission of the organization into quantifiable and measurable terms and uses those measures to drive the efforts and performance of the entire organization.

It begins with identifying the problem. For example, let's say the problem is aggravated assault as measured by UCR crime counts. A thorough analysis of these crimes is necessary, determining where, when, how, and why they were committed and by whom. Armed with this information, officers can be deployed, programs initiated, and occurrences tracked to determine the impact of the police efforts.

If the analysis of where–when–how–why indicates that domestic violence is the source of a high number of aggravated assaults, then domestic violence reduction must become the focus of the department's efforts. If the analysis reveals that certain business establishments are related to a high number of aggravated assaults, then the efforts of the department must be directed at closing these locations or bringing them under control to stop the violence.

## 2. Problem-Oriented vs. Strategic-Oriented

Problem-oriented policing is an approach to policing in which discrete pieces of police business, whether crime or acts of disorder, are subject to microscopic examination in the hope that what is learned about each problem will lead to a new and more effective strategy for dealing with it.<sup>5</sup> Within a strategic approach, problem-oriented policing becomes one of the main tactics brought to bear on crime, fear of crime, traffic safety, and other areas, and is the principle vehicle for identifying problems and creating workable solutions.

The problem-oriented approach works within the strategic framework, and is not an isolated police approach to community problems. In other words, the emphasis is on results—the measures of the six categories identified by Moore and Braga—and the police department is responsible and held accountable for success in these areas. Focusing on just a problem-oriented approach would narrow the focus on problems and their solutions, and not necessarily whether or not those solutions had any connection to the overall mission in the first place. In other words, the police can be highly effective at addressing problems, but unless the result of that problem solving has an impact on improving one of the six areas of strategic focus, then the effort was wasted. It is not problem solving for its own sake, but problem solving with an overall purpose.

In the case of the WPD, this overall purpose is “create and maintain a safety community.” It is recommended that the six performance domains listed above be utilized to track whether or not this mission is being achieved, and it is further recommended that the performance measures be used to monitor the WPD's effort and to hold the department accountable for success in these areas.

These efforts should not be in a vacuum, however. They must be integrated with an active engagement with the community. Police departments have engaged different approaches to work with the community to be co-producers of public safety.

## 3. Community Policing<sup>6</sup>

Community policing in the U.S. has a rich history. Beginning in the 1960s police scholars recognized that the prevailing model of delivering police services was ineffective. Much like today, the civil unrest during the 1960s and 1970s exposed serious shortcomings in police

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5. Center of Problem-oriented policing, retrieved at <http://www.popcenter.org/about/?p=whatispop>

6. <https://cops.usdoj.gov/RIC/Publications/cops-p157-pub.pdf>

operations. The early empirical work with the Kansas City Preventative Patrol Experiment and the foot patrol experiments in Newark, N.J., laid the groundwork for a new strategic approach for the police. Community policing has three key components: partnerships, organizational transformation, and problem solving. The police department acts as the “quarterback” with local organizations and stakeholders to build trust, reduce crime and disorder, and co-produce public safety. Police departments are challenged to think differently about the conventional “crime-fighting” strategies, and routine responses to 911 CFS, and explore community partnerships and alternatives to the conventional approaches.

Community policing is not easy to implement. Over the last 50 or more years police departments have struggled to balance the community’s needs with the typical service demands placed upon them. Most police departments refer to themselves as a “community policing department” but only scratch the surface when it comes to engaging in community policing as it is conceptualized. The WPD and the entire community of Wauwatosa should look at the crisis being experienced today as an opportunity to more rigorously explore the opportunities that community policing can provide.

## 4. 21st Century Policing<sup>7</sup>

After the shooting death of Michael Brown in Ferguson, Mo., in the summer of 2014, President Obama created a task force to recommend ways to strengthen community policing and trust among law enforcement officers and the communities they service. The President charged the task force with identifying best practices and offering recommendations on how policing practices can promote effective crime reduction while building trust. The following recommendations, known as the Six Pillars, were offered by the task force.

### **Building Trust and Legitimacy**

Building trust and nurturing legitimacy on both sides of the police/citizen divide is the foundational principle underlying the nature of relations between law enforcement agencies and the communities they serve

### **Policy and Oversight**

If police are to carry out their responsibilities according to established policies, those policies must reflect community values. Law enforcement agencies should collaborate with community members, especially in communities and neighborhoods disproportionately affected by crime, to develop policies and strategies for deploying resources that aim to reduce crime by improving relationships, increasing community engagement, and fostering cooperation. To achieve this end, law enforcement agencies should have clear and comprehensive policies on the use of force (including training on the importance of de-escalation), mass demonstrations (including the appropriate use of equipment, particularly rifles and armored personnel carriers), consent before searches, gender identification, racial profiling, and performance measures—among other policies such as external and independent investigations and prosecutions of officer-involved shootings and other use of force situations and in-custody deaths.

### **Technology and Social Media**

The use of technology can improve policing practices and build community trust and legitimacy, but its implementation must be built on a defined policy framework with its purposes and goals clearly delineated. Implementing new technologies can give police departments an opportunity to fully engage and educate communities in a dialogue about their expectations for transparency, accountability, and privacy.

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7. [https://cops.usdoj.gov/pdf/taskforce/taskforce\\_finalreport.pdf](https://cops.usdoj.gov/pdf/taskforce/taskforce_finalreport.pdf)

## Community Policing and Crime Reduction

The importance of community policing is a guiding philosophy for all stakeholders. Community policing emphasizes working with neighborhood residents to co-produce public safety. Law enforcement agencies should, therefore, work with community residents to identify problems and collaborate on implementing solutions that produce meaningful results for the community. Specifically, law enforcement agencies should develop and adopt policies and strategies that reinforce the importance of community engagement in managing public safety.

## Training and Education

This pillar focuses on the training and education needs of law enforcement. To ensure the high quality and effectiveness of training and education, law enforcement agencies should engage community members, particularly those with special expertise, in the training process and provide leadership training to all personnel throughout their careers.

## Officer Wellness and Safety

The wellness and safety of law enforcement officers is critical not only for the officers, their colleagues, and their agencies, but also to public safety. Pillar six emphasizes the support and proper implementation of officer wellness and safety as a multipartner effort.

## Conclusion

It is essential, therefore, that before any reforms are developed or implemented, the community of Wauwatosa think carefully about the philosophical and strategic approach that it wants its police department to embrace. This is not a police department decision. It must be made in collaboration with the elected officials, community stakeholders, organized community groups, and the department. Clearly it won't be business as usual, but what will the future of the WPD look like? Will it be a full community policing organization? Will it embrace the Six Pillars identified by the President's Task Force on 21st Century Policing? What performance measures and problem-solving strategies will the department engage? The discussion in the next section about the demand and supply of police services can help provide the answers to these questions. However, the threshold questions must be answered first: What is the mission of the WPD? How do we measure the mission and know it's being achieved? What mechanisms do we put in place to hold people accountable for achieving the mission? What mix of services will the WPD provide?

The next section of the report discusses the demand for police service, the supply of policing resources to meet those demands, and possible alternatives to these dimensions that might be considered by the community.

## Recommendations Policing Strategically:

- Develop a comprehensive mission and vision statement for the Wauwatosa Police Department. (Recommendation No. 14.)
- Identify quantifiable goals that are related to the mission. (Recommendation No. 15.)
- Identify a specific policing philosophy for the WPD to embrace to provide police services to the community. (Recommendation No. 16.)
- Develop and promulgate strategic plans for major operational elements in the WPD. (Recommendation No. 17.)



## DEMAND-SIDE

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 result of this policing philosophy is the delivery of comprehensive policing services to the 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 and community engagement. 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 WPD to continue its full-service model of policing yet run the agency more efficiently.

**TABLE 4-3: Calls for Service**

Category	Community-initiated			Police-initiated		
	Calls	Units per Call	Minutes	Calls	Units per Call	Minutes
Accident	1,685	1.86	30.88	123	1.86	25.42
Alarm	966	2.36	13.93	11	1.64	11.00
Animal	399	1.32	19.23	33	1.45	17.48
Assist Citizen	1,631	1.67	21.75	675	1.25	12.38
Assist other agency	714	2.34	20.35	243	2.08	15.53
Check/Investigate	2,790	2.44	21.98	179	2.36	17.93
Court/DA	1	1.00	4.00	313	1.06	27.35
Crime-person	397	4.86	27.18	171	5.29	22.32
Crime-property	2,017	2.57	27.19	176	1.84	12.62
Disturbance	22	2.45	20.14	0	0	21.34
Fugitive Arrest	78	3.72	24.96	125	2.83	28.51
Juvenile	190	2.55	19.11	57	1.46	12.26
Miscellaneous	748	1.46	20.60	482	1.59	21.34
Other	45	4.38	29.96	408	1.21	11.22
Parking Complaint	1,098	1.13	14.92	80	1.09	10.44
Prisoner Conveyance	138	1.93	28.21	58	1.95	31.43
Suspicious Person/Vehicle	3,415	2.27	19.24	1,339	2.17	12.61
Traffic Enforcement	1,061	1.51	13.41	10,313	1.24	9.70
<b>Weighted Average / Total Calls</b>	<b>17,392</b>	<b>2.0</b>	<b>21.45</b>	<b>14,786</b>	<b>1.44</b>	<b>11.66</b>

The preceding table presents information on the main categories of calls for service, both citizen-initiated and police-initiated, that the department handled between in 2019. In total, department officers were involved in approximately 32,000 calls during that 12-month period, or approximately 88 calls per day.

In general, CFS volume is moderate to high. To evaluate the workload demands placed on the department, it is useful to examine the number of CFS received from the public in relation to the population size. With a service population estimated to be approximately 48,000, the total of 32,178 CFS translates to about 670 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 that ranges from 400 to 1,000 CFS per year. Lower ratios typically suggest a well-managed approach to CFS. The value of 670 CFS/per thousand/year would suggest a moderate to high CFS volume. This is undoubtedly related to the large influx of people into Wauwatosa during the day. Anecdotal accounts suggest that as many as 25,000 people might visit Wauwatosa on any given day. Its proximity to Milwaukee and the city's concentration of retail shopping and medical facilities makes Wauwatosa a popular destination in the region.

While the volume of activity is not unmanageable, it appears that the WPD could consider being more aggressive about triaging CFS in order to free up officers' time for proactive policing. Certain types of calls do not necessarily require the response of a sworn police officer. One such category is responding to false alarms. Another is motor vehicle accidents involving only property damage, at which the police role is largely administrative, that is, preparing and filing reports.

The bottom line here is that a substantial number of CFS dispatches to officers could be eliminated. This would free officers' time to address other conditions present in the community as opposed to spending time at CFS at which their services are not essential. This is particularly important given the number of officers assigned on patrol during any given shift. Sparing these officers from responding to nonemergency CFS would allow them to remain available and on patrol in the community.

## Reducing Alarm Responses

False alarms are a 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 WPD responded to almost 966 alarm calls, or about 6 percent of all community-initiated CFS. The response to the overwhelming majority of these calls is undoubtedly unnecessary, and an inefficient use of police resources.

Ordinance 7.08.070 of the Wauwatosa City Code articulates the regulations related to Alarm Systems. The code requires a \$25 annual registration fee as well as penalties for false alarms. There is no charge for the very first false alarm within any calendar year. The penalty for the second and third false alarm is \$75 each. The penalty is \$150 each for the fourth through seventh false alarms and \$450 for each subsequent one. This an aggressive fine schedule.

CPSM did not obtain information about the amount of penalties received by the City pursuant to this fee schedule; however, it's worth noting that there were still almost 1,000 false alarms in 2019.

Even in light of the aggressive penalty structure, the WPD could be even more aggressive in its handling of false alarms. Namely, the fee structure articulated in section 7.08.070 may be too lenient. A \$75 fine may be a small price to pay for a faulty alarm, and homeowners and business owners might consider this an acceptable cost. According to the data in the above table, an average of 2.36 officers spent an average of 13.93 minutes on an alarm call, or a total of 529 hours, handling the 966 alarms.

This is not an insignificant expense to the community. A police officer at top pay in the WPD earns approximately \$82,000 per year in wages, or about \$40 per hour. Therefore, handling false alarms costs Wauwatosa over \$21,000 each year in just misplaced personnel resources.

On the one hand, it is good that the WPD has an aggressive fine schedule in place; however, more could be done to minimize or eliminate these responses in the first place. This would not only recoup some expense borne by the community, but more importantly, free up officer time of patrol to address other things that are more important than responding to a homeowner's faulty alarm. Think about what 529 hours of community service by WPD officers could do to build trust in the community.

In addition, some communities in the U.S. impose fees over \$1,000 or more for repeated false alarms. At that level there is a strong incentive to ensure that an alarm is working properly. This can save hundreds of hours of wasted time spent on these types of CFS. Similarly, the WPD should analyze the data on false alarm activations. Undoubtedly, with a greater level of analysis patterns and trends will emerge. The WPD could identify problematic locations and/or alarm installation companies that are generating a large number of false alarms and work with them to reduce or eliminate future occurrences. Analysis of the data could reveal certain companies that have a poor record of installation. High frequency alarm violators could be identified and visited by sworn personnel to identify reasons behind the false alarms.

Lastly, some communities are enacting a double-call verification protocol. Under such a program an alarm CFS is verified by the 911 dispatcher with the alarm company before an officer is dispatched to respond. Also, the city should consider making greater use of the data it collects on the false alarms already recorded.

## Automobile Accidents

Automobile accidents are another category of call for which the response by a sworn officer is questionable. In the period under observation the WPD responded to more than 1,700 motor vehicle accidents. Examination of the preceding table indicates that almost 10 percent of community-initiated CFS during the study period were traffic accidents. There were 1,808 total accidents handled by the WPD, and the average accident was handled by 1.86 officers and took approximately 30 minutes. This equates to almost 1,700 officer/hours to handle accidents that were mostly routine "fender-benders." Arguably, most of these calls were administrative in nature and did not necessarily warrant the response of a sworn police officer.

Consideration should be given to modifying the approach to vehicle traffic accidents in Wauwatosa. A revised approach towards minor traffic accidents could dramatically lower the number of accidents dispatched to patrol officers.

According to Wisconsin law, if a motorist is involved in a motor vehicle accident in which a person is injured, or there is property damage in excess of \$1,000, or there is damage of \$200 or more to a state or other government-owned property other than a vehicle, the motorist must report the accident to the state. Police departments 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.

Interestingly, there is information on the WPD website that encourages this inefficient use of personnel. The WPD website has a section on FAQs, and one relates to vehicle accidents. It reads:

***If I have a minor car crash, should I still call the police?<sup>8</sup>***

***It is best to report all crashes to the police, even minor ones. If the damage is over \$1,000, or if anyone is injured, a state report must be filed. Even in the case of minor crashes, calling the police allows documentation of driver information for insurance purposes.***

CPSM contends that this approach is not an efficient use of patrol officer 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 motorist should be advised to prepare the required Wisconsin forms and submit them to the state: no response by the police is necessary.

If a motorist calls 911 to report a minor property-damage-only accident, they should be instructed to exchange information with the other motorist and report the accident to the state as required by law. This process also spares the need for an officer to respond to the scene and keeps the officer free to perform other, more critical functions. Again, think about the other more productive things that officers on patrol could be doing with 1,700 hours of time as opposed to responding to routine crashes.

In general, therefore, consideration should be given to modifying the approach to vehicle traffic accidents in Wauwatosa, and in particular, "property damage only" accidents.

## Traffic Enforcement

Traffic safety is a key component of the core mission of any police department. Similarly, complaints about traffic are generally the most frequent kind of complaint that the police receive from the public. Therefore, mitigating unsafe traffic behavior, reducing traffic crashes, and preventing injuries from those crashes are important responsibilities for the police.

During the period studied, the WPD engaged in more than 10,000 traffic stops. These stops accounted for approximately one-third of all CFS handled by the department. This is an enormous amount of activity, in both sheer numbers and in context of total work. It signifies a very robust approach to traffic enforcement. It is not clear, however, if this enforcement is contributing to any improvement in overall traffic safety in the community.

CPSM recommends that patrol officers in the WPD discontinue making routine traffic stops. Instead, the WPD should leverage traffic crash data to focus enforcement efforts on the locations deemed most prone to accidents, and as well focus on drivers deemed to be at the highest risk of causing them. Routine, or random, motor vehicle stops should be curtailed. Anecdotally, CPSM learned that officers in the department are expected to conduct a minimum of 30 traffic stops per month and issue at least 15 citations. Without any direction about

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8. <https://www.wauwatosa.net/government/departments/police>

where to focus, or for what types of violations, officers are left to conduct this enforcement as their shift permits. It is this type of unfocused traffic enforcement that should be discontinued.

In general, an effective traffic safety program is one that embraces the “Three E’s”: Enforcement, Education, and Engineering, with a specific focus on driving down the number of crashes and injuries from these crashes and improving overall traffic safety and quality of life in Wauwatosa. From an enforcement perspective the WPD appears to be doing an excellent job, with over 10,000 traffic stops per year. Interestingly though, data from 2018 through 2020 show that the same intersections remain the most crash-prone, and the top 10 intersections always account for 20 percent of all crashes in the city. The 10,000 annual traffic stops do not appear to have had an impact on the frequency and prevalence of traffic crashes in the worst locations. A more focused approach should be undertaken; this approach should target at-risk drivers and these at-risk locations.

The 10 intersections that accounted for the most traffic crashes in each of the past three years in Wauwatosa are shown in the following table.

**TABLE 4-4: Ranking of Intersections with the Most Traffic Crashes, 2018–2020**

Location	2018 Rank	2019 Rank	2020 Rank
2500 N. Mayfair Rd.	1	1	1
US Hwy 45/W. Capitol Dr.	5	8	2
N. Mayfair Rd./W. North Ave.	3	2	3
N. 124 St./W. Capitol Dr.	10	6	4
Mayfair Rd./W. Bluemound Rd.	4	10	5
N. Mayfair Rd./W. Burleigh St.	2	9	6
N. Mayfair Rd./W. Center St.	7	4	7
Watertown Plank Rd./Mayfair Rd.	-	5	8
N. Mayfair Rd./W. Capitol Dr.	9	7	9
11500 W Burleigh St.	8	3	10

With this approach traffic safety would become part of the strategic approach of the entire department. Patrol officers would need the traffic intelligence to focus their enforcement activities. The city traffic engineer would need to be engaged to assess roadway sections to possibly improve their design or change signage to improve safety. And perhaps most important, at-risk drivers would need to be identified and engaged through both targeted enforcement and education. Considering the WPD has well-regarded School Resource Officers, it would be a natural fit for these SROs to conduct traffic safety education courses. In addition, traffic safety could be a good opportunity for WPD personnel to engage the organized community by attending meetings to deliver traffic safety information.

Part of the traffic safety strategy must also include careful attention paid to the demographics of motorists who are stopped. Not only is it important that enforcement be focused, but it must also be free from discrimination and bias. The WPD should begin to record the gender, race, and age of every motorist stopped in the city. Traffic analysts would then be responsible for collating, analyzing, and reporting on the demographics of motorists stopped. This information should also be analyzed for patterns and trends to identify any racially disparate stops. The information should also be publicly reported on at least an annual basis.

## Assist Citizen/Miscellaneous

In 2019, the WPD responded to 1,631 "Assist Citizen" CFS, and 748 "Miscellaneous" CFS. These two categories represented approximately 12 percent of all community-initiated CFS, or one out of every eight CFS. These categories are used by 911 dispatchers to describe CFS that do not fit into any other type of call. They represent the mostly frivolous and nonemergency CFS that the police are tasked with handling every day. If a crime were reported, it would be categorized as a crime; similarly, accidents, alarms, disturbances, etc. all have a logical label. When a member of the public calls 911 to report a situation that they think requires the police, but the police dispatcher can't describe it, it goes into one of these two categories. These types of the CFS are the ones described above that are part of the "mission creep" of the police.

The WPD should examine the exact nature of these CFS and minimize to the greatest extent possible. Dispatchers can be trained to triage calls and screen them out before they are dispatched to officers on patrol. Likewise, shift supervisors could be empowered to cancel responses to these types of CFS when they are dispatched to officers. The point here is that the overwhelming majority of CFS in these categories are not police matters and should be removed from the police responsibility.

Combined, the categories of CFS discussed above represent 47.7 percent **of all CFS handled by the WPD in 2019**. This means that almost half of all the CFS handled by the WPD have the potential to be handled differently, or not at all. Reducing officer responsibility for handling frivolous CFS and refocusing on things where the police can have an impact presents an opportunity for improvement. CPSM recommends that from a policy perspective the responses to certain categories of CFS be reduced. 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 approval 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. 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.

Instead of responding to false alarms, minor fender-benders, conducting routine traffic stops not connected to traffic safety, and responding to frivolous situations, the police could redirect their efforts elsewhere. They could engage the community more actively, and better understand their needs. They could work on building trust and focusing their efforts on improving traffic safety. There are numerous things that the officers could be doing to make a positive contribution to the Wauwatosa community instead of responding to frivolous CFS.

In addition to minimizing frivolous CFS responses, there is another area where the WPD should monitor and manage more rigorously, and that area is "Suspicious Persons/Vehicles" CFS.

## Suspicious Person/Vehicle

In 2019, officers in the WPD responded to 3,415 CFS from the public in the category of Suspicious Person/Vehicle. This category of CFS describes situations where the caller does not see evidence of a crime being conducted but sees something that is not quite right. Perhaps there is someone walking up and down driveways or parked in front of a home for an extended period of time. The caller has a suspicion or a hunch that something is wrong. This category represented almost 20 percent of community-initiated CFS.

Based on the approach the WPD takes towards handling calls from the community, undoubtedly all 3,415 of these CFS were answered, and undoubtedly where possible, the officers encountered those suspicious people or vehicles. This is known as an investigative encounter. Some of these encounters might rise to situations where the person is not free to leave. This is known as a "Terry Stop," named after the landmark case *Terry v. Ohio*, and also known as stop-and-frisk. At this level of encounter an officer would need "reasonable suspicion" that a person was committing a crime. It's a fairly low threshold of information for officers to articulate reasonable suspicion. They don't have to be correct, but they need to be reasonable. These encounters are often fraught with danger and that is why the U.S. Supreme Court gave officers a good deal of latitude to protect themselves during these encounters. These encounters can also be situations where racial profiling can occur. Officers might rely on the "profile" of a typical offender they encounter and use that past information to inform their decisions about future encounters. These types of encounters must be monitored and managed very carefully. With almost 20 percent of all community-initiated CFS in this category, WPD officers likely engage in this type of encounter frequently.

In addition to the 3,415 community-initiated CFS for suspicious people/vehicles, there were 1,330 police-initiated CFS in this category. Next to traffic enforcement, this is most common self-initiated form of police activity. In these situations, the police are exercising their broad power and inserting themselves into a situation without being called by the public. It is important that these encounters are appropriate, lawful, and conducted professionally. Here too, like the community-driven suspicion, officer suspicion has the potential for racial profiling.

In case *Floyd v. The City of New York*, the NYPD was found to have engaged in a systemic practice of unlawful *Terry Stops* and racial profiling. In the years examined by the court in the Southern District of New York, the NYPD averaged approximately 600,000 stops. The NYPD has approximately 36,000 sworn officers; therefore, this translates into about 17 stops per officer per year.

In the year being examined here, the WPD responded to 4,754 suspicious persons/vehicle CFS. Surely, not every one of these resulted in a Terry Stop. However, with 91 sworn officers assigned to the WPD, if all of these were stop encounters, it would equate to more than 52 stops per officer per year, or about a three-times greater rate than the NYPD at the height of its unlawful practices. There is absolutely no evidence to suggest that the WPD is engaging in unlawful stop activity or racial profiling, but the point that is being made is that this is a high-risk area that must be monitored and managed carefully.

At a minimum, officers should be documenting these types of encounters, and recording the gender, race, and age of the people stopped and the reasons why they were stopped. In addition, the WPD should track, analyze, and publicly report this information periodically.

It is recommended, therefore, that the WPD establish a committee that includes all the principal stakeholders in this process, and which has the responsibility for evaluating the CFS workload with an eye toward recommendations for ways to reduce response to nonemergency CFS. This committee should begin with response to the categories of CFS discussed here and formulate agreed-upon protocols for these assignments.

## Recommendations, Service Demands:

- Establish a committee made up of community stakeholders to evaluate police responses to nonemergency CFS. (Recommendation No. 18.)

- Increase fines associated with false alarms and develop a comprehensive false alarm management plan. (Recommendation No. 19.)
- Eliminate response to routine traffic accidents. (Recommendation No. 20.)
- Develop a comprehensive traffic safety strategy with a specific focus on education, engineering and enforcement. (Recommendation No. 21.)
- Record and track the demographics of motorists stopped by WPD officers. (Recommendation No. 22.)
- Curtail the emphasis on making routine traffic stops. (Recommendation No. 23.)
- Record and track the demographics of people encountered during suspicious person/vehicle calls for service. (Recommendation No. 24.)

## SUPPLY-SIDE

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This section of the report discusses the “supply-side” of police service delivery. After the philosophical and strategic framework is considered, in context with the appropriate service demands, the WPD can explore various supply models in order to provide these services.

The discussion here focuses on a two-pronged approach to staffing supply. The first prong is an examination of the patrol function and determining if any efficiencies can be gained by evaluating shift configurations in light of service demands. Different shift combinations may reveal deployment personnel efficiencies that can help officers focus on identified priorities. The second prong is an exploration of those alternative service delivery priorities. Are there other services that the WPD should be providing, and if so, how and by what type of personnel? The impact of this two-pronged approach results in a re-engineered policing model. This model should be consistent with the police mission in Wauwatosa, informed by the input of key stakeholders in the community, and designed with the greatest possible efficiency and effectiveness.

The first prong is about patrol deployment and staffing and the second is about alternatives to services.

### 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 WPD 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."<sup>9</sup>

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.

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.

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

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

prevention, community policing, and citizen safety initiatives. It will also provide ready and available resources in the event of an emergency.

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.

### **Rule of 60 – Part 1**

According to the department personnel data available at the time of the CPSM site visit, patrol is staffed by 63 sworn officers (1 captain, 3 lieutenants, 6 sergeants, and 53 police officers). These 63 officers represent 69.2 percent of the 91 sworn complement of the WPD.<sup>10</sup>

Accordingly, the department does not have a balanced allocation of personnel. There were nine sworn officer vacancies at the time of the site visit, and presumably many of these would be used to address shortages in patrol. However, it is also likely that officers would be reassigned as these personnel were hired, therefore, the exact allocation of personnel is difficult to determine. It can be concluded that the patrol staffing ratio is slightly higher than what would be expected for a department of this size. There could be room for increasing staffing in non-patrol functions.

The following sections of the report discuss personnel allocation and service demands; in that context, we attempt to identify appropriate staffing levels. Strategically deployed resources in patrol and nonpatrol enforcement functions would assist the department in achieving its public safety goals more readily and thereby enhance service delivery. The following discussion and recommendations seek to balance staffing allocation appropriately and create other positions that could further the mission of the department.

### **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.

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.

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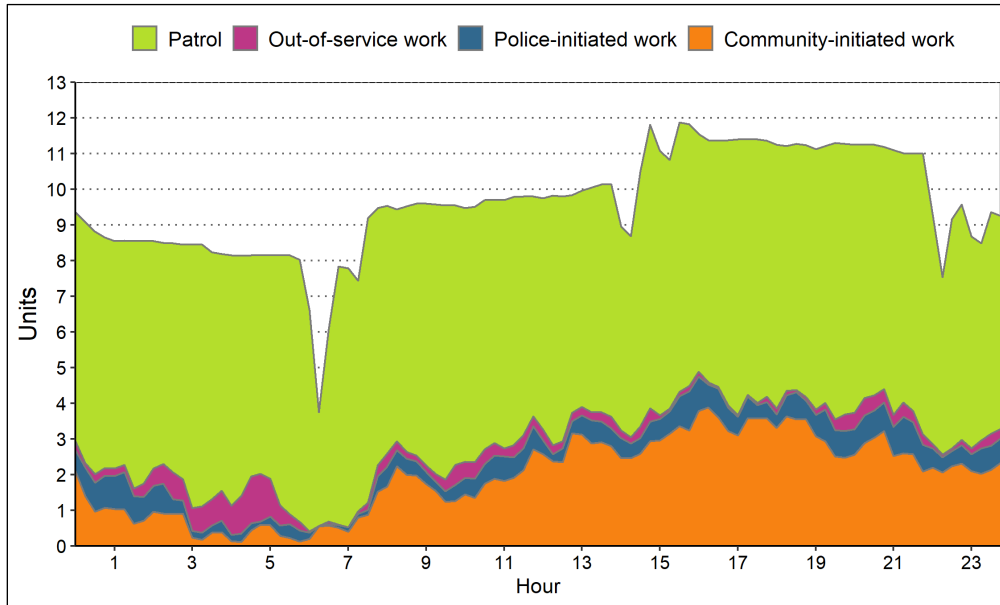
10. This allocation percentage was at the time of the CPSM site visit on April 14, 2021. The WPD is budgeted for 98 sworn positions and had 9 vacancies.

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. This 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.

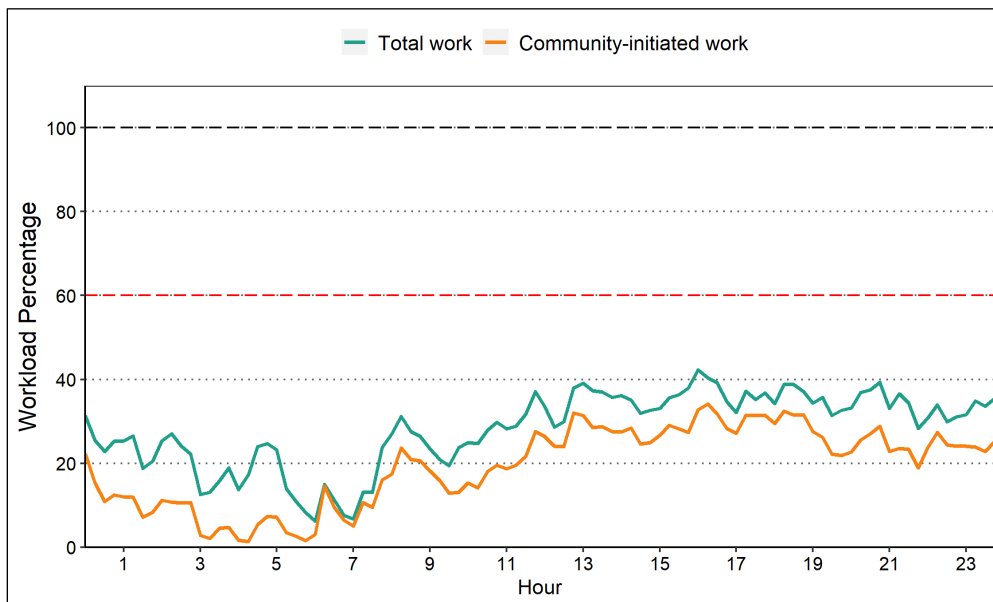
Figures 4-1 through 4-8 illustrate patrol workload, staffing, and the "saturation" of patrol resources in the WPD during the two months (seasons) on which we focused our workload analysis. By "saturation" we mean the amount of time officers spend on patrol handling service demands from the community. 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 and February and July 2019. 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.

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**FIGURE 4-1: Deployment and All Workload, Weekdays, Winter 2019**



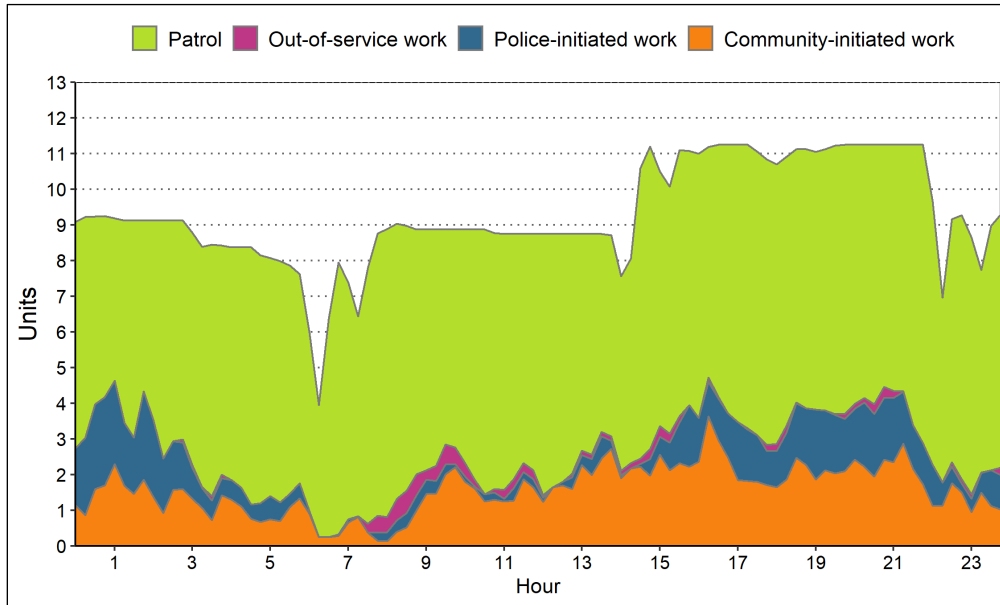
**FIGURE 4-2: Percentage of Workload, Weekdays, Winter 2019**



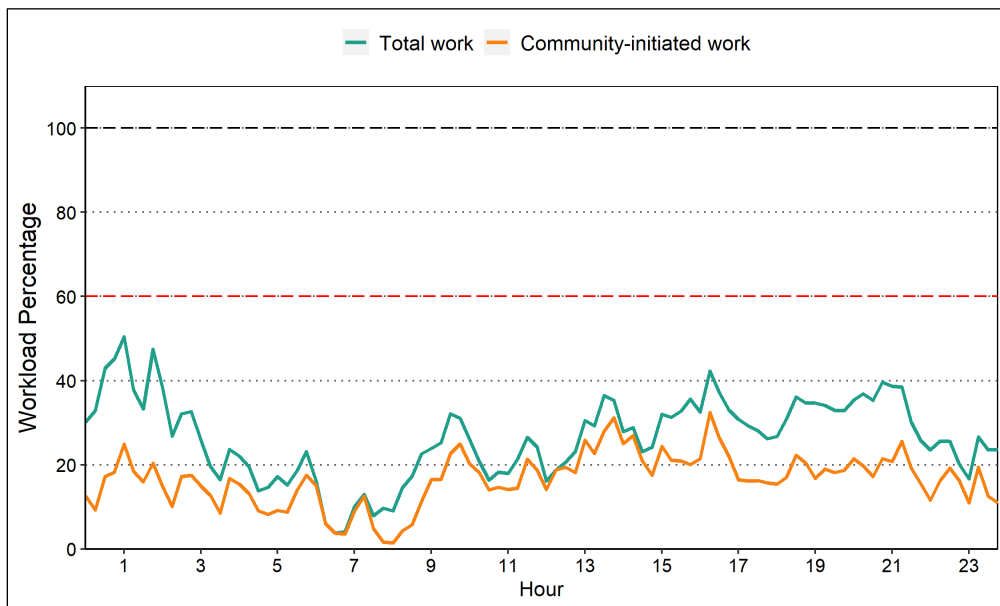
**Workload vs. Deployment, Winter 2019, Weekdays**

Average deployment: 9.6 officers per hour  
 Average workload: 2.8 officers per hour  
 Average % deployed (SI): 29%  
 Peak SI: 42%  
 Peak SI time: 4:15 p.m.

**FIGURE 4-3: Deployment and All Workload, Weekends, Winter 2019**



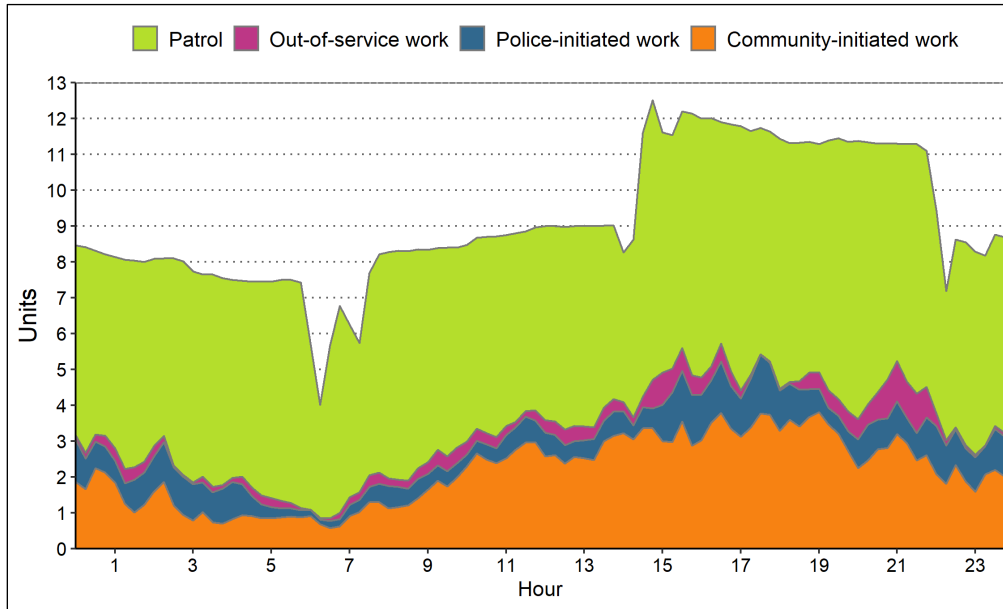
**FIGURE 4-4: Percentage of Workload, Weekends, Winter 2019**



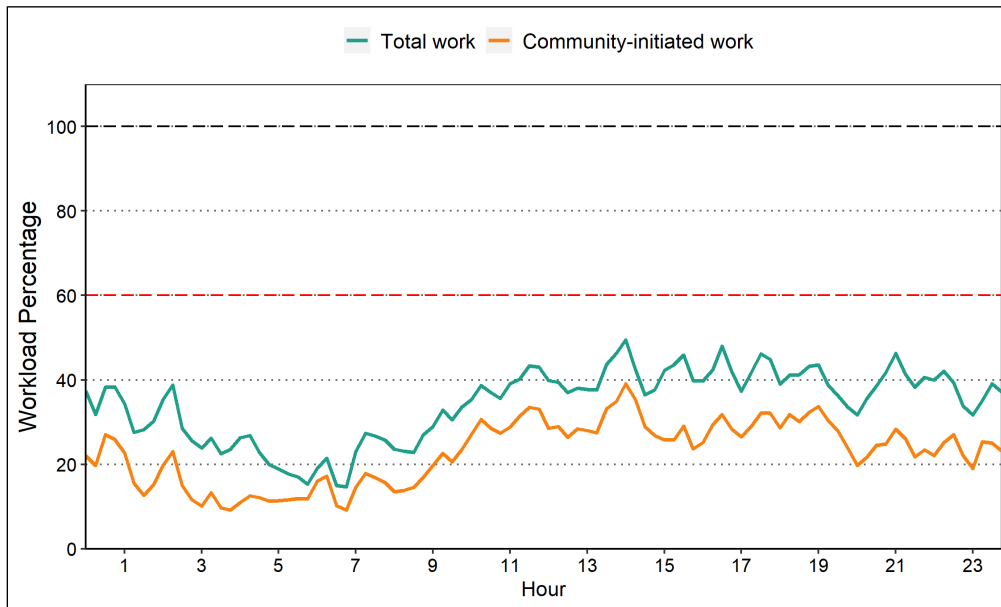
**Workload vs. Deployment, Winter 2019, Weekends**

Average deployment: 9.3 officers per hour  
 Average workload: 2.5 officers per hour  
 Average % deployed (SI): 27%  
 Peak SI: 50%  
 Peak SI time: 1:00 a.m.

**FIGURE 4-5: Deployment and All Workload, Weekdays, Summer 2019**



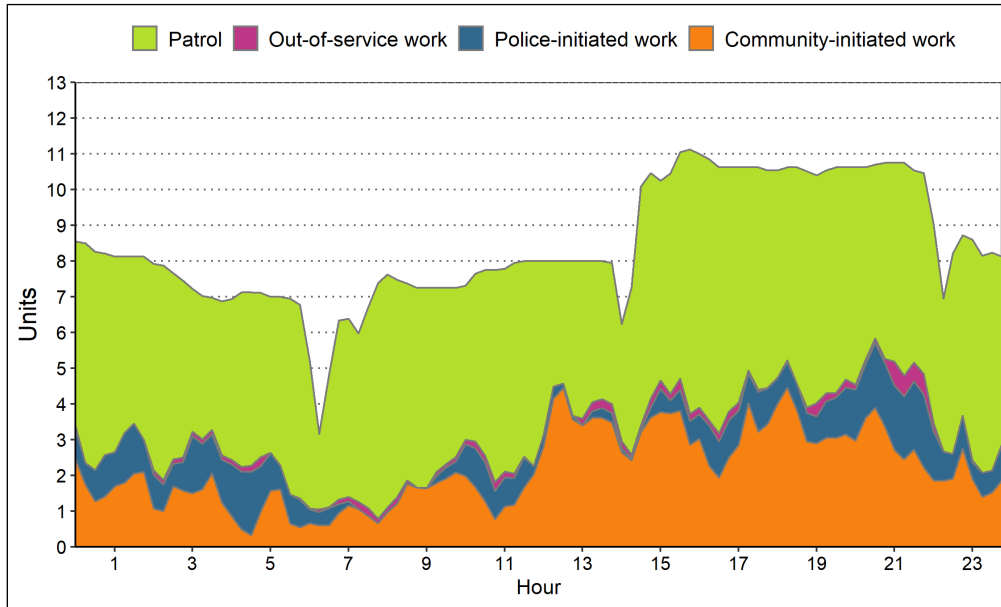
**FIGURE 4-6: Percentage of Workload, Weekdays, Summer 2019**



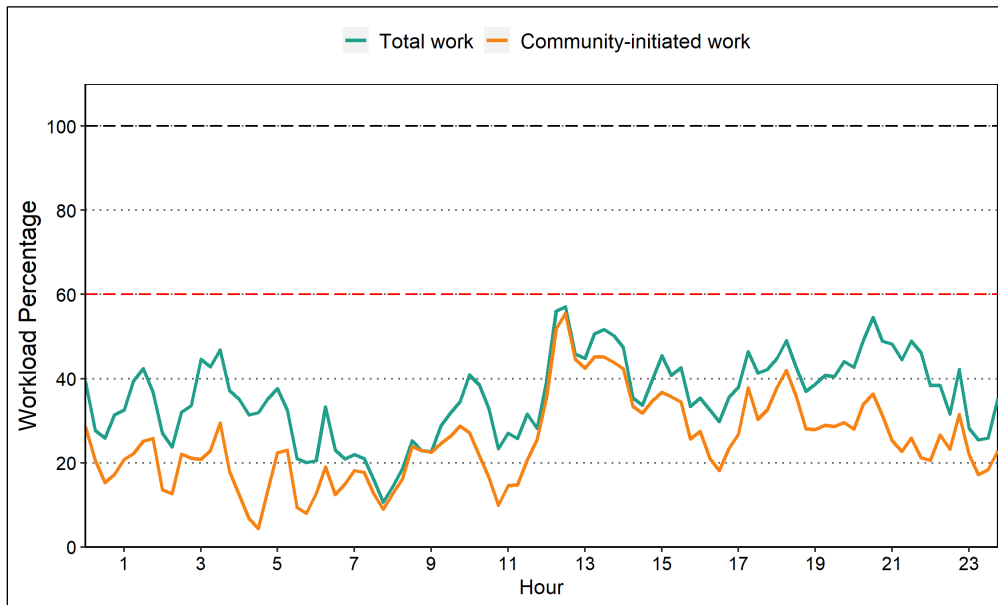
**Workload vs. Deployment, Summer, Weekdays**

Average deployment: 9.2 officers per hour  
 Average workload: 3.2 officers per hour  
 Average % deployed (SI): 35%  
 Peak SI: 49%  
 Peak SI time: 2:00 p.m.

**FIGURE 4-7: Deployment and All Workload, Weekends, Summer 2019**



**FIGURE 4-8: Percentage of Workload, Weekends, Summer 2019**



**Workload vs. Deployment, Summer 2019, Weekends**

Average deployment: 8.4 officers per hour  
 Average workload: 3.1 officers per hour  
 Average % deployed (SI): 37%  
 Peak SI: 57%  
 Peak SI time: 12:30 p.m.

**TABLE 4-5: Summary of Workload and Deployment**

	<b>Winter Weekdays</b>	<b>Winter Weekends</b>	<b>Summer Weekdays</b>	<b>Summer Weekends</b>
Avg. Deployment	9.6	9.3	9.2	8.4
Avg. Workload:	2.8	2.5	3.2	3.1
Avg. % Deployed (SI):	29%	27%	35%	37%
Peak SI:	42%	50%	49%	57%
Peak SI Time:	4:15 p.m.	1:00 a.m.	12:15 p.m.	12:30 p.m.

The information presented above can be used to help estimate the appropriate level of staffing for patrol. This is determined by examining shift schedules within the context of the service demands illustrated above. Our primary conclusion is that the patrol function in the WPD has more than enough resources to meet workload demands. The critical 60 percent threshold is never breached and the average Saturation Indexes are all well below areas of concern during all periods studied.

That being said, an examination of these the weekday/weekend deployment models for winter and summer in 2019 leads to several conclusions about the patrol function and service demands in the WPD.

According to the figures, staffing is lower on the weekends in both months, and lower in the summer than winter. This seems logical, as most people prefer to have weekends off, particularly in the summer when social activities are highest. There is a 12.5 percent reduction in average deployment from the high of 9.6 personnel during winter weekdays to a low of 8.4 personnel during summer weekends.

The demand curves (bottom part of the figures) meet expectations. CFS volume is low in the early morning hours and increases throughout the day, peaks at around 8:00 p.m., and then gradually tapers off. The busiest times are between noon and about 8:00 p.m.

There is a robust amount of police-initiated workload. This can be seen by the dark blue shaded area under the curve on the bottom part of the figures. This blue area includes time spent on traffic enforcement and proactive investigations. The blue area appears on all tours throughout the day and is most pronounced in the evening and through the late morning hours.

From looking at the percentage figures that accompany each deployment model, it is clear that workload saturation never breaks through the 60 percent threshold. The saturation index reaches its highest level at 12:30 p.m. on July weekends, and is comfortably under the threshold at all times. In fact, the average saturation index is consistently below the 60 percent threshold, which would signify that there are ample personnel resources on patrol to handle the workload demands in these sample periods.

This would also indicate that the WPD staffing minimums for patrol are appropriate. Currently, the WPD imposes shift staffing minimums of 7 officers on the day shift, 9 on the early shift, and 6 on the late shift (except for a minimum of 7 officers between the hours of 10:00 p.m. and 2:24 a.m.). The saturation index is lowest between the hours of about 3:00 a.m. and 8:00 a.m. and it appears that the WPD has more officers than needed during this time of the day. Conversely, between the hours of noon and 8:00 p.m. the saturation index is consistently around 40 percent, so the officers working this shift would likely report that they are busy during these hours.



In its totality, the workload demands and the supply of personnel to meet those demands in Wauwatosa appears sound. At the same time, there are opportunities to improve the deployment to achieve even greater efficiencies. When coupled with the discussion about minimizing workload demands through triaging of CFS, new shift configurations are possible. These new configurations involve different shift lengths of 10-hour and 12-hour tours. The following is a discussion of these different tour lengths and the opportunities they afford the WPD.

## Schedule and Staffing

Taking into consideration the demand for police services and the concept of saturation index, appropriate levels of patrol staffing can be determined. The optimal level of patrol staffing will lead to the modeling of patrol schedules and act as the foundation for the staffing of the entire department.

The WPD's main patrol force works three 8-hours shifts (day, "early," and night). Officers work steady shifts with no rotation from day to night; each shift has three squads assigned and on any given day two squads are assigned to work and the other is off. This is a fairly conventional shift rotation and commonly used throughout the U.S. The following table presents the combination of personnel assignments for patrol.

**TABLE 4-6: Patrol Strength by Shift**

	<b>Lt.</b>	<b>Sgt.</b>	<b>PO</b>	<b>Total</b>
Days	1	2	15	<b>18</b>
Early	1	2	23	<b>26</b>
Night	1	2	15	<b>18</b>
Total	3	6	53	<b>62</b>

As discussed above, the WPD imposes minimum staffing requirements for patrol. The mandatory fixed minimums are 1 supervisor (lieutenant or sergeant) and 7 officers on the day shift, 1 supervisor and 9 officers on the early shift, and 1 supervisor and 6 officers on the night shift. The workload and saturation figures illustrate that this deployment is more than appropriate to handle the demand for service. It is possible, however, to make one or more modifications to the patrol function that can sustain the high level of service currently offered and reduce the cost of providing that service.

## Patrol Deployment Modifications

In order to address the liabilities presented by the structure of the current patrol schedule the WPD could explore one or more modifications to the schedule. Some are easier to implement than others, and some of the adjustments cannot be made unilaterally but must be collectively bargained with the police union. All of the modifications presented below will ensure that the WPD continues to meet demand, while becoming more efficient.

### Options for Changing the Shift Plan

The available literature on shift length provides no definitive conclusions on an appropriate shift length. A study published by the Police Foundation examined 8-hour, 10-hour, and 12-hour shifts

and found positive and negative characteristics associated with all three options.<sup>11</sup> The length of the shift is secondary to the application of that shift to meet service demands.

It is understood that the collective bargaining agreement memorializes the work schedules and that any modification to the schedule could only be accomplished with negotiations between the city and the union. The following discussion presents several options that could improve operations if there was an interest in exploring a schedule change.

**Option 1 – Implement a Plan with Four 10-hour Shifts**

The following table illustrates a schedule that features four 10-hours shifts. This schedule relies on the current patrol allocation of 3 lieutenants, 6 sergeants, and 50 officers. Under this plan the number of officers assigned per shift varies. This model doubles the number of officers assigned from 1000 hours until 0200 hours. This doubled period can be changed to suit the needs of the department and may be adjusted for winter and summer deployment as workload changes during the year. The squads that have single coverage during some part of the day are staffed with additional officers in order to provide coverage.

**TABLE 4-7: Configuration with Four 10-hour Shifts**

	<b>Lt.</b>	<b>Sgt.</b>	<b>P.O.</b>	<b>Total</b>	<b>Minimum Staffing</b>
1000x2000		1	12	13	5
2000x0600	1	2	14	17	6
0600x1600	1	2	14	17	6
1600x0200	1	1	10	12	4
	<b>3</b>	<b>6</b>	<b>50</b>	<b>59</b>	

The following table illustrates the deployment of officers in the 4/10 plan.

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11. Karen L. Amendola, et al, The Shift Length Experiment: What We Know about 8-, 10-, and 12-hour Shifts in Policing (Washington, DC: Police Foundation, 2012).

**TABLE 4-8: Deployment Under the 10-hour Shift Plan<sup>12</sup>**

Hour	1000x2000	2000x0600	0600x1600	1600x0200	Total
12 AM		6		4	10
1 AM		6		4	10
2 AM		6			6
3 AM		6			6
4 AM		6			6
5 AM		6			6
6 AM			6		6
7 AM			6		6
8 AM			6		6
9 AM			6		6
10 AM	5		6		11
11 AM	5		6		11
12 PM	5		6		11
1 PM	5		6		11
2 PM	5		6		11
3 PM	5		6		11
4 PM	5			4	9
5 PM	5			4	9
6 PM	5			4	9
7 PM	5			4	9
8 PM		6		4	10
9 PM		6		4	10
10 PM		6		4	10
11 PM		6		4	10

This table shows that teams of 4 to 6 officers report for duty at multiple occasions throughout the day. From 1000 hours all the way until 0200 hours, there are two teams assigned at the same time, which results in nine to 11 officers assigned to patrol during this period. Each squad has additional officers assigned to account for regular days off, sick, vacation, etc. The exact structure of the days off could be flexible or fixed depending upon the needs of the department and the officers.

The advantages of this shift plan are that it requires three fewer officers to staff, there are more officers assigned during several hours of the day, and officers get additional time off.

#### **Option 2 – 12-Hour Shifts**

Another possibility for the WPD is to implement a 12-hour shift rotation. Police departments all around the country implement this shift length successfully. The major advantage of this schedule is that it maximizes the amount of resources that are available at any time during the day. At a minimum, 25 percent of the patrol force is working at all hours of the day. Another advantage is that the patrol squads work together at the same time as their supervisors, and

12. Does not include supervisors.

always work together as a squad. Officers, therefore, have the same supervisor every day, and work with the same officers every day. This establishes unity of command and a high degree of esprit de corps with the squad.

This shift rotation has disadvantages as well. With the patrol force divided equally into four squads, the same number of personnel are assigned to work every hour throughout the day. The workload will fluctuate throughout the day, but the level of personnel assigned remains the same. This shift model requires 2 lieutenants, 8 sergeants, and 48 police officers deployed in squads as illustrated in the following table. This plan would result in a reduction in personnel of seven police officers.

Leadership of these personnel would be provided by the lieutenants acting as shift commanders. One lieutenant would be the day watch commander and work hours aligned with the day shift, and the other would be the night watch commander and work hours aligned with the night shift. Their days off would be flexible and determined by operational need.

**TABLE 4-9: 12-hour Shift Configuration**

Squad	Shift	Lt. <sup>13</sup>	Sgt.	PO	Total
A	0600X1800	1	2	12	<b>15</b>
B	0600X1800		2	12	<b>14</b>
C	1800X0600	1	2	12	<b>15</b>
D	1800X0600		2	12	<b>14</b>
		<b>2</b>	<b>8</b>	<b>48</b>	<b>58</b>

**Option 3 – 12-hour Shifts with a Community Response Team**

A shift model that we believe has considerable potential for the WPD is an option that features six 12-hour shifts. There would be four main patrol shifts primarily responsible for handling CFS. Layered on top of these four shifts would be community response teams. These teams would work the same rotation of days off and be assigned to overlap the patrol teams during the times when workload demands are highest. Personnel assigned to the teams would also be responsible for conducting proactive enforcement, engage in long-term problem-solving, and act as a primary resource to the organized community. One officer in each team would be assigned to be the liaison with specific community groups in Wauwatosa. On a day-to-day basis the CRT would interact with the organized communities in these neighborhoods, work on their long-term issues, and be available as a team to conduct enforcement operations directed at crime, disorder, and traffic.

The following table provides an example of how the patrol division might be organized under this model.

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13. Lieutenants are carried in Squads A and B for illustration purposes. The flexible nature of their days off would permit them to be working with either squad during the shift.

**TABLE 4-10: Alternative 12-hour Shift Configuration**

Squad	Shift	Lt.	Sgt.	PO	Total
A	0600X1800	1	1	9	<b>11</b>
B	0600X1800		1	9	<b>11</b>
C	1800X0600	1	1	9	<b>11</b>
D	1800X0600		1	9	<b>11</b>
CRT-1	1200x2400	1	1	5	<b>7</b>
CRT-2	1200x2400		1	5	<b>6</b>
		<b>3</b>	<b>6</b>	<b>46</b>	<b>55</b>

For this 12-hour shift plan CPSM would recommend a rotation that limits the number of consecutive days worked and provides for every other weekend off for patrol personnel. Days off under this plan would rotate on a bi-weekly basis. Each squad would have an alternating rotation of two- and three-day combinations. The rotation shown in the following table is commonly known as the “Pitman” schedule. The four squads work opposite each other. Two share the same work hours, and the other two share the same day-off rotation. The rotation permits each squad to have every other weekend off. This schedule calls for seven 12-hour shifts over the two-week period. This will result in 84 work hours. This will require the WPD to fund the extra hours each period or require officers to use the overage number of hours of time each pay period. The logistics of the 84-hour period would need to be determined by the department.

**TABLE 4-11: Rotation with Days Off, 12-hour Shift**

	Day:	1	2	3	4	5	6	7	8	9	10	11	12	13	14
Shift	Sqd.	M	T	W	H	F	Sa	Su	M	T	W	H	F	Sa	Su
<b>6X18</b>	A	ON	ON	OFF	OFF	ON	ON	ON	OFF	OFF	ON	ON	OFF	OFF	OFF
<b>6X18</b>	B	OFF	OFF	ON	ON	OFF	OFF	OFF	ON	ON	OFF	OFF	ON	ON	ON
<b>18X6</b>	C	ON	ON	OFF	OFF	ON	ON	ON	OFF	OFF	ON	ON	OFF	OFF	OFF
<b>18X6</b>	D	OFF	OFF	ON	ON	OFF	OFF	OFF	ON	ON	OFF	OFF	ON	ON	ON
<b>12x24</b>	CRT	ON	ON	OFF	OFF	ON	ON	ON	OFF	OFF	ON	ON	OFF	OFF	OFF
<b>12x24</b>	CRT	OFF	OFF	ON	ON	OFF	OFF	OFF	ON	ON	OFF	OFF	ON	ON	ON

Under this model, the lieutenants could be tasked with overall responsibility of carrying out the strategic plan of the department and use their resources to reduce crime, disorder, and improve traffic safety and the response to community problems. Considering that many problems are unique to either day or night, the temporal assignment of responsibility, as opposed to geographic or spatial, might make more sense for the WPD. The daytime shifts could be focused on traffic, daytime burglaries, park conditions, etc., and the nighttime teams could be focused on disorderly bars and clubs, car theft, DUI enforcement, etc. Each shift would have an operational plan and the lieutenants would be responsible for executing that plan and using their experience and authority to marshal departmental resources to achieve the goals of that plan.

Communities around the country are implementing what are known as neighborhood police teams of officers to address community problems. These teams work with the community and other units of the police department and city/state/federal officials to identify and solve community problems. These problems can range from crime, to traffic, to disorder, to schools,

etc. Essentially, this approach incorporates the “S.A.R.A” process of community policing (scanning, analysis, response, and assessment) with problem-oriented policing to eliminate community problems.

## Recommendation, Deployment:

- CPSM recommends that the WPD implement Shift Option 3 as described. This would entail staffing patrol using six, 12-hour shifts with personnel deployed according to the configuration shown in Tables 4-10 and 4-11. This plan would require patrol staffing of 3 lieutenants, 6 sergeants, and 46 police officers. (Recommendation No. 25.)

## SERVICE ALTERNATIVES

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In addition to altering the shift plan to provide patrol coverage in a different fashion, the WPD could consider alternatives in how it provides service to the community. These alternatives represent opportunities for the department to improve already existing services or reform its operations to include other services that the community requires. The following is a discussion of potential opportunities in this area.

### Community Engagement

The WPD should consider community engagement as an essential part of its strategic planning process. Alongside crime, traffic, and disorder, community engagement and “customer” satisfaction should be considered “mission-critical” perspectives. This is a more granular approach than the philosophical dimensions discussed earlier in the report and addresses more strategic and tactical areas of community engagement. For example, it is one thing to claim that the police department has a community policing philosophy, but what does that actually translate into from an operational perspective? The following are recommendations that the WPD could consider as it develops a community engagement strategic plan.

#### *Citizen’s Police Academy*

This is a program designed to acquaint community residents with the activities of their local department. The programmatic elements vary by department, but generally feature topics such as the use of force, constitutional law, patrol, investigations, special investigations, and organizational structure and functions. Essentially, community members get a better understanding of their police department and police work in general.

#### *People’s Police Academy<sup>14</sup>*

This type of program is a mirror of the Citizen’s Police Academy, in that it is an educational opportunity designed for officers. This type of program orients officers into the community that they are serving. This novel reform effort was pioneered in New York City by the Reverend Que English. She developed a community-led academy to help police officers who don’t live in or hail from the community to transition into the community they serve through training and orientation. Local civic leaders, politicians, business owners, clergy, residents, etc. all meet with the officers when they get assigned to the department and provide them with an understanding about neighborhood dynamics. This type of program could be developed and implemented in Wauwatosa and be delivered periodically throughout an officer’s career. The idea is to promote

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14. <https://www.ny1.com/nyc/bronx/criminal-justice/2016/03/28/-people-s-police-academy--aims-to-help-officers-better-understand-the-people-they-police>

understanding and dialogue and provide an opportunity not involving police emergencies for the officers to get to know community members as people.

### **Police-Community Liaisons**

Wauwatosa, much like every community in the U.S., has a plethora of active civic associations. These organizations each have a mission, function, structure, and leadership, and almost all could benefit from a sound working relationship with the police department. CPSM recommends that the WPD conduct a census of these organizations in the city and develop a plan to interact with them on a regular basis. The city of Rockville, Md., for example, identifies every community organization within its geographic confines and assigns a ranking officer to be the liaison between the police department and the civic organization. In addition, the city's website has an interactive mapping feature that catalogs each organization and provides contact and meeting information. The essence of the liaison program would include the following:

- Designate a police-community liaison, in the rank of sergeant or above, and assign one liaison to each community group in Wauwatosa.
- Require the liaison, or designee, to attend organization meetings.
- Develop a system to solicit, record, process, and report on issues that are raised by the organizations. For example, if the organization reports a crime or traffic condition to the liaison it is his/her responsibility to record it and develop a plan to address the condition and report back to the community organization about the efforts to address it.
- Present crime prevention and traffic safety lectures

### **Feedback Mechanisms**

The WPD should develop feedback mechanisms to better measure and understand community satisfaction. These mechanisms could include:

- A satisfaction survey developed and administered at regular intervals. The results of the survey should be posted publicly on the WPD website.
- Officers should carry business cards and distribute them during encounters with members of the public. The cards should contain information about how to contact the WPD as well as how to take the satisfaction survey.
- The WPD should develop a notification protocol wherein community stakeholders are notified about police-related events in the community. These notifications could be general crime and/or traffic alerts, or targeted notifications that involve their specific community.

## **Technology**

The WPD could explore technology as a way to improve its efficiency and thereby provide better service to the public. High-tech, low-touch methods of police-community interactions also improve the ability of the police to engage the public in nonconfrontational ways.

### **Web-based or Deferred Reporting**

Communities around the country have had some success with permitting members of the public to make police reports through the department's website. Nonserious incidents and minor crimes could potentially be reported to the WPD without requiring the response of an officer. Similar to the web links currently on the WPD website used by the city for members of the public to request reports and services, the WPD could enable a web-based crime/incident reporting system. The use of this reporting mechanism is an excellent use of available technology. However, industry

experience suggests that citizens still prefer the response of a “live” officer to lodge their complaints. Web-based reporting is not a panacea for reducing nonemergency responses, but an excellent tool, nonetheless. As the public becomes more “tech-savvy” this feature could be used more rigorously.

In addition to the web-based reporting, the WPD could consider staffing a telephone response program to take reports on various categories of CFS. The telephone response or differential response function could deal with past crimes and routine inquiries to the WPD, thus eliminating the response of a sworn officer. Nonemergency calls, such as past crimes, minor property damage, and harassment, as well as building/area checks, and city ordinance CFS, can be handled by this program. Instead of dispatching an officer to these types of calls, the information is deferred (delayed) until a staff member becomes available to respond to the call, or a CSO can be deployed, or another enforcement unit can respond as appropriate. Dispatchers can record reports for certain categories of nonemergency incidents over the telephone. This process could divert nonemergency calls from the patrol units, and thus provide officers with more time to engage in proactive and directed patrols or traffic enforcement duties.

### **LPR and CCTV Deployment**

Police departments around the world are leveraging license plate readers (LPR) and closed-circuit television (CCTV) to improve operations. Perhaps the most well-known use of this technology is in London and New York, where those communities have incorporated robust CCTV capabilities to help create a so-called “ring of steel” to combat terrorism and improve public safety.<sup>15</sup> Even smaller communities such as the Village of Southampton in New York, a beach community of about 3,000 people, deploy these devices effectively. Obviously, Wauwatosa does not need to create a ring or steal or traffic cordon to prevent terrorism, but strategically sited LPRs and CCTVs could improve public safety.

Earlier in this report we recommended that WPD officers curtail most of their random traffic stops and instead focus on high-risk crash locations and high-risk drivers. Similarly, crime is not randomly distributed in the community, but concentrated in specific locations or hot spots. The WPD could use the information about high-volume crash locations and crime hot spots to deploy LPRs and CCTVs to help combat these conditions. Also, the LPRs can be programmed to identify vehicles with suspended registration or insurance (at-risk drivers), which would make officers' job more effective at targeting these motorists. Instead of the police stopping people at random and opening themselves up to allegations of profiling, the technology would identify the at-risk motorist and eliminate any perceived, biased motivations by the police.

Discussions with WPD personnel on this matter reveal at least five locations in the community where the implementation of this technology would be effective:

- W. North Ave. and 102nd St.
- N. Mayfair Rd. and W. Capitol Dr.
- N. 112th St. and W. Burleigh St.
- At the Harmonie Bridge.
- N. 60th St. and W. North Ave.

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15. <https://www.mascontext.com/issues/22-surveillance-summer-14/ring-of-steel/>  
<https://www.scientificamerican.com/article/post-911-nyc-video-surveillance/>



Locating LPRs and CCTVs at these locations, as well as others, would provide the WPD with tools to improve both traffic safety and investigate crime more effectively.

### **Body-Worn Cameras**

Officers in the WPD are deployed with body-worn cameras (BWC). These devices are an essential part of an officer's duty equipment, and as critical as their firearm and radio. The use of BWC video recordings offers an enormous upside potential to improve police operations and community relations. The current policy in effect regarding BWC in the WPD, however, inhibits the potential in this area.

Understandably, when BWCs emerged they were treated with suspicion by officers. Surveillance of one's day-to-day activities would undoubtedly bring cause for concern by those being surveilled. To protect against malicious viewing of BWC recordings, the WPD implemented a policy wherein the random viewing of police officer videos is prohibited. This is a lost opportunity. CPSM recommends revisiting this policy with an eye towards developing one that allows for a fulsome use of the video recording and equally protects the officers at the same time.

Observing police-community interactions on video offers several opportunities. First, it would enable WPD personnel to identify good and bad tactics used by officers and provide them with video evidence to include in training to make the job safer for all involved. Second, it would enable WPD personnel to identify problematic officers who engage in poor performance when dealing with the public or handling CFS. And lastly, and this is where the greatest potential exists, BWCs record an enormous amount of positive and professional interactions between the police and the community. The videos also record the difficult and dangerous job the police do every day. The videos are essentially recorded evidence of police work and should be used to demonstrate to the community the good work (and the bad) that the WPD performs. We bear witness to the sometimes shocking police use of force seemingly on a daily basis. Masked by these accounts are the millions of professional interactions that occur. The WPD could use these recordings to educate and inform the public about the realities of police work and showcase good performance. CPSM recommends that BWC videos could be sampled and used in partnership with the police union and community groups to get a better understanding of the encounters that officers have every day in Wauwatosa.

### **Social Media**

The WPD needs to make greater use of social media platforms to promote positive police-community interactions. Currently, the WPD relies on a team-based approach to public information. The administrative captain coordinates the team and relies on the participation of several members of his staff to perform the "PIO" functions. The WPD uses Facebook as an informational and educational platform and uses Twitter to make public announcements about local conditions. The structure and function of the PIO team is sound, and the members are well-trained and engaged in their work. It appears that as the team has more time to develop the operation their skills will get more advanced, more sophisticated, and the messages more enhanced and targeted. They should be commended for embracing this important role. To enhance the PIO team the city should consider hiring a trained civilian with media or journalism experience to serve as the Communications Coordinator embedded in the police department to oversee all external communication and to liaison with the city administrator and other city departments for consistency in external messaging.

The PIO team should consider using social media in a way that transcends its conventional uses in policing by considering the marketing potential that social media possesses. One of the critical tasks facing the WPD is to restore trust with the community. Social media could be a useful tool for reestablishing that trust and promoting the excellent work that is done every day

by officers in the WPD. For example, as the WPD develops and implements its community engagement strategy and executes the programs and plans, social media can promote those programs and amplify the message that the department is engaging the organized community differently.

The bottom line for the WPD is that there needs to be a bridge built between the police and the community that permits a better understanding about the issues facing both sides. Social media can help facilitate the communication that will be essential to fostering that understanding. Using social media in a way that "humanizes" the officers and illustrates the positive contributions they make to the community is important. Similarly, using social media as a way of understanding the concerns of the community is important as well. The PIO team in place and with the addition of a trained civilian Communications Coordinator will enhance all external communication.

## Community Service Officers

The WPD currently has three civilian members assigned as Community Service Officers (CSO). One CSO works from noon to 8:00 p.m. with the early shift, and the other two work 7:30 a.m. to 3:30 p.m. with the day shift. According to the WPD, the CSOs perform parking enforcement, traffic control, and a wide array of administrative, clerical, and support duties, essentially police-related tasks that do not require a full-duty sworn officer to perform. There is an opportunity here to more fully develop the CSO role and amplify the good work they already do.

Police departments around the U.S. are deploying nonsworn, uniformed CSOs to support patrol operations. This position is not necessarily viewed as a support or administrative one, but one that is integrated with patrol officers to provide efficient and effective service. In general, departments that experience the greatest benefit from the CSO position embed them in patrol squads and task them with handling nonemergency police CFS.

This report discussed the large number of nonemergency CFS handled by officers on patrol. Minor vehicle crashes, nuisances, and parking and traffic complaints are all handled now by sworn officers. These types of CFS could easily be shifted to CSOs. In addition, CSOs could respond to reports of past crimes where no suspects are present, and the emergency has passed. "Cold" thefts, vandalism, etc. could all be handled by a properly trained CSO. For example, when a member of the public responds to the WPD headquarters to report a past theft, administrative personnel at the facility call for the officer on patrol that covers the headquarters beat to come into the facility to take the report. This is inefficient. Instead of pulling an officer from patrol, a CSO, either assigned to headquarters, or already embedded in the day shift, could relieve the officer of that responsibility.

Departments that leverage CSOs effectively deploy them in marked vehicles without emergency lights or siren and distinguish them from the typical police cruiser. CSOs also wear distinctive uniforms, and most importantly they receive extensive training and are compensated as full-time employees.

The Wauwatosa community should carefully examine the service demands on the WPD and look to minimize these demands to the greatest extent possible. However, there will still be a need for nonemergency police services to be provided and CSOs could be a cost-effective and operationally efficient way of meeting those demands. The analysis on staffing presents several options for the WPD to consider, but whichever option is selected, the CSO role should be greatly expanded. Assuming no change was made to the patrol shift plan, CPSM recommends that at least three CSO positions be staffed on patrol with each of the day and early shifts, and an additional CSO assigned to the headquarters facility during business hours.

Having seven CSOs on patrol will alleviate some of the workload on sworn officers and allow them to use their time more effectively, and possibly reduce the sworn personnel headcount.

## Crisis Intervention Team

The WPD should consider deploying one police officer to coordinate a crisis intervention team and as well hire a qualified professional to partner with this officer to deal with people experiencing crisis in the community. This team would then be responsible for training members of the WPD on dealing with people in crisis, developing the appropriate policies in this area, recording and tracking incidents, and collaborating with the local medical, psychological, and advocate communities to develop a fulsome response to these issues.

According to the CFS data obtained by CPSM, the WPD responded to almost 1,000 CFS that involved people experiencing a mental crisis. The data also undoubtedly does not include countless other CFS that involve mental illness but are categorized in a different way. In any case, it's safe to say that officers from the WPD encounter individuals experiencing mental crises on just about every shift. Officers also respond regularly to the various mental health facilities in the community. In addition, the community has been grappling recently with the issue of pervasive homelessness. The issue of homelessness and panhandling is timely now with the recent near-fatal traffic crash of the young woman near the Mayfair Mall. The community appears to be looking for solutions since the repeal of the anti-panhandling law in 2018. Creating the capacity in the WPD to deal with these issues in a holistic and comprehensive way, that involves collaboration with key stakeholders, with a deemphasis on the use of force and arrest, is an opportunity that the WPD should embrace.

The National Alliance on Mental Illness estimates that approximately 2,700 police departments in the U.S. have created connections with local mental health providers, hospital emergency services, and individuals with mental illness and their families, to implement Crisis Intervention Teams. The Bureau of Justice Assistance also has a Police-Mental Health Collaboration (PMHC) toolkit available on-line for police departments to access as they begin developing this capacity within their departments.<sup>16</sup> This is an excellent resource that the WPD should use in order to begin a Crisis Intervention Team in the department. Furthermore, the BJS identifies two police departments that are implementing programs that could act as models for WPD.

The Madison, Wis., police department began a Mental Health Liaison Program in 2004.<sup>17</sup> Currently, the program is supervised by a sergeant and has six sworn officers assigned. Each of these officers is responsible for one of the six patrol districts in Madison. They engage in a problem-oriented approach to addressing the underlying conditions that generate encounters between the police and people experiencing mental crises.

The Pasadena, Calif., police department has a similar CIT unit that has an expanded mission dealing with homeless outreach.<sup>18</sup> The Homeless Outreach – Psychiatric Evaluation Unit (HOPE) is a collaborative team that provides emergency response and follow-up to those in need of mental health, housing, and related social services. HOPE is a co-responder model where a sworn officer is partnered with and works alongside a clinician from the Department of Health. They are first responders to mental health CFS and also perform proactive enforcement and

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16. <https://bja.ojp.gov/program/pmhc>

17. [https://bja.ojp.gov/sites/g/files/xyckuh186/files/media/document/lawenforcement-mentalhealthlearningsites\\_madison.pdf](https://bja.ojp.gov/sites/g/files/xyckuh186/files/media/document/lawenforcement-mentalhealthlearningsites_madison.pdf)

18. <https://www.cityofpasadena.net/police/divisions-and-sections/patrol-division/#homeless-outreach>

counselling for targeted populations. This model could be an effective one for the WPD as it confronts social service problems on multiple fronts.

The approach taken by the WPD and the Wauwatosa community could resemble either of the above models or any number of other effective ones that exist across the country. The particular model embraced by the WPD should be tailored for the needs of Wauwatosa and be as inclusive as possible. The CIT in the WPD should begin with the assignment of one police officer who would then be charged with building out the program. The essential elements of this program should include many, if not all, of the following:

- Hire a trained clinician to co-respond with the assigned officer to mental health-related CFS. These two individuals would be the core of the free-standing CIT.
- Training. Anecdotally, CPSM was informed that less than half of the sworn personnel in the WPD have completed crisis intervention training. CPSM recommends that all sworn personnel participate in this training as soon as practical. In addition, the Crisis Intervention Team should be tasked with developing effective in-service training for police officers, dispatchers, and other critical groups involved in mental health crisis responding.
- The CIT should respond to CFS involving mental health crises when they are available.
- Document and report mental health-related CFS.
- Coordinate follow-up with individuals to ensure they access needed resources.
- Attend meetings as needed to collaborate with medical organizations, advocacy groups, and families.

Research has shown that an effective response by the police with individuals experiencing mental health crises can reduce the risks to police officers and patients, reduce the use of force by the police, reduce the number of repeat CFS responses, and deliver better services to the community. The WPD should give strong consideration to developing greater capacity in this area and deploy a Crisis Intervention Team to manage these important issues.

## Recommendations, Alternatives to Police Services:

- Develop a comprehensive community engagement strategy (Recommendation No. 26):
  - Design and host a Citizen's Police Academy.
  - Design and host a People's Police Academy.
  - Develop a Police Community Liaison Program.
  - Develop a robust system to solicit community feedback:
    - Administer and report on a periodic community satisfaction survey.
    - Provide business cards to police officers to distribute to members of the community with whom they have contact.
    - Develop a community notification protocol to keep stakeholders informed on police incidents of importance.
- Employ a greater use of technology to enhance police operations (Recommendation No. 27.):
  - Develop a robust web-based reporting system for the community to report minor incidents on the WPD website.

- Develop a deferred reporting system.
- Deploy Automatic License Plate Readers in key locations throughout the community.
- Deploy closed-circuit cameras in key locations throughout the community.
- Develop ways to use videos produced from body-worn cameras in officer training and in boosting the image of the police in the community.
- Explore best practices in police use of social media and expand the current social media program in the department. To enhance the PIO team the city should consider hiring a trained civilian with media or journalism experience to serve as the Communications Coordinator embedded in the police department to oversee all external communication and to liaison with the city administrator and other city departments for consistency in external messaging.
- Staff patrol shifts with Community Service Officers to assist with patrol operations. The number of CSOs needed will vary depending upon the shift plan adopted by the WPD. Under the current model, seven CSOs should be deployed: two in each shift plus one assigned to police headquarters. If the WPD adopts the 12-hour shift plan recommended by CPSM, two CSOs could be assigned to each day shift, one each to the overlap shift, and one to headquarters. (Recommendation No. 28.)
- Assign one police officer to develop and coordinate a Crisis Intervention Team and hire a qualified professional to partner with this officer. The team would be assigned to deal with people experiencing crisis in the community. (Recommendation No. 29.)

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## SECTION 5. POLICY REVIEW

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A comprehensive policy manual is essential for any law enforcement agency. A manual should reflect the operating principles of an agency and should be continually reviewed and updated to ensure that the policies are contemporary, conform with legislative mandates, follow case law as determined by the courts, and respond to operational needs and community expectations. Legislative mandates and frequent changes in case law are routine. Thus, keeping a policy manual up-to-date is no small task. In some instances, departments use in-house resources to develop and maintain their policy manuals. It is our opinion that this option should be reserved for the largest of agencies that can devote adequate resources to this labor-intensive function. The task often requires someone's near full-time dedication, with assistance from legal counsel to ensure comprehensiveness, relevancy, and annual review and revisions to the policies.

In CPSM studies, we often find policy manuals, especially in smaller to mid-sized departments such as Wauwatosa Police Department, needing improvement in content and formatting. The Wauwatosa Police Department's policy manual is stored in electronic form and consists of 441 pages. We noted that two different Tables of Contents were provided to us. One was electronically submitted to CPSM and policies were listed alphabetically, with a linked page number for each policy. The other Table of Contents provided to CPSM during the site visit dated April 26, 2021, displayed the policy number, subject, and review date. This latter Table of Contents did not have an alphabetical list of contents, and it was difficult to search for the name of the policy. Neither version presented an easy search capability.

We also were struck by some anomalies in the manual. For example, we found in reviewing the electronic document that immediately following the Table of Contents were graphs displaying the age and time requirements for completing a 1.5-mile run for males and females; there was no policy narrative with this information. (Then, this same information appeared on pages 289–292 in the middle of the policy manual.) While the policy listings are all presented alphabetically, we note that most departments lead off their manuals with a Written Directives section, followed by a Code of Conduct. We find that the Table of Contents needs a regrouping of associated content, which could be listed by chapter.

We reviewed most of the policies related to the focus of this study. Our comments and recommendations on these follow.

**Policy 20-09, Citizen Complaint**, clearly detailed the complaint process. CPSM recommends adding to the policy that the agency will post complaint findings on the department website for transparency. The findings could be presented as statistics and should not include any information identifying an individual.

**Policy 20-22, Discipline Policy**, had an addendum, Discipline Sanction Chart, that preceded the policy. Two addendums were referenced at the end of the policy but only one was presented. The Wauwatosa Police Department Rules & Regulations Sanction Chart was not included.

**Policy 16-11, Emergency Detention**, was comprehensive and procedurally well-written. However, the last review of the policy was conducted on May 24, 2018. CPSM recommends that policies be reviewed at least on a yearly basis.

**Policy 17-07, Emergency Readiness Response Levels**, identified the levels of response and the authority for initiating the level of response and mobilization factors. However, CPSM recommends expanding this policy to address other factors such as coordination with other

departments such as the fire department, and communication with the city leadership and the community leadership who may play a supporting role to the police department.

**Policy 20-19, Emergency Vehicle Operations**, was procedurally well-written and provided a reference to the In-Squad Digital Video System Operating Procedure.

**Policy 18-16, Family Violence**, was comprehensive and procedurally well-written.

**Policy 20-05, Less Lethal Extended Range Impact Devices**, was well-written and included the State of Wisconsin Disturbance Resolution Intervention Options and an addendum for Impact Areas.

**Policy 12-07, Wauwatosa Police Department Mentoring Development Program**, was last reviewed on April 2, 2014, meaning the policy appears not to have been updated for seven years. This policy is linked to recruitment and retention. The policy states " a veteran officer shares knowledge, skill, and expertise with a recruit/probationary officer." This policy needs to be reviewed and updated. The department should conduct research from recruits/probationary officers and supervisors as to what they see as the needs of new officers and new civilian employees. Mentoring of staff at all levels of the organization should occur for the purposes of supporting department members and for succession planning. Data should also be gleaned from potential candidates for employment to determine what are potential indicators for successful retention of staff. This policy should be not just a document but a strong part of the culture of the department. Additionally, a Mentoring Program Pairing Questionnaire is inserted between two policies that do not pertain to the Mentoring Program. This points out that the sequencing of the documents in the policy manual needs revision.

**Policy 20-15, Military Reintegration Program**, was comprehensive, detailed, and included a reintegration program.

**Policy 13-08, News Media Policy**, was last reviewed on March 25, 2015. This policy states that the chief may designate a sworn officer as the public information officer. The department should ensure that the designee receives communication training in dealing with the public and the legal requirements for the release of information. This policy needs to be reviewed for updates.

**Policy 18-02, Notification of Major Events or Incidents**, and **Policy 17-07, Emergency Readiness Response**, are examples of the need to reorder policies in the manual. These two policies should follow one another in sequence in the Table of Contents. Currently, the policies do not follow in sequence.

**Policy 17-01, Policy and Operating Procedure Development and Distribution**, is sequenced in the middle of the policy manual. This policy should appear at the beginning of the policy manual. Additionally, the policy states "the Operations Captain will administer biannual review of all policy/operating procedures." The term biannual refers to something that occurs twice a year, however, the last review date for this policy was March 21, 2019, which would indicate this review is intended to be a biennial (once every two years) review. The organizational chart displays a Captain for Medical Complex & Support Services Bureau, Patrol Bureau Captain, and Administrative Bureau Captain. The terminology used in the policy for Operations Captain does not align with the organizational chart.

**Policy 20-03, Racial Profiling**, was effective on June 26, 2020, and had a review date of June 26, 2022, which constitutes a biennial review process. The Introduction Section needs to be revised, as it presents highly-charged perceptions about "majority of police officers are honest and hard-working, but there is a perception held by some citizens that some officers are unfairly and

illegally exercising their discretion and authority by relying on the race of a citizen as a basis for police action.”

CPSM recommends this verbiage revised to the following:

*The purpose of this order is to reaffirm the **City of Wauwatosa Police Department's** commitment to unbiased policing in all its encounters with any person; to reinforce procedures that serve to ensure public confidence and mutual trust through the provision of services in a fair and equitable fashion; and to protect our officers from unwarranted accusations of misconduct when they act within the dictates of departmental policy and the law. (Extracted from Allen Police Department, Texas, Chapter 5300, Racial Profiling. 'City of Allen Police Department' replaced with 'Wauwatosa Police Department').*

CPSM reviewed Inter-Departmental Correspondence dated 11/5/20, authored by Captain Luke Vetter, Subject E & I Committee Request for Demographic Data from Police/Citizen Interactions. The report details some of the challenges with extracting data from the records management system (RMS). The addendum data report created for the Equity and Inclusion Committee Meeting dated 11/12/20 was also reviewed by CPSM. CPSM agrees with the department's methodology of conducting a three-year comparative analysis of the data. This document compiled the following data: arrests by race by year, repeat arrests vs. single arrest by year, calls initiated by caller compared to officer initiated, arrests by race by year, individuals arrested by city of residency by year, VTS CAD dispositions by year, VTS related citations by violation and race, arrests by Alderman Districts, and Individuals Arrested by City of Residency by Race by year.

This report is well-done considering the capabilities of the RMS. Two points from the datasets stand out in regard to racial profiling. First, the tables examining arrests initiated by police as compared to community calls (caller-initiated) indicates that more arrests are the result of community-initiated calls for service. While community-initiated calls for service for 2017 through 2019 were 24,466, and police-initiated calls for service for the same period were 21,911, arrests initiated from community calls for service were overall substantially higher for minority populations and Caucasian populations as compared to officer-initiated calls for service. Secondly, the daytime population of Wauwatosa is unknown but data as to the race/ethnic composition of the City of Wauwatosa, County of Milwaukee, the City of Milwaukee, and the Wauwatosa Police Department was presented in the report. The City of Wauwatosa residential population and the Wauwatosa Police Department's race/ethnic statistics reflected one another. The County of Milwaukee and the City of Milwaukee race/ethnic composition were more similar than either the residential race/ethnic composition of the City of Wauwatosa or the Wauwatosa Police Department. When examining individuals arrested by city residency (Milwaukee, Other, and Wauwatosa) by race for the years 2017, 2018, and 2019, there was a consistent pattern of a significant higher number of arrests for Black/African American, Other, and White individuals with residency in Milwaukee, as compared to Wauwatosa or other residency. The causation for these statistics is beyond the scope of this study. However, it is important to note that Wauwatosa Police Department conducted this analysis and determined that warrants were the leading factor for arrests of Black/African American for police-initiated arrest charges, and thefts was the leading factor for Black/African American for community (caller) initiated arrest charges.

**This type of racial bias analysis should be conducted on an annual basis with a three-year comparison of statistics. While this is labor intensive, it is an excellent practice to promote community support and trust. This reporting process should be part of the policy on racial**



**profiling and also include the training the department members receive for racial profiling, bias in policing or implicit bias.**

The **Rules and Regulations Sanction Chart Addendum 1** appeared on page 301 but should be part of the Discipline Policy that appears on page 96.

**Policy 18-05, Use of Electronic Control Devices (ECDs)**, was reviewed on September 25, 2020. Overall, the policy was comprehensive but Section E – Reporting, should have more detail for supervisory notification and required documentation of the use of ECDs.

**Policy 20-01, Use of Force**, follows the Wisconsin system of Defensive and Arrest Tactics (DAAT) developed for the State of Wisconsin Law Enforcement Standards Board. The policy includes and defines Officer Override as: “a trained concept that means officers have the proactive responsibility to intervene in a situation if another officer is behaving inappropriately or otherwise not handling the situation effectively” (Use of Force, A.7., page 5). The policy was comprehensive and included: clear definitions, Use of Force, Oleoresin Capsicum Spray, Electronic Control Devices, Medical Attention, Intermediate Weapon Baton, Deadly Force, Responsibility of Officer After Use of Force and Follow-Through Considerations, Reporting Procedure, Training, and Probationary Officer Weapon Prohibition. The policy is scheduled for review on June 5, 2022.

**Policy 20-16, Vehicle Pursuits**, is comprehensive in guidelines, procedures, tactics, restrictions, responsibilities for primary units, secondary units, supervisors and dispatchers, reporting, training, and the operational review process. The Pursuit Initiation section (III. Pursuit Guidelines, A.1., p.2) states “A law enforcement officer in an authorized vehicle may initiate a vehicle pursuit when the subject vehicle is attempting to avoid apprehension and the Officer has determined that a pursuit is legal, justifiable, and desirable.” CPSM recommends that this section of the policy be reviewed by the department’s leadership. The Pursuit Initiation section needs to be more targeted as to when a pursuit can be initiated. For example, Milwaukee Police Department, Standard Operating Procedure 660- Vehicle Pursuits and Emergency Vehicle Operations states:

F. Wis. Stat. § 346.03(6) and International Association of Chiefs of Police Model Policy Guidelines

1. Pursuit is authorized only if the officer has a reasonable belief that the suspect, if allowed to flee, would present a danger to human life or cause serious injury. In general, pursuits for minor violations are discouraged.
2. The decision to initiate a pursuit must be based on the pursuing officer’s conclusion that the immediate danger to the officer and the public created by the pursuit is less than the immediate or potential danger to the public should the suspect remain at large.
3. Unless a greater hazard would result, a pursuit should not be undertaken if the subject(s) can be identified with enough certainty that they can be apprehended at a later time.
4. In deciding whether to initiate or continue a pursuit, the officer shall take the following into consideration:
  - a. The seriousness of the offense;
  - b. Necessity of pursuit by vehicle;
  - c. Known information on the suspect;
  - d. Road conditions and configuration (e.g., interstate, divided highway, work zone);

- e. Physical location and population density (e.g., residential area, school zone, business district);
- f. Existence of vehicular and pedestrian traffic;
- g. Lighting and visibility;
- h. Weather and environmental conditions;
- i. The relative performance capabilities of the pursuit vehicle and the vehicle being pursued;
- j. Officer training and experience;
- k. Available equipment;
- l. Speed and evasive tactics employed by the suspect;
- m. The presence of other persons in the police and suspect vehicle; and
- n. Any other condition or situation that would create an unreasonable risk.

Strengthening the language for the rationale for initiating a vehicle pursuit will provide better guidance for the police officers. It is important to remember that vehicle pursuits pose a degree of danger for the officer, bystanders, the subject being pursued, and the community.

### **Policy Updating**

While many of the policies were appropriately written, keeping up to date with local, state and federal laws can be challenging for police departments. Many times, the responsibility for the development of policies is the responsibility of the Accreditation Unit in a police department. Wauwatosa does not have an Accreditation Unit. Therefore, CPSM would like to present alternative means the department has for developing and maintaining its policies. There are several options available to maintain policy manuals, such as:

- In-house by creating a part-time position and filling the position with a civilian who has prior police experience and policy development.
- Tasking one person in the department who has strong written communication skills, critical thinking skills, and research skills to develop and manage the development and maintenance of policies. However, most agencies have personnel already over-committed with tasks.
- Contract for police policy development services through external resources such as Lexipol or the IACP.

Lexipol provides comprehensive policy content development and a system for policy management utilizing public sector attorneys, practitioners, and subject matter experts. "Lexipol is the sole company providing continuously updated, legally vetted policies, daily policy-related training and policy implementation assistance in one integrated, web-based system" (<https://www.lexipol.com/solutions/policies-and-updates/>). The policies are based on nationwide standards and best practices while also incorporating state and federal laws and regulations where appropriate, and are updated by Lexipol. In all cases, the department maintains control of the content/directives of each policy. Importantly, Lexipol attorneys track legislative changes and court decisions that may impact policing operations. At least annually, but routinely more often, Lexipol provides draft policy revisions to the department based upon changes the firm has tracked. Again, it works collaboratively with the department to implement those changes and update the manual. It is an excellent system and is in use throughout the United States.

The International Association of Chiefs of Police (IACP) Law Enforcement Policy Center is also an excellent resource for police policy development. For more than 30 years, IACP has been assisting police departments with policy development. The Policy Center offers four types of resources:

- Model Policy: Provides officers with concrete guidance and directives by describing the manner in which actions, task, and operations are to be performed.
- Considerations: Intended to present items for agencies to consider when developing their own policies on a topic. This format recognizes that expectations and capabilities vary by agency, and it aims to present recommendations to the law enforcement field without dictating exact approaches.
- Concepts and Issues: Designed to provide background information of the topic to support the Model Policy or Considerations document.
- Need to Know: Synthesizes the key points of the topic into a one-page document overview (<https://www.theiacp.org/policycenter?topic=All&page=1>).

### Recommendations:

- Recommendations pertaining to the policies reviewed in this study should be examined by key leadership and subject-matter experts within the department for determining adoption of the recommendations. (Recommendation No. 30.)
- CPSM recommends the department consider an alternative method for developing and maintaining its polices. There are several options available to the department, as described in our discussion. The department should consider which option will be the best fit and which will ensure timely updating. (Recommendation No. 31.)

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## SECTION 6. TRAINING ASSESSMENT

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CPSM interviewed Captain Gabrish, captain of the Administrative Bureau, regarding the department's training program. Captain Gabrish was recently promoted, having previously served as the lieutenant responsible for Personnel and Training. A new lieutenant was recently assigned to Captain Gabrish's former position in Personnel and Training. The lieutenant participated in the meeting with CPSM, but Captain Gabrish took the lead because he is more familiar with Personnel and Training.

It should be noted that the Personnel and Training lieutenant reports to the captain of the Medical Complex & Support Services Bureau. CPSM recommends restructuring the organizational chart for better alignment of units. Personnel & Training would be a better fit aligned under the Administrative Bureau. As well, the Dispatch Center should be moved from the Administrative Bureau to the Patrol Bureau; patrol and dispatch should report to the same captain so as to enhance communication and operational support between these components of the department.

### **Training Records and Analysis**

A key part of this study was our charge to conduct an assessment of the department's training, with a focus on mental health training, use of force training, and the adequacy and efficacy of training related to bias in policing/implicit bias. CPSM found that conducting a thorough analysis of the training in the above areas as well as all training conducted by the department was hampered by the recordkeeping system utilized in the department. The department uses a collection of spreadsheets, memorandums, and documents to capture training records, and sorting through this information was a laborious process.

For example, the department submitted a document to CPSM that was 152 pages in length which was labeled Wauwatosa Police Department Training Acknowledgement Forms, 2019–2020, had a table of contents, and contained rosters for a variety of training topics. The rosters listed the name of the training and the names of the participants, but on the form the date, signatures of participants, and the instructor's name were blank. Another document was 235 pages in length, labeled 2020 Training Memos, and contained notification of staff members for approval to attend a particular training, along with the date/time, location, meal authorization, transportation, travel time, etc. While the document was extensive in the number of memorandums, our ability to analyze training based on the material was limited. Another document labeled 2020 Training Hours for Wauwatosa Sworn Personnel presented the training hours for each sworn member in the categories of Advanced Skills, Basic Skills, Instructor Training, Statutory Requirement – Vehicle Pursuit Training, and Uncategorized. This information is reported to the Wisconsin Department of Justice Training & Standards Bureau (ACADIS).

The department does not use a comprehensive software package to manage the department's training function. Excel spreadsheets and documents capture the department's evidence of training, but the files are not linked to one another, so flexible searches and queries for information are not possible. For example, it was not easily determined how many police officers have attended Crisis Intervention Training (C.I.T.). However, due to the importance of this training, the captain was monitoring the number of officers who had attended C.I.T. and accessed a file in his computer that indicated since March 11, 2021, 24 officers had attended the training.

Monitoring training via spreadsheets and documents is a labor-intensive process. Tracking training in this way is an antiquated method of managing the department's training function.

CPSM notes that there are very capable training tracker software programs available on the market. For example, Frontline Training Tracker is a comprehensive platform that enables departments to manage employee training via dashboard, create/manage training courses, schedule training events, invite officers to training events, track detailed reporting of training expenses, manage range and defensive tactics areas, upload documents to officer dashboards, track mandatory training hours, and export training FOIA requests immediately. CPSM recommends that the department purchase such a training tracking software program to manage training records.

It should be noted that the department was diligent in uploading data pertaining to the department's training to the CPSM data site; however, an efficiently created, detailed analysis cannot be created from records spread across various spreadsheets and documents. The department would benefit from the use of training tracking software that comprehensively captures the department's training records and could be used to analyze and manage the department's training function.

### **Crisis Intervention Training and Team**

As was mentioned on the previous page, only 24 officers have completed Crisis Intervention Training (C.I.T.). C.I.T. is the primary training program that police departments employ to assist their officers in understanding mental illness and addictions and to respond by intervention into medical treatment rather than having the individual placed in the criminal justice system. The program promotes officer safety and the safety of the individual in crisis.

As discussed in the Alternative Responses section of this report, CPSM recommends the implementation of a Crisis Intervention Team while using the philosophy that every sworn officer is a member of the team. A sworn department member should coordinate the Crisis Intervention Team and ensure that all sworn members of the department attend the 40-hour Crisis Intervention Training Course and the yearly update course. Additionally, the Crisis Intervention Team Coordinator should attend the Crisis Intervention Coordinator's Certification Course (8 hours) offered at the 2021 C.I.T. International Conference to be held in Phoenix, Ariz., on Aug. 16–18, 2021.

The department could also benefit from employing a Licensed Professional Counselor to work with the Crisis Intervention Team, provide ongoing training in dealing with mentally ill persons and homeless persons, and review body camera video from all mental health calls for service to provide guidance to officers on how to enhance their handling of this type of call for service with the primary focus on safety and de-escalation techniques. The counselor should also serve as a liaison between the department and the local mental health facilities in an attempt to reduce repeat mental health calls for service through meaningful case follow-up.

In the year studied WPD responded to almost 1,000 CFS that involved people experiencing a mental crisis. There were undoubtedly many other calls that involved someone in the midst of a mental health-related crisis but which were categorized as some other type of call for service. Reducing these types of calls for service through meaningful intervention and case management will benefit both the department and community. As well, the Licensed Professional Counselor could support officers by offering stress management training and a variety of other training topics to help them deal with the high levels of stress they experience.

### **De-escalation Training**

The department has infused de-escalation scenario training in the following training courses: firearms, defensive tactics, emergency vehicle operations course, less lethal, taser, and SWAT. This is a good approach to incorporating de-escalation training into training courses on high-

liability areas. Examining performance outcomes can help determine the impact of the de-escalation training efforts. The following table presents the Wauwatosa Police Department use of force statistics for January 1, 2018, through December 31, 2020. Considering the total number of contacts with the public, officers utilize a very low level of use of force. The department is to be commended for its training efforts in this area. These performance indicators should be compiled annually to demonstrate the effect of the de-escalation training. We make no further recommendations regarding use of force training.

**TABLE 6-1: Wauwatosa Police Department Use of Force Incidents, 2018–2020**

Type of Use of Force	2018	2019	2020	3 Year Totals
No Force	32,461	32,129	23,062	87,652
Physical	28	59	35	122
ECD (Electronic Control Device) Only	10	15	9	34
Physical and ECD	2	12	5	19
Physical and OC (Pepper Spray)	1	0	0	1
Deadly	1	0	*3	4
OC Only	0	2	2	4
Baton	0	1	0	1
OC and ECD	0	1	0	1
Vehicle	0	0	1	1
Physical and Vehicle	0	0	1	1
Grand Total – Calls for Service	32,503	32,219	23,118	87,840

**Note:** \*Deadly Use of Force – Total included two Use of Deadly Force incidents by Wauwatosa PD and one Use of Deadly Force incident by Milwaukee PD that Wauwatosa PD investigated as part of MAIT.

### Implicit Bias Training

An implicit bias training class was conducted by the Wauwatosa Police Department in 2020; it was delivered by the Training Unit. The training was two hours in duration and consisted of a PowerPoint presentation and videos. Most complex topics require more than two hours of training. However, CPSM will not make a judgment as to the effectiveness of the department's implicit bias training.

The subject of implicit bias training is complex.

The IACP has noted: “Racial and ethnic disparities in law enforcement outcomes are a topic of national debate, yet the factors which give rise to these disparities are not well understood. Many, including the President’s Task Force on 21st Century Policing, point to implicit bias as one factor which explains disparate treatment and recommend training on the topic. Although law enforcement agencies have trained on implicit bias, there is no scientific evaluation of implicit bias training on police and policing” (<https://www.theiacp.org/resources/evaluation-of-implicit-bias-training>).

David Bicking, the vice president of Communities United Against Police Brutality, has stated that “Implicit-bias training is a toothless strategy for reform.” He’s labeled it an “unscientific fraud” (<https://www.insider.com/police-defensive-deescalation-techniques-implicit-bias-training-2020-6>).

Conversely, Phillip Atiba Goff, President of the Center for Policing Equity, “believes that it is possible to address and reduce implicit bias through training and policy interventions with law enforcement agencies. Research suggests that biased associations can be gradually unlearned

and replaced with nonbiased ones. Perhaps even more encouragingly, one can reduce the influence of implicit bias simply by changing the context in which an interaction takes place. Consequently, through policy and training, it is possible to mend the harm that racial stereotypes do to our minds and our public safety" (<https://trustandjustice.org/resources/intervention/implicit-bias>).

According to *Scientific American*, "The first thing is to realize that racism is not just an individual problem requiring an individual intervention, but a structural and organizational problem that will require a lot of work to change. It's much easier for organizations to offer an implicit bias training than to take a long, hard look and overhaul the way they operate" (<https://www.scientificamerican.com/article/the-problem-with-implicit-bias-training/>).

There is conflict in the literature as to the effect implicit bias training has on changing behaviors. With that said, CPSM recommends that the department should collaborate with an outside entity such as a college or consultant to provide implicit bias training using a curriculum that addresses the impact of unconscious bias on behaviors and actions. The curriculum should be broad and focus not only on race, but also on gender, religion, LGBTQ, and socio-economic status. Furthermore, the curriculum should also address implicit bias in the framework of a structural and organizational problem and not just as an individual problem. Practical application of data should be utilized for discussion. For example, the report Inter-Departmental Correspondence dated 11/5/20, authored by Captain Luke Vetter, Subject E & I Committee Request for Demographic Data from Police/Citizen Interactions, would be an excellent resource to reflect on the department's behavior from a data driven perspective.

## Recommendations, Training:

- CPSM recommends restructuring the organizational chart for better alignment of units. Personnel & Training would be a better fit aligned under the Administrative Bureau. The Dispatch Center should be moved from the Administrative Bureau to the Patrol Bureau; patrol and dispatch should report to the same captain so as to enhance communication and operational support between these components of the department. (Recommendation No. 32.)
- CPSM recommends that the department purchase training tracking software to manage the training function of the department. (Recommendation No. 33.)
- CPSM recommends the implementation of a Crisis Intervention Team while employing the philosophy that every sworn officer is a member of the team. A sworn department member should coordinate the Crisis Intervention Team and ensure that all sworn members of the department attend the 40-hour Crisis Intervention Training Course and the yearly update course. Additionally, the Crisis Intervention Team Coordinator should attend the Crisis Intervention Coordinator's Certification Course (8 hours) offered at the 2021 C.I.T. International Conference to be held in Phoenix, Ariz., on Aug. 16–18, 2021. (Recommendation No. 34.)
- The department could benefit from employing a Licensed Professional Counselor to work with the Crisis Intervention Team, provide ongoing training in dealing with mentally ill persons and homeless persons, and to review body camera video from all mental health calls for service to provide guidance to officers on how to enhance their handling of this type of call for service with the primary focus of safety and de-escalation techniques. The counselor should also serve as a liaison between the department and the local mental health facilities in an attempt to reduce repeat mental health calls for service through meaningful case follow-up. As well, the Licensed Professional Counselor could support officers by offering stress management training and a variety of other training topics to help them deal with the high levels of stress they experience. (Recommendation No. 35.)

- The department has infused de-escalation scenario training in the following training courses: firearms, defensive tactics, emergency vehicle operations course, less lethal, taser and SWAT. This is a good approach to incorporating de-escalation training into training courses on high-liability areas. The department should continue evaluating performance outcomes on use of force to evaluate the impact of the de-escalation training efforts. (Recommendation No. 36.)
- There is conflict in the literature as to the effect implicit bias training has on actually changing behaviors. With that said, CPSM recommends that the department should collaborate with an outside entity such as a college or consultant to provide implicit bias training using a curriculum that addresses the impact of unconscious bias on behaviors and actions. The curriculum should be broad and focus not only on race, but also on gender, religion, LGBTQ, and socio-economic status. Furthermore, the curriculum should also address implicit bias in the framework of a structural and organizational problem and not just as an individual problem. Practical application of data should be utilized for discussion. For example, the report Inter-Departmental Correspondence dated 11/5/20, authored by Captain Luke Vetter, Subject E & I Committee Request for Demographic Data from Police/Citizen Interactions, would be an excellent resource to reflect on the department's behavior from a data driven perspective. (Recommendation No. 37.)

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## SECTION 7. PROMOTIONAL PROCESS

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The department's promotional process is outlined in Policy 16-14; this policy was last reviewed on Nov 4, 2018. The process has a unique component in that all promotions to the position of sergeant, lieutenant, and captain are subject to a psychological exam unless the candidate has had a psychological exam within five years of the promotion process. This is an excellent practice, especially in light of the heightened stressors that sworn officers are experiencing in today's climate. Educational standards are also written into the policy. Candidates for the rank of captain must possess a bachelor's degree, and candidates for lieutenant and sergeant must have completed at least 60 college credits.

Eligibility to participate in the promotional process for sergeant requires five years of police service. Additionally, a candidate must achieve a score of at least 75 percent on a written test. Candidates who score at least 75 percent enter the candidate pool, but are not ranked by score. The test scores of the candidates who enter the pool are valid for one year from the date the pool is established.

When a sergeant position becomes available, candidates are given the opportunity to request consideration for promotion. The chief reviews each candidate's performance evaluations, personnel file, and discipline file to gauge suitability.

The next component of the process is a roundtable style evaluation of all candidates. All department supervisors are invited to attend the roundtable; a candidate's immediate supervisor must attend. The policy states that "General job knowledge, performance, attitude, decision making abilities, cooperation, leadership, responsibility, loyalty, ethics, integrity, education, sensitivity, dependability, cultural awareness, communication skills, competence, motivating techniques, problem solving, fiscal responsibility, and planning are qualities which pertain to the position being sought and which will be carefully considered" (p.3). While the traits being evaluated are especially important for a supervisory role, the policy does not indicate how these traits are being measured and evaluated. This leads to the appearance of a very subjective component of the promotional process. The policy also states that "in conjunction with other command personnel of his/her choosing, the chief may conduct interviews with select candidate(s) of his/her choosing." The policy does not state what criteria is utilized for the selection of these candidates to be interviewed. The chief will then determine which candidate is the most qualified to be promoted to the position of police sergeant.

CPSM recommends that the promotional process for sergeant should start with a written test that is scored and ranked. There should then be an oral board process based on scenarios likely to be encountered by a sergeant, with anchored rating scales for scoring, staffed with evaluators who are supervisors from other agencies and who are trained on using the rating scales. Additionally, the process should include an in-basket job simulation designed to measure the knowledge, skills, and abilities required for success as a sergeant. This in-basket simulation could consist of exercises such as reviewing a police report for content and grammar, scheduling for shift staffing, responding to a citizen complaint or employee problem, or other types of exercises. These exercises should also have clearly defined rating scales and utilize external trained raters for scoring.

Certainly, performance evaluations, personnel files, and discipline files should be reviewed and, ultimately, the decision to promote is the authority of the chief. However, an objective promotional process with scoring criteria can lead to greater trust by employees that the system is fair. In the internal focus groups, participants commented that the promotional process is a

popularity contest and needs to be changed, while others stated that it has gotten better but still needs improvement.

Eligibility for promotion to the position of lieutenant requires six years of sworn service and experience at a law enforcement supervisory level. The process consists of the roundtable evaluation previously discussed; evaluators are lieutenants, captains, and the chief. Similar to the promotional process for sergeants, the chief, in conjunction with other command personnel of the Chief's choosing, may select candidates to interview. Once again, there is no discussion in the policy of the criteria for selection for this interview. The policy states the chief alone will determine which candidate is most qualified to be promoted to the rank of lieutenant. It is certainly the authority of a chief to select individuals for promotion. However, an objective selection process builds trust with the candidates and promotes the perception of that the most qualified candidates are chosen for promotion.

CPSM recommends that for assessing the rank of lieutenant, a written test of department policies would be appropriate, accompanied by an in-basket exercise and other exercises such as a leaderless group assessment. These would assist in identifying the knowledge, skills, and abilities of the candidates in relation to the duties and responsibilities of the position. CPSM also recommends utilizing external, seasoned lieutenants and captains who are trained in rating these types of assessments to serve as evaluators. Furthermore, this does not preclude having the captains and the chief assess the candidates through interviews, and a review of evaluations and discipline history. However, these interviews should be structured and consistent among candidates. Any candidate not selected for promotion should have the opportunity to receive feedback on their performance and suggestions for professional development.

For consideration of promotion to the rank of captain, a candidate must have eight years of sworn service, supervisory experience, and a bachelor's degree from an accredited college or university. The chief may conduct an interview with candidates to determine who is most qualified. General job knowledge, performance, attitude, decision-making abilities, cooperation, leadership responsibility, loyalty, ethics, integrity, education, sensitivity, dependability, cultural awareness, communication skills, competence, motivating techniques, problem solving, fiscal responsibility, and planning are the qualities the chief will be carefully considering for each candidate. This is a similar process to the promotional process for sergeants and lieutenants, but the only evaluator of the candidates is the chief.

Some police departments use assessment centers for promotion to the rank of captain, while other departments use appointment to the rank. CPSM recommends having candidates who are competing for the rank of captain to submit to the Chief a portfolio showcasing their accomplishments and contributions to the department and the community as part of the evaluation process. If candidates are not selected for promotion, efforts should be made to provide feedback to the candidates about their performance and needed professional development.

### Recommendation, Promotional Process:

- CPSM recommends re-engineering the sergeant, lieutenant, and captain promotional processes to enhance the evaluation of the knowledge, skills, and abilities of the candidates in comparison to the duties and responsibilities of the positions while increasing objectivity and transparency in the process. (Recommendation No. 38.)

## SECTION 8. STRATEGIC PLANNING

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The department's leadership relies on informal strategic planning in both operational and administrative management of the department. CPSM observed that department members understood the daily mission of the department, but long-term strategic planning was not prevalent in the department. Leadership had a clear "gut-instinct" as to when, where, why, and how crimes were occurring throughout the community, but there is a lack of the use of crime analysis data by the department to support both tactical and strategic planning.

CPSM offers the following suggested steps to enable the department to make more effective use of strategic planning. Formalizing operational and administrative processes within a police department requires a shift in the organizational culture. Just as policing requires a proactive and not reactive approach to reduce crime, systems must be into place to enable the department to shift to a proactive planning philosophy.

Strategic planning must be integrated throughout the department. The initial step should be to create a three- to five-year strategic plan for the department. The Chief should work collaboratively with the city administrator and city leadership for input with sculpturing the department's goals and objectives. Leadership should create broad goals and objectives for the entire department. Each component of the department should use these department-wide goals and objectives to sculpture unit-level goals and objectives.

The strategic plan should include goals and objectives, measurable outcomes, timelines, and funding requirements, and should identify a responsible party for the execution of each of the goals and objectives. The plan's end goal is to reduce crime and enhance the quality of life in Wauwatosa. A detailed strategic plan will enable the department to work with city leadership to determine priorities and funding.

The responsibility for creating a strategic plan is certainly directed by the leadership of the Chief of Police; however, the strategic planning process should be guided by a commander. CPSM recommends that the responsibility for the strategic planning process should be determined by the future new chief. The new chief may have a vision for reorganization and therefore, the decision should be made by the new chief after assessing the staff's workload and capabilities. The commander would be responsible for overseeing the development of the strategic planning process, but all supervisors would be involved in creating goals and objectives reflective of their unit.

There is no one format that is used for constructing a strategic plan. The formatting, contents, level of analysis, and depth of detail of strategic plans vary by police departments. CPSM offers the following examples of varying strategic plans that the Wauwatosa Police Department can review. Click on the department's name to access the link to the department's strategic plan. A review the strategic plans of other police departments will provide guidance in creating the strategic plan that best fits the needs of the Wauwatosa Police Department.

- [Ashland Police Department, 2018 - 2023](#)
- [Clearwater Police Department, 2017 - 2022](#)
- [Salt Lake City Police Department, 2018 - 2022](#)
- [Stockton Police Department, 2020-2022](#)
- [Castle Rock Police Department, 2019-2023](#)

- [Charleston Police Department, 2020-2025](#)
- [Article – Strategic planning for small law enforcement agencies, Police1](#)
- [Article – Strategic Management in Policing: The Role of the Strategic Manager, IACP](#)

### Recommendation, Strategic Planning:

- CPSM recommends that the department implement a three- to five-year strategic plan. If the department needs assistance, CPSM does provide services for strategic planning, development, and implementation for police departments. (Recommendation No. 39.)

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## SECTION 9. CONCLUSION

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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). In 2016, CPSM conducted an assessment of the Wauwatosa Police Department. In 2021, the City of Wauwatosa requested CPSM to analyze the department in the specific areas of Recruitment Strategies, Alternative Responses and Efficiency in Delivering Services, Policy Review, Training Assessment, Promotional Process, and Strategic Planning.

The Wauwatosa Police Department demonstrates 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.

CPSM would like to thank Mr. James Archambo, City Administrator; Ms. Melissa Weiss, Director of Administrative Services for the City of Wauwatosa; Mayor Dennis McBride; the City of Wauwatosa Alderpersons; community leaders; and Chief Barry Weber and his staff at the Wauwatosa Police Department, who put their lives on the line every day to serve their community. All contributors have made this study possible through their gracious efforts and support.

*END*